# DRAFT GENERIC ENVIRONMENTAL IMPACT STATEMENT FOR THE PROPOSED MASTER PLAN OF THE CITY OF GLEN COVE

**City of Glen Cove** 

Nassau County, New York

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# A. INTRODUCTION

# A.1. Procedure

The City of Glen Cove City Council is currently completing the preparation of its Master Plan. The Master Plan (referred to also as "the Comprehensive Plan" or "the Plan") document will guide land use and policy decisions over the next several years.

The New York State Environmental Quality Review Act (SEQRA) and its implementing regulations at 6 NYCRR 617 suggest that the adoption of a Master Plan is likely to require a thorough review of environmental, social and economic impacts. It further suggests that this be done through the preparation of a Generic Environmental Impact Statement (GEIS). A GEIS is first prepared in the form of a Draft GEIS (DGEIS). This document is intended to serve as a DGEIS for consideration of the impacts associated with the adoption of the draft Master Plan. The City Council, which is serving as lead agency and project sponsor under SEQRA, is responsible for preparing the document and making sure it is adequate for public review. Prior to the DGEIS being found adequate for public review, it is often referred to as the Preliminary DGEIS (PDGEIS).

Once the City Council determines that the PDGEIS is adequate for public review, the Council will adopt a notice of Completion of the DGEIS and post the DGEIS on the internet, distribute copies to involved agencies and make it available to the public for review at City Hall and at the Public Library. Between 15 and 60 days following the notice of completion, the City Council will hold a public hearing on the DGEIS and draft Master Plan and solicit public comment for no less than 30 days from the first DGEIS filing or 10 days following the public hearing (whichever occurs later). All substantive comments received on the DGEIS will be responded to in a Final GEIS (FGEIS).

The FGEIS is the second phase of a GEIS. It comprises responses to all substantive comments on the DGEIS and contains any necessary revisions to the DGEIS based on comments received. The FGEIS will contain the information upon which the City Council will make its findings on whether or not to adopt, or adopt with revisions, the proposed draft Master Plan.

This process is intended to aid the City Council in making its decisions regarding the draft Master Plan in a manner that considers environmental, social and economic impacts, and balances those impacts against the public need and benefits. This document is intended to be read along with the draft Master Plan and will be made available to the public for review along with that document.

# A.2. SEQRA History

Based on New York State environmental review requirements, the adoption of a Comprehensive Plan (same as: Master Plan) is classified as a Type I action, or an action which is likely to require an environmental impact statement (EIS). However, New York State General City Law encourages the development of a Generic Environmental Impact Statement rather than a traditional site specific EIS, which is further supported by SEQRA at §617.10(b) and the City Council has elected to

#### **DGEIS for the proposed Glen Cove Master Plan** A.Introduction

undertake such a task. This GEIS document is intended to address broad areas of environmental relevance in accordance with 6 NYCRR §617 (SEQRA).

At the January 13, 2009 City Council meeting, the Glen Cove City Council adopted a resolution declaring lead agency status, classifying the action as Type 1<sup>1</sup> pursuant to SEQRA, adopting a positive declaration of environmental significance requiring preparation of a Generic Environmental Impact Statement (GEIS) and finding that, "that the nature and structure of a Master Plan is such as to in part provide a template and forum for the consideration of environmental factors and that no further scoping is required." The positive declaration was made based on the City Council's advance knowledge of the recommendations of the draft Master Plan based on their review of an advance internal preliminary draft.

This document is intended to accompany the proposed draft Master Plan for the City of Glen Cove as suggested under General City Law §28-a(9) and thereby satisfy the requirements of 6 NYCRR 617 (SEQRA).

# A.3. Preparation of Master Plan

In order to prepare the Master Plan for the City of Glen Cove, the Glen Cove City Council appointed a task force comprised of a broad cross-section of the community led by a team of appointed planning consultants. The consultants and committee led a number of public workshops and conducted a survey to gather public opinion. Based on the input received from the task force, the City Council (through its consultants) prepared a preliminary draft Master Plan for the City of Glen Cove. This preliminary draft was referred to the Planning Board for its comments in December of 2008. Having received the comments of the Planning Board, City Staff, City Consultants and counsel to the Planning Board, and having performed a detailed review itself, the City Council revised the preliminary draft Master Plan and made available the final draft Master Plan (attached hereto as an appendix) for review by the public on February 10, 2009. At such time, a preliminary draft of this DGEIS (PDGEIS) (also prepared by consultants) accompanied the final draft Master Plan and was accepted by the City Council in order to commence their completion review to determine if that document was adequate in scope and content to commence public review. A workshop to solicit comments from the Council was held on February 17, 2009. This DGEIS incorporates the comments of the City Council in their completion review.

# A.4. Format of the DGEIS

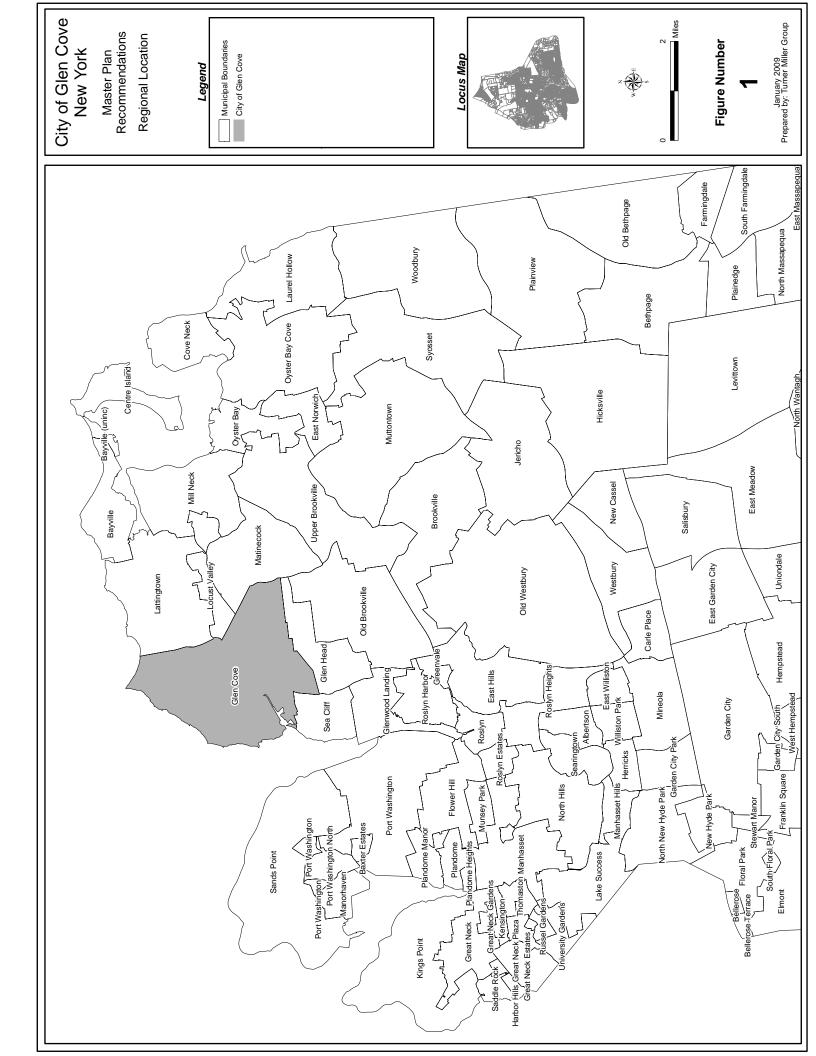
This DGEIS document is intended to address broad areas of environmental relevance. It is structured as follows:

<sup>&</sup>lt;sup>1</sup> A Type 1 action is an action identified in 6 NYCRR 617 (SEQR) that is likely to require the preparation of an Environmental Impact Statement.

- 1. It is preceded by an executive summary outlining a general description of the proposal, a summary of potential impacts and proposed mitigations, as well as a general summary of the other chapters of the DGEIS that follow;
- 2. A summary of the Master Plan is presented;
- 3. The specific recommendations of the Master Plan are listed, and their impacts are discussed generically;
- 4. Any potential significant adverse impacts identified are then considered in more detail in topic-based chapters in which mitigations are also proposed;
- 5. Alternatives to the adoption of the Proposed Master Plan are considered;
- 6. Adverse impacts which cannot be avoided are discussed,
- 7. The irreversible or irretrievable commitment of resources is discussed;
- 8. Growth-inducing aspects of the Master Plan are discussed;
- 9. Future site-specific proposals are discussed;

# A.5. Project Location

The City of Glen Cove is located on the north shore of Long Island in Nassau County, New York. It is completely surrounded by the Town of Oyster Bay and its incorporated Villages and by the Hempstead Harbor and Long Island Sound. A location map follows:



# B. EXECUTIVE SUMMARY

### B.1. Summary of the Proposed Action

The Master Plan seeks to manage future growth; to enhance the character of the community and its neighborhoods; complement existing densities<sup>2</sup> and development patterns; and balance a mix of uses to create a self-sustaining community.

In order to help focus future growth, the Plan distinguishes between areas of stability and areas of change. Areas of stability represent the bulk of the residential portions of the City, as well as protected lands such as parks, open space and sensitive environmental areas. In these areas, the focus is on limiting overall development and making sure any new development that does occur is consistent with the existing development pattern and overall character. Notable recommendations of the Master Plan for areas of stability include:

- Additional protection of environmentally sensitive lands;
- Revising zoning to better reflect the established neighborhood character;
- Provide incentives for historic preservation;
- Establish architectural review for appropriate areas of the City;
- Better manage and enforce residential rental units and target such units for additional fees or tax revenue to cover city costs.

Areas of change include those areas of the City that offer opportunities to accommodate future growth such as underutilized, vacant or abandoned land which would benefit from increased investment. While the majority of recommendations in the Master Plan revolve around these areas of change (constituting the waterfront, downtown and gateway corridors) several policies to enhance the stability of the City's residential areas are also included and applicable City-wide. Notable recommendations of the Master Plan for areas of change include:

- Redistribute residential density from the Downtown to: the Cedar Swamp Road corridor; a Transit-oriented development (TOD) at the Glen Street Station; redevelopment of the Orchard neighborhood; the proposed Livingston development site on Glen Cove Avenue; and to incentives for historic preservation;
- Provide extensive form-based zoning<sup>3</sup> and design guidelines<sup>4</sup> for the Downtown;

<sup>&</sup>lt;sup>2</sup> Density typically means the number of residential units per acre.

# DGEIS for the proposed Glen Cove Master Plan

B. Executive Summary

- Limit ground floor uses within the Downtown to encourage an entertainment, arts and retail-based Downtown with mixed-use residential providing a resident population;
- Create a family recreational district in the vicinity of the industrial area south of the Glen Cove Creek;
- Require architectural review for new structures in the Downtown;
- Require a 10% unit set-aside for affordable housing;
- Promote traffic calming<sup>5</sup> techniques throughout the City;
- Promote pedestrian and bicycle use throughout the City:
- Encourage use of mass-transit;
- Promote "Green"<sup>6</sup> building practices;
- Regulate accessory apartments<sup>7</sup> by providing regulations allowing such uses.

Generally, the recommendations of the Master Plan are intended to: protect the established character of the City; to promote economic growth; to provide new housing choices (especially for young adults and seniors); to reduce traffic congestion; and to promote protection and enhancement of the environment.

#### B.2. Summary of Identified Impacts and Proposed Mitigations

The overwhelming majority of Master Plan recommendations will result in positive environmental, social and economic impacts on the City. The few recommendations potentially resulting in potential adverse impacts are generally intended to result in positive changes in the City, and the potential adverse impacts must be balanced

<sup>6</sup> Green means environmentally friendly

<sup>&</sup>lt;sup>3</sup> Form-based zoning is a method of regulating development to achieve a specific urban form, rather than focusing on uniform and more architecturally restrictive traditional bulk standards.

<sup>&</sup>lt;sup>4</sup> Design guidelines are instructions on the types of architectural features and techniques that are preferable to a board reviewing proposed new or expanded structures.

<sup>&</sup>lt;sup>5</sup> Traffic calming are methods of slowing traffic, usually through design of the roadway. Measures include but are not limited to: narrowing the perceived or real road width, installing trees close to the verge of the road, introducing choke points and adding horizontal or vertical curves.

<sup>&</sup>lt;sup>7</sup> An accessory apartment is a separate living quarters within a single-family residence wherein a second household may live separately from the primary household. Accessory apartments are typically considered to have separate kitchen and bathroom facilities, separate exterior entrances and are able to be completely divided from the primary residences, although a door between the two units is customary.

#### **DGEIS for the proposed Glen Cove Master Plan** B. Executive Summary

against their purpose to provide public benefits. The DGEIS identifies the following specific potential significant environmental impacts as a result of the Master Plan recommendations:

# B.2.a. Permit accessory units in single-family homes. (DGEIS section D.2.k. and Master Plan page 54)

The recommendation to permit accessory apartments has the greatest potential for adverse impacts of all the Master Plan's recommendations. Of the Master Plan recommendations, the degree of impact associated with accessory apartments is the most difficult to predict as it is nearly impossible to anticipate how many single-family homeowners will seek to construct these apartments.

At first consideration, it was determined that accessory apartments could have a significant impact on population. This increase in population could result in significant traffic, impact on community services and impact on utilities. Further, accessory apartments could impact community character by introducing a new type of residential unit to established neighborhoods.

However, upon further research, it was found that the American Planning Association reports that ordinances regulating accessory apartments do not encourage these uses and that the absence of regulations do not discourage them.<sup>8</sup> Therefore, it is unlikely that the regulation of accessory apartments would result in any change in density. Nevertheless, the following mitigations were found to be advisable.

# **Proposed Mitigation:**

In order to reduce the potential for impacts, the following mitigations were proposed:

- Accessory apartments should be limited to single-bedroom units;
- Annual renewal of a special permit<sup>9</sup> should be required;
- Renewal of permits should be predicated on ongoing proof of residency by homeowner, no outstanding violations, no extensive history of violations, an annual inspection fee, and an annual inspection to be performed by the Building Department with minimal notice;

<sup>&</sup>lt;sup>8</sup> Melvin, Tessa. "Legally or Not, 1-Family House Is Often Home To 2 Families." New York Times: February 5, 1995. Online Ed.

<sup>&</sup>lt;http://query.nytimes.com/gst/fullpage.html?res=990CEFDE163FF936A35751C0A963958260&sec=&spo n=&pagewanted=all>

<sup>&</sup>lt;sup>9</sup> A special permit is a use that is authorized only upon meeting specific conditions specified in the zoning.

#### **DGEIS for the proposed Glen Cove Master Plan** B. Executive Summary

- Application for accessory apartments should be limited to one of the following three populations: 1. Persons over 65 years of age; 2. Those with single-family residences priced below the single-family median home price for Nassau County; 3. Those renting to family members.
- Three off-street parking spaces for single-family units with accessory apartments should be required;
- Design guidelines should be developed requiring a seamless integration of the accessory unit with no additional entrance visible from the front or side yards, no additional mailboxes and no additional utility meters. Parking should be accommodated in a manner that is not excessive in its appearance.

# B.2.b. Integrate visualizations of proposed development into the review process. (DGEIS section D.2.aa. and Master Plan page 62)

This requirement has the potential to significantly increase the cost of the application process and thus the cost of development and therefore, limitations on which types of applications are subject to this recommendation should be established.

# **Proposed Mitigation:**

In order to implement this recommendation without creating a disincentive to investment, redevelopment or affordable housing within the City, the following limitations are proposed on the implementation of this recommendation:

- This requirement should not apply to minor subdivisions of single-family lots;
- This requirement should not apply to any application that qualifies as a Type 2<sup>10</sup> action under SEQRA.
- This requirement should not apply to any application for less than 20 units of affordable or workforce housing.

# B.2.c. Sidebar: Proposed Zoning Guidelines for Downtown (DGEIS section D.2.h. and Master Plan page 100)

The Master Plan states that office space is a more profitable use of floor area in the Downtown, so until this changes, there will be little incentive to change existing offices to conforming retail. There is a possibility, however, that the proposed recommendation will limit the profitability of ground floor spaces.

<sup>&</sup>lt;sup>10</sup> A Type 2 action is an action deemed to never be subject to the provisions of SEQRA. A full list is available at 6 NYCRR 617 – see <a href="http://www.dec.ny.gov/regs/4490.html#18105">http://www.dec.ny.gov/regs/4490.html#18105</a>>

# **Proposed Mitigation:**

To insure that additional economic burden is not placed on the Downtown, office space should continue to be permitted on a special permit basis. Required criteria of the special permit should include:

- A letter from the Business Improvement District (BID) stating that based on their information, the lease rate per square foot for office space within the Downtown exceeds that of retail, service commercial or restaurant space.
- There are at least two additional ground-floor spaces within the B-1 district of at least 75% of the gross floor area of the proposed office space that are vacant at the time of application.

For example, if a tax preparation office wished to locate within an existing 2,000 square foot ground-floor space within the Downtown, they would need to: (1) provide a letter from the BID that the lease rate for office space exceeds that of other permitted uses; and (2) document that there are at least two other vacant ground-floor spaces within the downtown, each with at least 1,500 square feet of floor area.

These two criteria will act as safety valves allowing office space when the demand for downtown ground-floor space is light, and prohibiting ground floor office space when demand for ground-floor space is heavy.

# B.2.d. Provide flexibility to bring dimensionally nonconforming properties into conformance (part of: Provide carrots and sticks to bring nonconforming properties into compliance with City requirements.) (DGEIS section D.2.t and Master Plan page 58)

The Master Plan recommends additional flexibility for dimensional standards in order to encourage investment in the rehabilitation, expansion and maintenance of existing structures. However, this flexibility has the potential to affect community character if proper safeguards are not also implemented.

# **Proposed Mitigation:**

Where an existing non-conforming<sup>11</sup> use does not comply with dimensional standards<sup>12</sup>, the expansion, rehabilitation or maintenance of the structure should require a special

<sup>&</sup>lt;sup>11</sup> A non-conforming use is a use that does not conform with the requirements of zoning, but exists legally either due to age or receipt of a variance (special permission to deviate from the requirements of zoning)

<sup>&</sup>lt;sup>12</sup> Dimensional standards are requirements for minimum or maximum distances between buildings, distance from roads or property boundaries, heights, sizes of buildings, etc.

permit instead of a bulk variance<sup>13</sup>. The special permit should require the Planning Board to consider the character of the community and to require appropriate safeguards in order to maintain that character and reduce any potential impacts on neighbors. Where possible, the special permit should require that dimensional standard noncompliance should be reduced or eliminated to the greatest extent practicable. If the special permit is withheld, the application should still be able to proceed to the Zoning Board for a bulk variance.

# B.2.e. Employ income-producing uses to supplement park revenues and promote year-round usage. (DGEIS section D.5.y. and Master Plan page 145)

If implemented improperly, the introduction of an overabundance of stores and other buildings could have negative visual impacts in parks and open spaces.

# **Proposed Mitigation:**

In implementing this regulation, care should be taken to maintain the visual character of parks and open spaces. Any construction over parkland should be subject to a detailed SEQR review and special permit criteria should be added to insure compatibility. Uses should be limited to those that clearly complement the park, recreation or open space use. Strict maintenance agreements should be made with any food service provider to be responsible for food containers or wrappers. With certain assurances, no negative impacts are anticipated as a result of implementation of this policy.

# B.2.f. Maximum width of driveway or paved area in front yard is set at 22 feet. (DGEIS section D.7.u)

Problems have arisen from this standard implemented in the interim zoning regulations with regard to two-family residences and therefore this standard will be revisited in the upcoming round of comprehensive zoning amendments. It is possible that retention of this standard will result in impacts to the character of established two-family neighborhoods.

# **Proposed Mitigation:**

The purpose of this requirement was to keep landowners from paving their entire front yards. The Planning Board should be given waiver authority over this standard, where an applicant demonstrates that exceeding this standard will not result in a design that is out of character with the neighborhood. Further, a waiver should be conditioned upon departure from the standard of only the minimal amount necessary.

<sup>&</sup>lt;sup>13</sup> A bulk variance is special permission granted by the Zoning Board of Appeals to develop land in a manner inconsistent with the dimensional standards required by the Zoning Ordinance.

# **B.3.** Alternatives to Proposed Action

This DGEIS analyzes the impact of the No-Action alternative. Under the no action alternative, the City would not adopt any Master Plan and the current land use regulations would remain in place.

# B.4. Adverse Impacts Which Cannot Be Avoided if the Project is Implemented

No adverse impacts were identified as a result of the Master Plan recommendations that cannot be adequately mitigated by thoughtfully crafting the implementing code requirements.

# **B.5.** Irreversible and Irretrievable Commitment of Resources

The adoption of the Master Plan and its implementing code amendments does not commit the city to expend any resources.

# B.6. Growth Inducing Aspects

As stated several times throughout this DGEIS document, the Master Plan recommendations viewed in their entirety would generally result in a decrease in the maximum potential residential density of the City. No significant increase in the amount of nonresidential floor area is anticipated as a result of Master Plan recommendations.

The Master Plan is intended to strategically spur economic growth within the Downtown and within several areas of identified depressed economic conditions. Specifically, the Orchard Neighborhood, the Livingston Development site, and areas surrounding the ongoing RexCorp/Glen Isle site have been identified for additional density or favorable land use changes to spur economic investment and improvement of quality.

It is hoped that as economic growth proceeds, in these areas, it will spread into surrounding areas of the City, but in a manner consistent with established character, density and quality.

# B.7. Future Site-Specific Proposals

Future development proposals that comply with the proposed Master Plan and the implementing zoning would still be required to undergo individual project reviews as part of the site plan approval process. These project reviews will be subject to the provisions of SEQRA. The Findings Statement<sup>14</sup> will set forth thresholds (if any) within which future site-specific proposals will not be required to provide further consideration of SEQRA.

<sup>&</sup>lt;sup>14</sup> The findings statement is a document prepared by the Lead Agency (City Council) at the conclusion of the environmental review describing their findings on whether or not to approve the Master Plan and how to mitigate any identified environmental impacts.

# C. BACKGROUND

This GEIS is intended to evaluate the impacts of the Proposed Action<sup>15</sup>, which is the adoption of the City of Glen Cove Master Plan and the no-action alternative to this Proposed Action, which is proceeding under existing land use policies and regulations. In a GEIS "impacts" are the effects of the proposed action as compared to the no-action alternative.

The adoption of code amendments implementing plan recommendations is a related subsequent action. To the extent that impacts of the implementing regulations and code amendments have been considered herein, no further environmental review will be required for adoption. Where an implementing code amendment was not adequately addressed in this DGEIS, such impacts will need to be considered prior to adoption and where such amendment may have a significant impact on the environment, a supplement to the final GEIS must be prepared.

<sup>&</sup>lt;sup>15</sup> SEQRA term meaning the action under review.

# D. The Proposed Action

For purposes of conciseness in review, only a brief summary of the proposed Master Plan is provided, followed by descriptions of the specific proposed recommendations of the Master Plan and a discussion of their potential to result in significant impacts to the environment. A copy of the Master Plan is appended to this GEIS and is on file at Glen Cove City Hall<sup>16</sup>. Interested agencies will receive a copy of the Master Plan with this GEIS.

### D.1. Summary of Master Plan

The Master Plan seeks to manage future growth; to enhance the character of the community and its neighborhoods; complement existing densities and development patterns; and balance a mix of uses to create a self-sustaining community.

In order to help focus future growth, the Master Plan distinguishes between areas of stability and areas of change. Areas of stability represent the bulk of the residential portions of the City, as well as protected lands such as parks, open space and sensitive environmental areas. In these areas the focus is on limiting overall development and making sure any new development that does occur is consistent with the existing development pattern and overall character. Areas of change include those areas of the City that offer opportunities to accommodate future growth such as underutilized, vacant or abandoned land which would benefit from increased investment.

While the majority of recommendations in the Master Plan revolve around these areas of change (constituting the waterfront, Downtown and gateway corridors) several policies to enhance the stability of the City's residential areas are also included and applicable City-wide.

A description of the Master Plan recommendations follows. Sections D.2 through D.5 correspond to the Master Plan Chapters 3 through 6. Each recommendation of the Master Plan is itemized and reprinted verbatim as italicized text hereafter for ease of review. Following each recommendation are the words "**Impact Discussion**" after which the potential environmental impacts of the recommendation are considered. Cross-references to the Master Plan are also included. Where a map, table or sidebar is referenced in the italicized text taken from the Master Plan, that map, table or sidebar may be found in the Master Plan, included herewith in its entirety as an Appendix. Where a map or table is referenced in the "Impact Discussion," that map or table may be found in this DGEIS.

<sup>&</sup>lt;sup>16</sup> Also available online at <http://www.glencove-li.com>

D.2. Neighborhoods - Recommendations and Impacts (Corresponds with the recommendations of Chapter 3 of the Master Plan):

D.2.a. Protect the scale, density and character of Glen Cove's stable neighborhoods. Revise residential zoning districts to minimize inconsistencies and to improve the connection between regulations and existing built character. (Master Plan page 48)

In some cases, there are gaps in zone districts that make it difficult to find an appropriate fit between zoning standards and the actual character of the neighborhood; and a replacement or new zone district is needed. For example, near Carney Street in the Orchard neighborhood, the existing density is higher than is currently permitted by zoning; while in the Morgan's Island neighborhood or Red Spring Lane neighborhood, the prevailing density is lower. In further cases, it may be appropriate to change the zoning to another existing district designation to create a better match between zoning standards and existing conditions, such as where the setback requirements are at odds with the reality. Zoning should be revised to address this issue with specific language related to permitted building scale, required open space ratio in order to ensure low density development, and regulations related to required right-of-ways and needed infrastructure. For example, in order to properly maintain trees and other vegetation near power lines and associated electric utility infrastructure, the required right-of-way must be maintained. The appropriate zoning regulations are needed to ensure public safety and utilities, such as reliable electric service.

### Impact discussion:

Generally, this recommendation is intended to bring the zoning closer to the character of established neighborhoods.

Where existing zoning is more restrictive than the established character of neighborhoods in terms of bulk and density, an applicant would be able to secure relief from the Zoning Board of Appeals to allow construction in harmony with the existing built environment. By bringing the zoning of established neighborhoods into closer conformance with the existing character, the City would not permit greater densities or reduce bulk protections but rather is reducing procedural costs and delays and therefore encouraging redevelopment.

Where existing zoning is less restrictive than the established character of neighborhoods in terms of bulk and density, future development may have a negative impact on community character by encouraging out-of-character development. Less restrictive existing zoning may encourage the assembly of existing parcels and increased density within existing neighborhoods. By bringing the zoning of established neighborhoods into closer conformance with the existing character, the City would reduce the potential density and maximum number of residential units that could be constructed in these areas of the City and increase bulk protections. This would generally be less impactful to community services, utilities, energy, air quality, transportation and fiscal health of the City.

#### **DGEIS for the proposed Glen Cove Master Plan** D.2, Neighborhoods Recommendations and Impacts

There is a potential impact to affordable housing but this impact is deemed to be small given that areas of the City that have an established character are likely to be relatively built out; larger vacant tracts able to support the necessary numbers and densities are not likely in these neighborhoods. It is further noted that this Master Plan makes several recommendations by which housing affordability within the City would be enhanced.

Upon consideration, this Master Plan recommendation is not likely to result in any significant negative impacts to the environment.

# D.2.b. Revise development standards to set a clear direction on key elements of new construction. (Master Plan page 48)

Development standards regulate building dimensions and orientation to ensure that new development is compatible with its surroundings. Such standards include "Floor Area Ratio" (FAR) limits, bulk limits, parking and garage location, height limits, and setbacks (especially minimum and maximum front-yard setbacks). Sliding scales that take into account the character of surrounding properties are often a better approach than strict standards that may not take into account variety within a single district.

# Impact discussion:

Sliding-scales as discussed in this policy are intended to be a standard based on the existing surrounding built environment, rather than on strict and uniform standards.

With the exception of "parking and garage location" all the regulated criteria listed in this recommendation are currently regulated under existing zoning. Generally, the regulation of parking and garage location is performed in connection with residential development for aesthetic reasons. Generally, accepted practice is to remove parking and garage location out of the public view, especially in connection with multifamily residential. This generally results in a positive aesthetic impact and improvement of community character. When parking and garages are located underground or within structures, this often results in increased open space and less stormwater runoff, also positive impacts.

With regard to sliding scale regulation, it has been the observation of the Building Department that sliding scales complicate the enforcement of the code and processing of applications. Sliding scales should be utilized on a limited basis, as ultimately the appeals process of the Zoning Board accomplishes a similar task of allowing flexibility from strict regulation.

# D.2.c. Craft neighborhood-specific design guidelines (Master Plan page 48)

In some cases, neighborhood-specific design guidelines should be employed to address design qualities that are distinct to that neighborhood. A number of neighborhoods, for instance, were built to respond to a particular market or even were built by a single developer. In both cases, the result may be that the area is characterized by a particular set of design elements such as flat or pitched roofs, garage location, window and door placement, and the presence of front porches. One appropriate place for design guidelines is the area east of the Landing neighborhood. Rather than dictate style per se, the guidelines would regulate quality, scale, and some design features, such as building orientation.

These guidelines would be embodied in "Overlay Design Districts." An overlay district is any of several additional districts established by the zoning regulations that may be more or less restrictive than the primary zoning district. The overlay district may have more specific design regulations. Where a property is located within an overlay district, it is subject to the provisions of both the primary zoning district and the overlay district. Where the provisions are in conflict, the overlay district governs.

# Impact Discussion:

Without knowing the extent to which Overlay<sup>17</sup> Design Districts will be established throughout the City, it is difficult to identify to what extent this provision may have impacts. Generally, the purpose of this provision is to preserve community character and encourage cohesive design where appropriate. Generally, this will result in positive impacts throughout the community.

Requiring design review may place additional burdens in terms of procedural cost and delay. This may affect housing affordability within the City. The designation of overlay districts will ultimately be required to undergo environmental review. At such time as the details of regulation and jurisdiction are established, it will be easier to identify what the exact impact to housing affordability will be. It is likely that impacts to housing affordability, if significant, could be mitigated by a reduction in the level of design regulation or by introduction of an appeal procedure similar to a zoning variance. We suggest that deferring consideration of the impacts of this policy to such time as Overlay Design Districts are proposed for designation would be no less protective of the environment and is necessary given the general nature of this policy.

# D.2.d. Generate regulatory changes that reduce development's impact on the environment. (Master Plan page 49)

Sustainable growth regulations can contribute to the environmental quality of a community. Although most neighborhoods will see very little development, the incremental benefits add up. Further (as discussed in the next three chapters), there are areas in Glen Cove that are underutilized and will see significant new development. There are ways to ensure that any new development is done in an environmentally responsible way.

"Low Impact Development" (LID) regulations are intended to limit the potential environmental detriments that new development may have on drinking water reserves,

<sup>&</sup>lt;sup>17</sup> An Overlay Zone or Overlay District is a district that requires additional regulation beyond those of the underlying zoning.

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water quality, and the functioning of the natural hydrology of the watershed (watershed hydrology, meaning the relationship between rain, groundwater infiltration, and runoff). LID and associated zoning regulations are based on the objective of utilizing natural systems to process stormwater generated from new development. The current challenge for the suburbs is to ensure that each development reduces its impact on the natural surroundings. Many communities throughout the nation have incorporated LID regulations into their zoning and / or building code. Specifically, LID regulations may require that developers:

- Maintain and enhance streamside vegetation
- Incorporate natural site features, such as vegetation and hydrology, to manage stormwater

• Employ best management practices to reduce siltation and other water quality impacts

- Minimize the use of toxic chemicals in landscaping and building
- Incorporate water and energy conservation measures.

### Impact discussion:

This recommendation will particularly have a positive impact on the environment. The items listed here as policy recommendations are frequently listed as mitigations to identified impacts for subdivisions and site plans throughout New York State. It should be noted that any large development will be required to do a site specific environmental review regardless of whether these measures are incorporated.

# D.2.e. Consider the impacts of development standards on landscaping. (Master Plan page 50)

Street trees, open yards and wooded areas comprise one of the most prized amenities in the established neighborhoods of Glen Cove. When new investment provides a landscaped area substantially smaller than seen around nearby homes, it can be disconcerting to neighbors. Standards related to tree protection must be adopted to ensure significant trees and stands of trees are not removed indiscriminately during development. Such new standards should address the following:

• Clarify maximum lot coverage standards to exclude impermeable surfaces (hardscape)

- Limit the amount of paving and parking in front yards
- Increase minimum landscaping percentages to better match historical patterns

• Establish minimum side-yard landscaping requirements to ensure a landscaped buffer between adjacent houses.

### Impact discussion:

The environmental and aesthetic value of trees has been widely established and regulations promoting their protection will result in positive impacts. Limits to paving and parking in front yards already exist under the existing zoning code for residential zoning districts. Limiting hardscape will result in less stormwater runoff, increased aquifer recharge, increased open space, and result in positive impacts to aesthetics and residential neighborhood character.

Upon consideration, this Master Plan recommendation is not likely to result in any large negative impacts to the environment.

# D.2.f. Limit the impacts of development on steep slopes and sensitive lands. (Master Plan page 50)

The varied terrain in parts of Glen Cove demand revised standards for building on slopes. A variety of tools are recommended, among others:

- A steep-slope ordinance
- Maximum heights and lengths of individual planes
- Averaging of building heights.

The combined impact of these approaches should mitigate the problem and provide a framework within which homes can be built on sloped sites without adversely impacting neighbors. Standards should also be considered regarding development around sensitive lands, including wetlands and watercourses (e.g., streams or brooks). In order to address these issues in an objective manner, an engineer must be hired (at the developer's expense) to analyze and generate steep slope and sensitive land-related site recommendations.

#### Impact discussion:

The Zoning Ordinance in effect at the outset of this Master Plan process limited development over steep slopes by allowing only a portion of steep slope areas to be counted toward minimum lot area. This presented only a small obstacle to those wishing to develop on very steeply sloping lands, often with nearby neighbors and with dubious methods of containing runoff and stabilizing soils. Of particular concern was that applications for development of steeply sloping land only requiring a building permit would not be subject to SEQRA.

Revised slope requirements had been enacted in 2007 on an interim, temporary and emergency basis to allow the moratorium to expire for portions of the City. The provisions increased the penalty for steep slopes in computing minimum lot area, precluded development over very steep slopes and limited development over moderately steep slopes. Generally, since these provisions were enacted, the number of high impact development proposals on steeply sloping lands has diminished. **DGEIS for the proposed Glen Cove Master Plan** D.2, Neighborhoods Recommendations and Impacts

Because of the limited applicability of regulations on steep slopes and sensitive lands, the effect on housing affordability is negligible. The further protection of steep slopes and sensitive lands from development will result in increased protection from soil erosion and increased public safety from reduced potential for landslides.

Upon consideration, this Master Plan recommendation is not likely to result in any large negative impacts to the environment.

# D.2.g. Prohibit flag lot developments. (Master Plan page 51)

Development on flag lots – properties largely set back from a street but accessed by a narrow strip of land (the pole on the flag) – disrupts the typical development pattern.

# Impact Discussion:

Flag lots are currently prohibited in all residential areas through the existing frontage<sup>18</sup> regulations. Therefore there will be little impact to the environment. The tightening of the regulations will make applications for flag lots a use variance<sup>19</sup> instead of an area variance, which will make such applications subject to SEQRA and therefore more protective of the environment.

This provision was incorporated in the emergency interim zoning regulations and will continue to serve the City by limiting the number of potential curbcuts<sup>20</sup> on congested streets and increasing the privacy of residential back yards. The strengthening of the regulation makes over-intensification<sup>21</sup> of land use more unlikely.

# D.2.h. Provide for sensitive transitions between neighborhoods or zoning districts with distinct characters. (Master Plan page 51)

The transitions between adjacent zoning districts can create some of the most difficult issues for communities. Zoning standards should require transition, either by stepping down development, setting it back, or providing buffers such as landscaping or screening between potentially incompatible areas.

<sup>&</sup>lt;sup>18</sup> A frontage requirement is the requirement for a lot to have a certain length of property line along a street.

<sup>&</sup>lt;sup>19</sup> A use variance is special permission given by the Zoning Board of Appeals to use land in a manner not permitted under zoning. Generally, use variances are more difficult to secure than bulk (also known as "area") variances.

<sup>&</sup>lt;sup>20</sup> A curbcut is the interface of a private driveway and a street.

<sup>&</sup>lt;sup>21</sup> Over-intensification means the use of land at densities or scales not permitted by zoning and not in character with the established character of neighborhoods.

### Impact Discussion:

Some of these recommendations have already been incorporated in the form of "average" bulk requirements<sup>22</sup>. Some of these average bulk requirements have been found to be difficult to enforce and will be reconsidered in the next round of zoning amendments. Nevertheless, the underlying recommendation is widely beneficial in increasing the quality of residential life in the City. No negative impacts could be identified associated with requiring buffers and transitions between areas of different character within the City.

# D.2.i. Accommodate a diverse population by providing a variety of housing options, in terms of type, affordability and tenancy. Provide a variety of housing types in appropriate locations. (Master Plan page 51) Also – Discussion of all recommendations significantly affecting residential density.

As Glen Cove's demographics (like America's) change, a wider variety of housing options are needed. Young adults, empty nesters and seniors generate demand for apartments, townhomes, and senior living. Like other older suburbs, Glen Cove faces the challenge of how to provide housing variety without creating intrusions on established neighborhoods. Furthermore, alternative building types – including adaptive reuse – can be associated with public benefits; or can provide the wherewithal for the City to mandate these benefits without hardship to the developer. These benefits could include open space and parks, significant environmental remediation, provision of affordable or mixed-income housing beyond the requirements of the City, pedestrian enhancements, and community facilities.

Where development proposals exceed the zoning requirements for height or other dimensional standards, a special permit should be required, as well as a showing of community benefits that exceed what could be constructed on the site by right. To avoid any negative impacts, new housing types should be focused in the Areas of Change. (See Map 14, Proposed Residential Land Use Plan.) But they might be considered or mandated either on the large sites (which are defined as sites that are larger than that allowed by the underlying zoning, by a factor of ten or more; or which are 13 acres or larger. (Refer to Map 11, Potential Development and Subdivision Sites.) And they might be considered in connection with neighborhood revitalization efforts (defined as areas eligible for Community Development Block Grants and Urban Renewal Areas). The revision in housing prototypes should not compromise the yield based on the underlying zoning, except where specified otherwise in connection with incentive zoning discussed elsewhere in the Master Plan. Also, the neighborhood and / or historic design quality permit and revision in four side of the store of the store

should rule; i.e., similar architectural styles, landscaping, etc. should be employed, if possible. Special consideration should be placed on views from public roads and neighboring residences.

<sup>&</sup>lt;sup>22</sup> An "average" bulk requirement is a bulk requirement that is based on the average of the surrounding neighborhood instead of a uniform standard.

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Revised zoning regulations will also encourage residential development in appropriate areas where targeted redevelopment would strengthen an existing neighborhood. For example, if the Orchard neighborhood was rezoned from a Business to Residential classification (excluding Carney Street, Cedar Swamp Road and Hazel Street), it would ensure a consistent residential character. In addition, in specific neighborhoods, it may be strategic to create a "Residential Improvement Overlay District" to encourage redevelopment through higher density and provide further density incentive for homeownership model. Again, where revised zoning encourages new development, the allowable density will be dependent on public purpose and amenities.

Given that a vast majority of Glen Cove's residential neighborhoods should and in this Master Plan will be preserved and remain single-family or two-family residences, there are only limited Areas of Change. The highlighted areas (in Map 14) represent target areas that could accommodate appropriate growth and / or new building typologies. For example, the Downtown area as well as certain corridors, such as Cedar Swamp Road, are appropriate for mixed-use buildings, with ground floor retail and residential units on the upper floors. In addition, based on the feedback received during the planning process, a mix of residential building types should be developed on the Glen Cove Creek waterfront that would create diverse housing options as well as respect the existing context. The objective of revised zoning for any Area of Change is to encourage appropriate new development and create opportunities for new or improved public resources and amenities. (The sidebar illustrates the mixed-use and other residential buildings.)

### Impact Discussion:

One of the most significant of the Master Plan's proposals, this recommendation recommends focusing new residential development along the Glen Cove Creek, within the Downtown, along Cedar Swamp Road and within the Orchard Neighborhood (see Master Plan Map 6.) This recommendation's potential impacts will primarily be from the number of residential units that may be built within the City and therefore will result in potential changes to population and population-based impacts such as those on traffic, community services and utilities. To cumulatively assess impacts of recommendations that redistribute the residential density throughout the City, the recommendations on the Livingston Development site (see D.4.I), recommendations for a TOD development at the Glen Street Station (See D.4.0).

Along the Glen Cove Creek, the Master Plan recommends continuing to permit multifamily and other housing types along the northern side of the creek while preserving the remainder of the creek for water-dependant uses and expansion of recreational use. The development of the north side of the creek is already under application under existing zoning and the density of this site is based on contract with the City's CDA/IDA. A site-specific EIS is currently in review, and therefore the recommendation to support new housing types in this location does not constitute a change in policy. The policy to expand the existing recreational uses on the south side

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of the creek will remove an existing R-4 district with a maximum residential yield of 100 units.<sup>23</sup> Along the south side of the creek, the Master Plan recommends consideration of loft-style mixed use buildings from the existing asphalt plant east to the existing Glen Cove Road Corridor. This area comprises approximately 9.6 acres. Loft-style apartments would typically be permitted at a density of up to 20 units per acre with incentives. This recommendation would have the potential for up to 192 units. The net result of the recommendations on the waterfront would be an increase in density of 92 units.

With regard to Downtown, maximum densities of up to 80 units per acre are already permitted in the Downtown. The implementation of the recommendation to support new housing types will not result in significant impacts if permitted densities (including incentives) do not exceed 80 units per acre. Maximum permitted densities within the Downtown are proposed at 45 units per acre. Because the B-1 district is approximately 52 acres, this recommendation has the potential to result in as much as a 1820 unit theoretical decrease in potential residential density within the Downtown, thereby resulting in lower impacts from development than the existing zoning. Realistically, however, it is doubtful that the entire Downtown would be assembled and developed for exclusively residential use. However, the maximum potential residential density change is assumed here for comparative purposes within the City.

With regard to the Orchard, the existing neighborhood is developed at a density of approximately 17 units per acre. Future redevelopment of this area would require significant assembly of parcels up to a conceivable net lot area of approximately 10 acres. Assuming, that zoning incentives doubled density in this area to 35 units per acre, conceivably a coordinated redevelopment could result in as many as 180 units additional units. Just as with the Downtown, it is unlikely that the entire Orchard would be assembled and redeveloped in total, however, for comparative purposes the maximum conceivable density is discussed. Although not specifically mentioned in this particular recommendation, three other areas of the City are recommended as potential areas for accommodating new housing types. First is the current site of the proposed Livingston Development. This proposal is currently for 216 units of market-rate condominiums. This application is currently under SEQRA review before the Planning Board, and a site-specific Environmental Impact Statement will be prepared.

The second area of the City recommended for additional density, but not mentioned here in this particular recommendation is for the Glen Street Long Island Railroad station and the adjacent City Park. This area comprises approximately 7.5 acres of land and was discussed as potentially supporting up to 45 units per acre of residential housing over retail. This would result in approximately 325 units of potential additional density. The Cedar Swamp Road Corridor is also identified in this recommendation for

<sup>&</sup>lt;sup>23</sup> This area corresponds with Maccarone Stadium and the existing City Compost heap. Conceptual number of units is based upon an existing permitted R-4 density of 11.6 units per acre. Actual future development of this area is unlikely under existing conditions due to parkland designation of part of the zoning district, and City ownership of the entirety of this zoning district.

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additional density at a rate of up to 20 units per acre of housing over retail. The maximum conceivable area that could be redeveloped for residential purposes is 32 acres (not including the current train station/ballfield parcel which is recommended for Transit Oriented Development). This particular recommendation therefore has the potential to add as many as 640 units of residential density to the City.

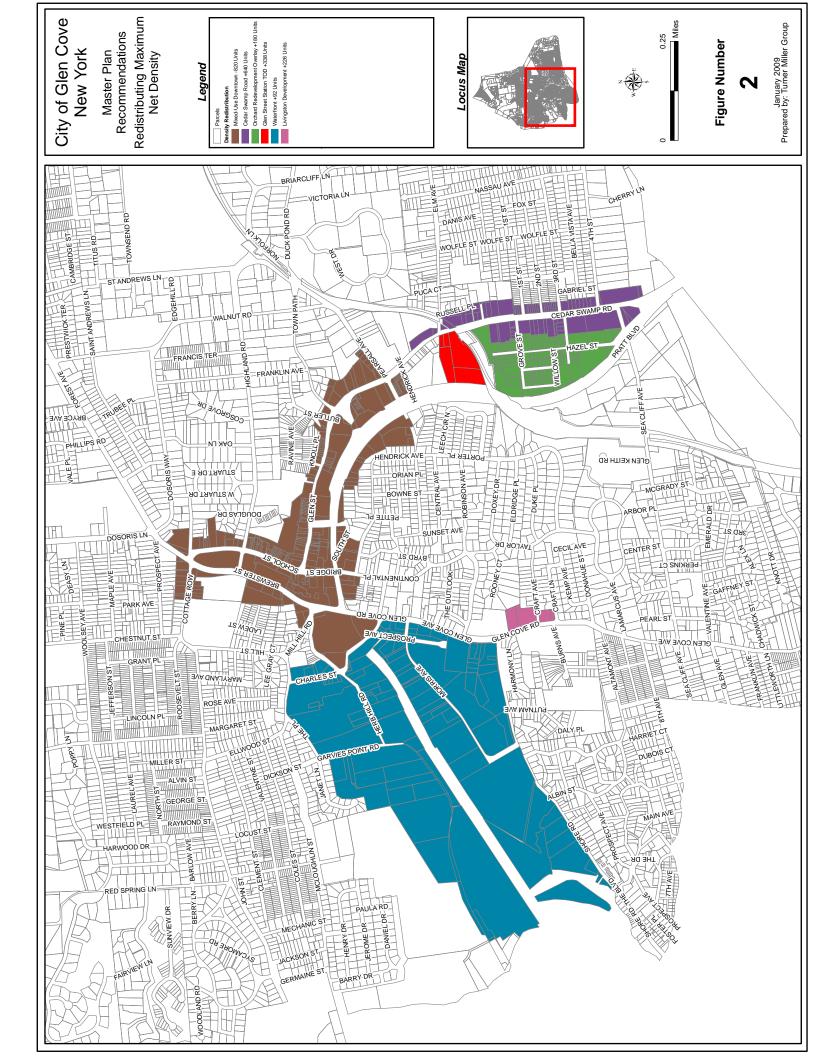
The following table and accompanying figure summarizes the recommendations redistributing density throughout the City:

### Table 1: Redistribution of Density within Glen Cove

Recommendation	Density Change (Units per Acre)	Affected Area (Acres)	Net Residential Units
Mixed-Use Downtown at 45 units per Acre	-35	52	-1820
Orchard Redevelopment Incentive at 35 Units per			
Acre	18	10	180
Livingston Development at 50 units per Acre	50	4.4	220
Glen Street TOD at 45 units per Acre	45	7.5	338
Waterfront Recommendations	-11.6/+20	8.65/9.6	92
Mixed-Use Cedar Swamp Road at 20 units per			
acre	20	32	640
Total Density Change		106	-350

With all the previously discussed changes to residential density within the city, the net change to potential density is a reduction of approximately 350 units City-wide.

Therefore, this recommendation and all other recommendations affecting residential density are not likely to result in significant adverse impacts as an overarching policy. Each proposed development under these zoning incentives will be subject to the provisions of SEQRA and will have to assess environmental impacts on a site-specific basis.



# D.2.j. Provide additional affordable units in new residential developments. (Master Plan page 54)

"Inclusionary Zoning" standards that establish affordable housing requirements or incentives associated with new residential development should be included in the zoning ordinance. A sliding scale should be employed to promote a variety of affordability. (These are detailed in the sidebar on the next page.) Variation in the affordable housing mandates (as presented) should be considered in connection with projects sponsored by the Long Island Housing Partnership and other non-profit, affordable housing developers. For developments with fewer than ten units, payments in lieu of providing the units on site would be allowed as of right; a special permit would be marketed to young professionals and given to people who currently live or work in Glen Cove, with a further preference for seniors.

# Impact Discussion:

This policy is a mandatory requirement for new developments (over 4 units) to provide affordable housing. This requirement would not increase the density of land use in the City. As evidenced in a Rutgers University study of Demographic Multipliers<sup>24</sup> (See following table for sampling), there is some correlation between the population in housing and its value. Affordable housing units, represented by the 1<sup>st</sup> tercile value range in the table below, generally have lower populations than market rate housing units, represented by the 2<sup>nd</sup> tercile value range. Luxury housing, represented by the 3<sup>rd</sup> tercile value range generally has the lowest population. Therefore, requiring a 10% set aside for affordable housing should in most instances provide less population than market-rate housing and therefore result in fewer population-driven impacts such as those on traffic, community services, and utilities. While the requirement for affordable housing may increase the population that would otherwise locate in luxury housing, it is noted that the increase will not be significant based on the proposed 10% requirement and it is further noted that nothing in the Master Plan or implementing code amendments will require that "luxury housing" be built anywhere in the City and marketrate developments are anticipated to dominate future development activity. It should also be appreciated that affordable housing may provide opportunities for young couples, empty nesters and others that wish to stay in Glen Cove, but have been priced out by the recent competitive real estate market. The policy also has the potential to result in positive social impacts by making Glen Cove more affordable to a broader population. It is unlikely that the requirement for an affordable housing set-aside will result in adverse environmental impact.

<sup>&</sup>lt;sup>24</sup> Robert W. Burchell, Ph.D., David Listokin, Ph.D., William Dolphin, M.A., *Residential Demographic Multipliers – Estimates of the Occupants of New Housing.* New Brunswick, NJ: 2006. Edward J. Bloustein School of Planning and Public Policy – Rutgers the State University of New Jersey. Report shows that population in new housing is generally inversely proportional to the value of such housing.

	Persons per Dwelling Unit				
Value	Single-Family Detached 3-Bdrm	Single-Family Attached 3-bdrm	Owned 5+ Unit Structures 2-Bdrm	Rental 5+ Unit Structures 2-Bdrm	Rental 2-4 unit Structures - 2 Bdrm
1st Tercile	3.09	3.1	1.54	2.68	2.49
2nd Tercile	3.11	3.17	2.05	2.51	2.63
3rd Tercile	2.95	2.83	1.88	2.31	2.63

# Table 2: Sampling of Demographic Multipliers in NYS

Source: Residential Demographic Multipliers – Estimates of the Occupants of New Housing - 2006

# D.2.k. Permit accessory units in single-family homes. (Master Plan page 54)

Permit accessory units in single-family homes, in an effort to help residents with singlefamily homes utilize their homes to provide a living space for a family member; or to earn extra income, often of benefit to older residents still living in their homes after their children have grown up and left. In the revised zoning regulations, design requirements would ensure that accessory units would not negatively affect single-family neighborhoods. For example, all buildings with an accessory unit must maintain their single-family house appearance; and parking areas should be minimized yet sufficient in size to discourage on-street parking. The units should be annually registered with the City. Homeowner occupancy should be a prerequisite. In addition, the City may decide to impose a commercial tax on accessory units, similar to the tax on multi-family unit buildings. To forestall overcrowding, accessory housing should be confined to single family houses larger than 2,000 square feet or similar benchmark.

# Impact Discussion:

The recommendation has the potential to result in a significant increase in the density of units and the population within the City. Density increase has the potential to result in traffic impacts on existing local streets, and increases in the demand for on-street parking. Design requirements and homeowner occupancy would help to protect neighborhood character and limit aesthetic impacts. A possible commercial property tax may help to mitigate fiscal impacts. The implications of this policy are considered more specifically in the impact and mitigation sections of this DGEIS. It is noted that while at first consideration these potential impacts are significant, as discussed later in the Socio-Economic Impact chapter, the likely result of this recommendation will be little to no increase in density or population. This is based on the fact that the number of

accessory apartments (both illegal and legal) within a community has little relation to whether or not such apartments are permitted or regulated by law.

# D.2.I. Work to protect existing affordable housing. (Master Plan page 54)

Glen Cove already has a high proportion of affordable housing units for a suburban community, especially when compared with other Nassau County communities. (Refer to Chapter 2.) However, some housing that is affordable to low- and moderate-income residents is in jeopardy of losing this status. The City should remain open to pragmatic solutions that preserve and assure high standards for these affordable units.

# Impact Discussion:

No specific implementation method is discussed in this recommendation. This "statement of policy" sets forth the City's desire to remain a source of affordable housing in Long Island and will not require any future policy decisions (such as the rezoning of existing areas of affordable housing) to address this fact. This policy statement will strengthen the status of existing housing affordability and will therefore result in positive social impacts without degrading the environment.

# D.2.m. Provide services and facilities for the very low-income residents. (Master Plan page 55)

Even with additional housing opportunities and inclusionary requirements, some Glen Cove residents will continue to struggle to find well-maintained and affordable housing.

The simple fact is that Glen Cove has a fair proportion of very low-income residents in comparison to most other North Shore and Nassau County municipalities. Public resources, including some portion of the funding generated through payments to the inclusionary housing program, should be earmarked to improve housing for the very low-income population, defined as 50 percent of Nassau County's median income.

### Impact Discussion:

The City currently provides services and housing for very-low-income residents. This policy essentially encourages the continuation of such policies and suggests an additional revenue stream for such activities. No environmental, social or economic impacts are anticipated as a result of this recommendation.

D.2.n. Require any redevelopment of large parcels, such as estate sites, to meet the highest standards for site and building design, mixture of uses and housing types, and protection of historic resources. Allow a zoning incentive for adaptive reuse of landmark buildings, should their current use prove untenable. (Master Plan page 55)

This density incentive would complement the federal financial incentive provided under the National Register Tax Act for buildings listed on the National Register of Historic Places. The density bonus should apply only to the yield possible in the existing buildings, and not to new construction; i.e., it should not be employed as a circumvention of the underlying density, so much as a way to not render landmarks obsolete.

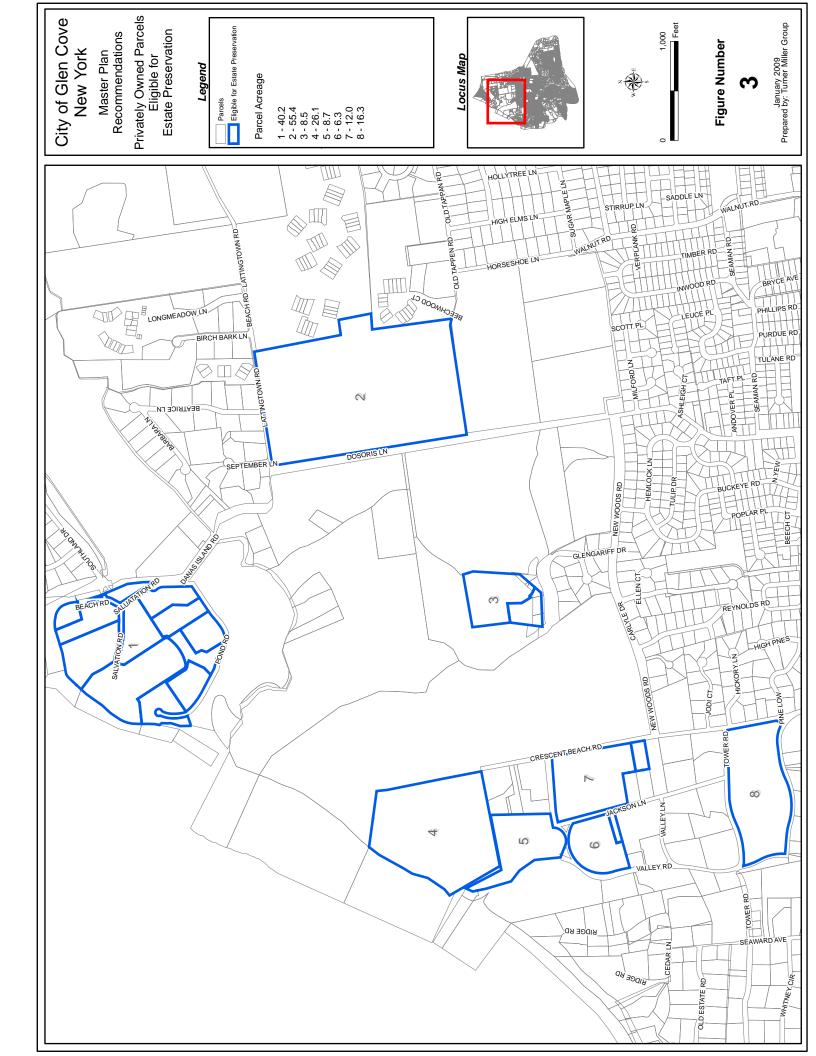
### Impact Discussion:

This recommendation would allow residential reuse of landmark buildings as a way of encouraging protection. By preserving historic resources this policy would have beneficial social impacts on the community.

Additional density would be permitted under this regulation. However, it is possible that multifamily units may have fewer bedrooms and a lower net population than a fewer number of single-family residences under a demolition-predicated plan. Further, were the unspecified density bonus a very liberal 25% over the yield for a plan that would require demolition of the historic resource, it is estimated that the overall increase in residential units within the City would be approximately 22 units. This would occur among approximately eight sizable privately-owned estate properties within the City that are anticipated to be eligible for this bonus (See following figure). This is insignificant for a community of the scale of Glen Cove. Further, this is more than offset by the 350 unit density decrease as being proposed throughout the "Areas of Change."

By concentrating density within the existing building, potential environmental impacts to natural resources are eliminated. Potential impacts to traffic, utilities and community services from potential density increases would be dependent on individual plans and would be subject to site-specific SEQRA at the time of plan submission.

It is impossible to identify any potential adverse impacts of this policy until site-specific applications are submitted. The deferral of environmental review to site-specific applications will be no less protective of the environment.



# D.2.o. Establish cluster development provisions for estate and mansion sites. (Master Plan page 55)

The makings of an "Estate (E) Zone District Overlay" runs north of Forest Avenue, following Dosoris Lane to the Long Island Sound, then along Crescent Beach Road. About 130 homes occupy East Island (formerly called Morgan Island after its owner, the financier JP Morgan). The Morgan Mansion was demolished in the 1960s and ranch-style homes were built on the island. Many of the original ranch homes have been demolished and or rebuilt as much larger homes, though on Dairy Drive, there are a few historic cottages left that were part of the original estate. A number of the Gold Coast Mansions have been converted to hotels, schools and parks.

An "Estate Preserve Overlay District" is one way to protect the character of this area. The Estate Preserve Overlay District is intended to preserve and enhance an estate character and its attractiveness by encouraging the preservation of relatively large lots, open space and low-density single- and multi-family residential development. This district is intended for the northern-most R1 and R1-A districts where the estate is the established and predominant land use pattern.

### Impact Discussion:

See the Impact Discussion to D.2.p, as that recommendation provides more details of the Overlay regulations.

# D.2.p. Pursue landmark designation for historic buildings and sites. (Master Plan page 56)

Many of Glen Cove's estates remain architecturally or culturally significant, and should be listed on State and National Registers of Historic Places. This might involve a "thematic" or "multiple resource" designation, which would allow listing of the estates as a single group, notwithstanding building and site modifications that might have compromised one or the other estate. The Register provides Federal tax incentives for approved restoration costs, but no other oversight for private development without State or Federal funding. Designation as local landmarks provides that added protection. In pursuing landmark designations, the surrounding grounds should be considered for inclusion. Many of the estate buildings are defined by their views and landscapes. Landmark designation does not preclude new development or changes, but simply requires changes to be reviewed and approved according to adopted guidelines that should be included in the revised Zoning Ordinance or administered by the proposed Historic Review Board (refer to page 62).

The Estate Preserve Overlay District would require that any conversions or new residential development incorporate conservation designs such as clustering and other open space preservation techniques in order to preserve the existing rustic character and limit development in sensitive environmental areas. The regulations contained in this district will permit continued, low-density residential development, generally at

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densities no greater than one dwelling unit per 2.5 acres. (See the sidebar for prospective regulations.)

This Estate Preserve Overlay District zoning tool involves a conservative approach to what is allowed as-of-right, and a more rigorous approach to something that is more intensive. That added rigor includes extra consultation with the community, public amenities like public access, special design consideration, etc. In addition, these provisions typically require a minimum open space set aside and should include requirements to provide a mix of affordable, workforce, next-generation and over-55 housing. The point is that for the large estates – just as for the corridors, Downtown and Glen Cove Creek area – future development of any scale should be tied to public benefits that compensate for the added density.

#### Impact Discussion:

With regard to architectural review of historic buildings, this proposal is essentially the same as neighborhood-centric design guidelines, but is applicable to a virtual neighborhood of historic estates. The designation of the resources on the National or State Registers would enhance environmental protection by making development of the resources a Type 1 action under SEQRA. As with other design guidelines, it is necessary to defer the environmental review of such protections until such time as the specific design requirements are known. The overarching policy is not anticipated to result in adverse environmental, social or economic impact. In fact, it is likely to result in the protection of important historic resources. Deferring environmental review until specific regulations are developed is no less protective of the environment.

With regard to the Estate Preserve Overlay District, this cluster development option does not increase the residential density of a site. Residential density is equal to that possible under a demolition-predicated plan. However, as an incentive, this policy would allow certain nonresidential reuse of a property while allowing residential density to be captured.

Essentially, the impacts associated with this policy surround the introduction of these nonresidential uses into low-density single-family areas. Initially contemplated uses include schools, conference centers, institutional uses, offices, and others. These uses are generally already permitted in those zoning districts in which estates exist.

All applications for development under this incentive will be subject to SEQRA. It is suggested that meaningful environmental review cannot be conducted until the detailed applications are submitted. Only the positive social impact of historic preservation has been identified as directly attributed to the overarching policy. Deferral of SEQRA to site-specific applications will not be less protective of the environment.

# D.2.q. Develop creative strategies to address issues of overcrowding and illegal uses in struggling neighborhoods. Review existing zoning and consider reductions in the density and dimensional standards currently permitted. (Master Plan page 57)

In some areas, it is appropriate to no longer allow the conversion of single-family homes to multi-family units. Where lot sizes are small to begin with, similarly, a reduction in allowable density should be considered where current dimensional standards would allow multiple stories in contrast with an actual development pattern that is primarily one to two stories.

Nonetheless, incentive zoning (allowing increased density) should be utilized on specific sites in a distressed neighborhood, like the Orchard. While many properties will be rehabilitated over time, the greater density will encourage new development on strategic sites where more significant development is appropriate. (One example is the bowling alley site located at 200 Carney Street.)

#### Impact Discussion:

Reduction or limitations in allowable density has long been sought in certain neighborhoods throughout the City of Glen Cove. Specifically, the initiative of several years past to rezone certain areas R-4 (two-family homes on undersized lots with an area variance) to R-4B (two-family homes on undersized lots with a use variance) was specifically aimed at curtailing the trend of converting one-family homes to two-family homes on small lots.

This recommendation is to take a closer look at the character of neighborhoods and to limit two-family and multi-family homes where there is not adequate lot area to provide recreational and open space facilities and parking. This should secure the character of established single-family neighborhoods from undergoing a piecemeal and unwanted transition to higher densities. This holding of the line at densities similar to the current built environment represents a continuation of the baseline and therefore no impacts are likely.

The recommendation for incentive zoning has also been widely considered in neighborhoods that have already undergone a transition to higher densities, but within a built environment not well suited to the additional density (such as the Orchard Neighborhood). The rationale behind this recommendation is that these neighborhoods have proven through enforcement actions to host higher densities than permitted. They also exhibit blighting features which encourages the further increase in densities and discourage investment.

The incentive is recommended in order to promote the transition to a built environment that is designed to accommodate the densities already present in the area but at a higher standard of living. The initiative would enhance the health, safety and general welfare of the areas. As stated previously an incentive zoning district encouraging redevelopment of the Orchard would result in approximately 180 additional residential units in the City, but the net for all significant residential density changes results in a decrease in density of 350 units. Therefore, no significant negative environmental impacts are anticipated as a result of this recommendation. A site-specific SEQRA review will need to be conducted at such time as a specific plan is proposed for the Orchard.

### D.2.r. Promote homeownership by low- and moderate-income households. (Master Plan page 57)

It is important that Glen Cove does not simply provide only affordable rental housing, but that opportunities to own a home are made available to residents of all income levels. Possible methods for achieving this objective include:

• The use of real estate tax forgiveness for seniors

• Neighborhood Housing Services (NHS) style technical assistance programs for home improvements

• Mutual housing arrangements where a portion of rental payments is put aside for eventual acquisition of the unit

• One-stop-shop and workshops for information on housing support programs.

#### Impact Discussions:

The benefits of affordable owned-housing programs have been widely documented throughout the region and the country. The ability to build equity savings in one's housing provides the opportunity for affordable households to eventually transition to market-rate offerings thereby providing opportunities for new households to appreciate the benefits of the affordable housing units. This is tougher to achieve with rental units, as the rental units themselves do not promote a mechanism of forced savings.

The specific mechanisms for achieving these measures will not result in physical changes and are not policies that will result in physical changes. Instead they will increase the diversity of households that will be included in Glen Cove's future growth. Because no physical change will occur, this recommendation does not constitute an action under SEQRA and no negative impacts are anticipated.

### D.2.s. Provide grants or low-interest loans for home improvements. (Master Plan page 58)

Potential County, State or private loans (e.g., bank loans in connection with the Community Reinvestment Act) can be very effective when properly advertised and administered in helping homeowners to improve their home's appearance. Preference is typically given to projects that impact street-facing facades, like painting and porch repairs. Programs to improve the energy-efficiency of homes should also be considered, as they can lower the overall cost of operating the property.

#### Impact Discussions:

This recommendation would encourage a program to expend non-municipal funds on improving the appearance of homes within the City. This program has the potential to result in the beautification of existing neighborhoods and improvement to the quality of residential life for residents. Since the recommendation is through grants and financing from existing sources there is no fiscal impact. Additionally, this recommendation could result in the increased energy efficiency of residential structures, resulting in positive environmental impacts. No adverse impacts are anticipated as a result of this recommendation.

### D.2.t. Provide carrots and sticks to bring nonconforming properties into compliance with City requirements. (Master Plan page 58)

Consistent with State law, non-conforming uses are allowed to continue, and mandated amortization of non-conforming uses is confined to only high nuisance uses, such as pornography, and even then under prescribed circumstances.

However, nonconforming uses, which include the division of single-family homes into multiple units, can generate substantial impacts on neighborhoods, especially when repeated on a large scale. These properties should be held to strict zoning standards and should be required to receive special permits for any expansion or modifications as a way to encourage their eventual conversion back to conforming status. Properties that are nonconforming in terms of dimensional standards, like setbacks or building height, generally pose lesser problems and, in fact, are very prevalent in many of the older areas. More flexibility should be provided for these properties so that a disincentive to investing in older areas is not created.

In addition to such "sticks," incentive zoning that allows for some sort of increased density (above the legal minimum) or other benefit should be considered. Because multiple units provide a financial reward to the property owner, a program that allows the owner to replace lower-quality units with higher-quality (but fewer) units that can match or exceed current rental income should be investigated. Another potential incentive would be to provide an amnesty period, including discounts on fees for building permits or other charges, to encourage owners to bring their properties into conformance.

#### Impact Discussion:

The disincentive of requiring special permits for the expansion or modification of existing nonconforming structures will place a secondary level of review on applications and provide the Planning Board with wider discretions to disapprove such expansions or modifications to the extent that such expansions or modification would impact neighborhoods, services or the environment. Doing so would decrease the likelihood of impacts occurring.

Additional flexibility for dimensional standards would encourage investment in the rehabilitation, expansion and maintenance of existing structures. However, this

flexibility has the potential to affect community character if proper safeguards are not also implemented.

The assessment of taxes within a community is already established by New York State Law. Multifamily residences are already taxed at a higher rate, although the assessed value of multifamily residences is based on income potential, which may result in a lower assessment. Another method would be to enact an additional tax to support the inspection of multifamily properties. The legality and fiscal impacts of any additional taxes aimed at multifamily residences would need to be explored prior to implementation.

Incentive zoning to allow higher densities to bring nonconforming structures into conformance has the potential to result in impacts to community services and fiscal impacts. Zoning that would encourage landlords to rehabilitate existing non-conforming buildings to conforming buildings with lesser units and an amnesty period are not likely to result in adverse impacts. As suggested in the recommendation, these issues and impacts will need to be explored prior to implementation. Environmental review of potential incentive zoning districts will need to be explored at the time that such incentive districts are proposed.

### D.2.u. Consider licensing of rental units, allowing for regular inspections and ability to withhold or withdraw a Certificate of Occupancy. (Master Plan page 59)

A program requiring a valid rental license should be studied from planning, practical and legal perspectives. Issuance of a permit would require an inspection to certify that the property conforms to relevant standards. The cost of the inspection could be rolled into the permit cost, limiting the actual cost to the City. In addition, the licensing program would provide an additional enforcement tool, as a permit could be revoked for violations of the relevant standards.

#### Impact Discussion:

This recommendation would lead to improvements in the quality of mixed ownership/rental neighborhoods, and would lead to greater conformance with the City's Zoning Ordinance and the State Building codes. It would help to eliminate threats and dangers to the public health, safety and general welfare associated with unmaintained rental properties and reduces a blighting factor in the City. No negative impacts are anticipated as a result of the implementation of this recommendation.

### D.2.v. Improve the regulatory capacity of the City to deal with illegal units and other enforcement issues. (Master Plan page 59)

(See Map 15, Housing Violations.) The illegal conversion of existing residences into multiple dwelling units is a significant concern. Potential secondary adverse impacts caused by residential overcrowding (single-family or two-family residential structures being utilized as multi-family residences; and / or units being occupied by more than one family) include, but are not limited, to the following:

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- Poor exterior maintenance of structures
- Inoperative vehicles
- Commercial vehicles
- Overgrown yards
- Accumulation of trash and debris
- Improper storage of garbage
- Construction without permits.

The Mayor and Council have determined that the use and occupancy of illegal residential apartments are detrimental to the general health, safety and welfare of Glen Cove. The City has established a hotline to report violations and has stepped up enforcement activities. The full range of enforcement tools should be available. Financial penalties should be focused on the landlord as the one profiting from the situation, and not the tenant. In order to increase the severity of the penalty for repeated Building Code violations, the City might want to explore whether it is possible to charge the property owner with a misdemeanor, for example in connection with the same code violations three times within a two-year period. A housing task force should be created to monitor illegal housing, and to determine how to provide appropriate affordable housing opportunities.

#### Impact Discussion:

The increased enforcement of existing regulations and the increased penalties would not be defined as an action under SEQRA. Nevertheless, the recommendation is likely to result in improvements to neighborhood character.

#### D.2.w. Address absentee landlord issues. (Master Plan page 61)

Sometimes a property may fall into violation because the landlord does not live within the property's local area, and is less likely to be aware of poor building and / or property conditions. For this reason, the City should consider requiring absentee landlords to register each property they own in Glen Cove and name a local agent who could be notified of violations of the City's nuisance and building codes. The objective of the registry would be to establish a formal mechanism to ensure out-of-area landlords are held accountable for the condition of their properties.

#### Impact Discussion:

This recommendation would lead to improvements in the quality of mixed ownership/rental neighborhoods, and would lead to greater conformance with the City's Zoning Ordinance and the State Building codes. It would help to eliminate threats and dangers to the public health, safety and general welfare associated with unmaintained D.2, Neighborhoods Recommendations and Impacts

rental properties and reduce a blighting factor in the City. No negative impacts are anticipated as a result of the implementation of this recommendation.

## D.2.x. Generate administrative and regulatory changes that advance the City's and community's development goals. Create an Architectural Review Board. (Master Plan page 61)

Architectural Review Boards (ARBs) are now commonplace throughout America. As is usually the case, Glen Cove's ARB should be advisory to the Planning Board, Zoning Board of Appeals, and City Council. In some communities, the ARB is a committee comprised of technical professionals and has authority to approve or disapprove an application. It should provide input on the approvals for all non-residential development, and also for development and improvements within special areas designated through Overlay Design Districts. While charged with commenting on all manner of design, the ARB's emphasis should be directed to the design guidelines embodied in the zoning, Master Plan, and supplemental plans. This way, there will be predictability to the (albeit advisory) design review process; and property owners can be assured that they need not go through unnecessary hurdles so long as they work within the design policies already put down on paper.

#### Impact Discussion:

Architecture of proposed structures is to a limited extent already addressed in the current Planning Board reviews of applications, especially for nonresidential applications. The formalization of a design review that is advisory to the Planning Board allows for a greater technical quality of this review, while leaving the ultimate discretion with the Planning Board, where it is now. Additionally, the introduction of a design manual should streamline the development review process by providing applicants with notification in advance of the design elements sought. As long as the Architectural Review Board is left as an advisory Board, and the extent of its reviews are limited to development applications that would traditionally warrant design input from the Planning Board, no negative impacts are anticipated as a result of this recommendation. In fact, this recommendation is likely to result in positive impacts on aesthetics and community character.

#### D.2.y. Create an Historical Review Board. (Master Plan page 61)

An advisory Historical Review Board (HRB), possibly one and the same with the Architectural Review Board, would assure more consistency in building design, materials and character and better reconcile new development with the existing fabric of designated Historic Overlay Districts. (Refer, for example, to Chapter 5, Downtown.) The new HRB would also comment on discretionary approvals for individual landmarks. (Refer, for example, to the earlier discussion with regard to estates.) The new HRB would replace the Landmarks Preservation Commission, which was created in 1980 but which has not been effective. The HRB, like the ARB, would require staff, consultant or volunteer help to be both professional and predictable.

#### Impact Discussion:

See D.2.y impact discussion.

#### D.2.z. Improve the development review process. (Master Plan page 62)

Administrative changes are necessary to advance and ensure several of the Master Plan development-related recommendations. It is likely that there will be significant revisions to the existing zoning regulations and that the regulations may be potentially more complicated. In order to understand the objectives and details of the revised regulations, the Planning Board should attend a mandatory training session(s). In addition, to make certain that every zoning application is properly reviewed the Planning Board members will be required to make a site visit to the subject property. If the Board does approve an application, a time restriction should be attached to the Board's decision. (Currently, there is no time restriction.)

#### Impact Discussion:

The proposal requires additional training for Planning Board members, an initiative already required at the State level for reappointment to the Planning Board. This policy was already enacted in the City of Glen Cove and Planning Board members are receiving at least a minimum amount of training. The practice of making site visits is also already practiced informally by the Planning Board for most applications. The formalization of this process will help to ensure that on-the-ground reality is not overlooked by the Board where individual time constraints may interfere with informal site visits. It may result in minor delays to the processing of applications, but this minor delay will not likely increase the cost or time of applications significantly. Time restrictions on approvals are widely practiced throughout the State. Time-restricted approvals appreciate that physical and regulatory conditions change over time. The time restriction will ensure that where construction of a project is significantly delayed. the project must address any changes to the physical or regulatory climate that may have occurred. None of these recommendations are likely to result in significant adverse environmental impacts. It is noted that the SEQRA process itself allows for a process by which SEQRA review may be revisited where changes have occurred.

### D.2.aa. Integrate visualizations of proposed development into the review process. (Master Plan page 62)

These would be especially important in providing Boards, City staff and the public a clear understanding of the visual impact of development on corridors, Downtown, neighborhoods and the waterfront. The level (hence effort and experience) of the visualizations should be proportionate to the potential impact on community character, public views, and the enjoyment of public places. (See the sidebar.)

#### Impact Discussion:

Requiring visualizations in connection with planning and zoning applications should result in projects that better fit into the built and natural environment. This requirement,

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however has the potential to increase the cost of development, and therefore limitations on which types of applications are subject to this recommendation should be established. This is addressed in the Socio-Economic impact discussion of the DGEIS.

#### D.2.bb. Employ "Conditional Variances." (Master Plan page 63)

Conditional variances can be used to address existing adverse conditions (such as overcrowding), as well as to forestall negative impacts associated with variances for new development and expansions. The revised zoning regulations identify certain land uses and built conditions (e.g., height) that do not precisely fit into existing zoning districts, but which may be allowed upon approval of a conditional variance. For example, a multifamily use or an accessory unit in a single-family zone may be allowed only if certain conditions are met. The safeguards and limitations may be based upon the continued fulfillment of standards for guidance to the City to grant or withhold conditional variances. The criteria could include conditions related to number of units and minimum unit size, proper storage and disposal of garbage, limits on vehicles and noise, landscaping quality, noise, etc. The conditional variances could also be tied to annual registration licensing requirements.

#### Impact Discussion:

This recommendation is essentially identical to the recommendation for requiring special permits for existing dimensional non-conformance. (See D.2.t).

### D.2.cc. Moderate the impacts of all new development in terms of sustainability. (Master Plan page 63)

LEED began its development in 1994 spearheaded by Natural Resources Defense Council (NRDC). LEED was created to accomplish the following:

- Define "green building" by establishing a common standard of measurement
- Promote integrated, whole-building design practices
- Recognize environmental leadership in the building industry
- Stimulate green competition
- Raise consumer awareness of green building benefits
- Transform the building market.

The Council is currently working on LEED Neighborhoods. The LEED for Neighborhood Development Rating System will integrate the principles of smart growth, urbanism and green building into the first national system for neighborhood design. Currently in its pilot period, LEED for Neighborhood Development is collaboration between the Congress for the New Urbanism, the Natural Resources Defense Council, and the U.S. Green Building Council. The rating system will be available to the public and is expected to be launched in 2009.

#### Impact Discussion:

There is no specific recommendation here. Instead an update on the process of adopting LEED for Neighborhood Development is included. Impact discussion of adopting other LEED standards is included elsewhere hereafter.

### D.3. Connections Recommendations and Impacts (Corresponds with the recommendations of Chapter 4 of the Master Plan):

## D.3.a. Maintain roadway efficiency with balanced roadway regulations. Assure that the two major arterials serving Glen Cove work at their maximum capacity, without compromising pedestrian safety. (Master Plan page 74)

Pratt Boulevard functions as an arterial highway. But County Route 21 (Brewster Street / Forest Avenue / Glen Cove Avenue) is more congested, and should be redesigned as a boulevard-like roadway. Where wide enough, medians should be introduced. Where now too narrow, setbacks should be required that may later allow this possibility. (This would require a detailed survey.) The County should adopt guidelines that limit the number of non-residential curb cuts within certain distances, promote consolidated curb cuts for adjoining properties, and promote side road exits for businesses. (See the sidebar.)

Wherever possible and appropriate, commercially zoned property should be redesignated for residential, live / work, and offices. The object is to reduce the "friction" associated with frequent turning, indiscriminate curb cuts, etc., thus allowing traffic volumes to move more efficiently. The exception to this policy is the portion of this corridor proximate to Downtown where commercial uses remain appropriate. (Refer to Chapter 5, Downtown.)

#### Impact Discussion:

It is noted that the referenced Route 21 is locally known as Glen Cove Avenue. The recommendation here is to work with the County to Boulevard Glen Cove Avenue and to adopt guidelines limiting the distance between curbcuts. At this time the implementation of both of these guidelines is beyond the City's control. If Nassau County decided to pursue these recommendations, they would be required to provide appropriate environmental review.

The recommendation for increased setbacks, and the rezoning to allow residential, live/work and offices is within the power of the City to implement. Increasing setbacks along Glen Cove Avenue has the potential to increase the nonconformance of existing structures. The recommendation does not indicate where particularly setbacks should be increased, but rather suggests that this should be done wherever the existing right-of-way is too narrow to accommodate a median separation. Until a survey is performed as recommended, it is difficult to identify impacts associated with this recommendation as effected areas are currently speculative. Any directed increase in setback would need to be reviewed for environmental, economic and social impacts.

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The recommendation for a transition to allow residential, live/work<sup>25</sup> and offices is intended to reduce "friction" associated with frequent turning movements. The intentions is to introduce uses along this arterial that have different peak traffic generation hours than the prevalent retail, automotive-specialty and institutional uses along this corridor.

The Master Plan recommends additional residential density in two particular commercial corridors (the Livingston Site, now under site-specific SEQRA review) and the Cedar Swamp Road corridor. Environmental impacts from the development of the Livingston project is currently undergoing detailed environmental impact review through the preparation of a site-specific EIS and is considered generically on a cumulative basis herein. With regard to the Cedar Swamp Road corridor, the proposed density could result in a maximum increase in density of approximately 640 units along the entire corridor as discussed in section D.2.i.

### D.3.b. Reconsider how Cedar Swamp Road / Glen Street functions. (Master Plan page 74)

With Pratt Boulevard running parallel, this road now functions more as a collector than as an arterial. The City should seek County cooperation on treating this roadway differently from other roads under their jurisdiction – with a greater priority on the pedestrian experience, traffic-calming, and similar strategies that would bolster the value of the residential and commercial uses in this corridor. (See the sidebar on the next page.)

#### Impact Discussion:

This recommendation acknowledges that while the County maintains this road as an arterial<sup>26</sup>, designing and implementing improvements to maximize traffic flow, in reality this road functions as a busy collector<sup>27</sup> with commercial and residential uses grouped around it. As with other recommendations to the County, the implementation of this policy is beyond the control of the City. If the County were to implement improvements as suggested in this recommendation, it would be required to provide appropriate environmental review.

<sup>&</sup>lt;sup>25</sup> Live/work spaces are spaces that provide a space, typically on the ground floor, for commercial use, while another space (usually connecte) in the building is intended to be occupied by the owner or merchant leasing the commercial space.

<sup>&</sup>lt;sup>26</sup> An arterial is a road designed to convey traffic quickly through an area and typically has few curbcuts, intercepting roads and signals.

<sup>&</sup>lt;sup>27</sup> A collector is a road that is designed to "collect" traffic from local streets and convey them at higher speeds than local roads, but lower speeds than arterials. The greater traffic volume on collectors typically makes them more suited to commercial use than local roads and the lower speeds make them more suited to commercial use than arterials.

### D.3.c. Limit commercial vehicles traffic on residential thoroughfares. (Master Plan page 74)

The City should adopt an ordinance that limits commercial vehicles to specific roadways suitable for truck traffic in order to improve quality of life, safety and noise issues within Glen Cove neighborhoods. Proper enforcement will be necessary to effectuate change.

#### Impact Discussion:

Excluding truck traffic from certain "residential" streets may concentrate such traffic on other collectors and arterials. This is generally the purpose of this recommendation. While this may result in additional delay on collectors and arterials, it is generally preferable to the alternative impacts on the safety to residents. The recommendation is intended to improve the health, safety and general welfare of Glen Cove residents, and any increase in traffic along arterials and collectors must be weighed against the positive benefits to the Glen Cove quality of life.

#### D.3.d. Identify and improve problem intersections. (Master Plan page 75)

The City should identify intersections throughout Glen Cove in which traffic congestion or vehicle-vehicle and vehicle-pedestrian conflicts are apparent. Once these areas are identified, the City should consult with the Glen Cove Police Department and traffic consultants to determine intersection improvements. (As described next, and further such improvements should place equal weight on pedestrians and bicyclists, as on vehicle drivers.)

#### Impact Discussion:

The prescription for a study identifying problem intersections and a mandate that this study should place equal weight on pedestrians and bicyclists will not result in any physical change and does not qualify as an action under SEQRA. Nevertheless, the improvement of intersections in this manner will result in an increase in the quality of life for Glen Cove residents and promote safe pedestrian and bicycle traffic, which itself will have a positive impact on the health, safety and general welfare of Glen Cove persons as well as have a positive impact on air quality, vehicular traffic, and the consumption of energy resources.

## D.3.e. Employ "traffic-calming" techniques to reduce speeding and neighborhood cut-throughs (as well as to improve pedestrian and bicycle safety). (Master Plan page 75)

Colored / striated crosswalks should be clearly marked on all key pedestrian crossings throughout Glen Cove, starting in Downtown and at schools. Other permanent measures (such as chicanes, chokers, raised crosswalks, speed humps and speed tables) should be pursued, but always with consideration of the effects of these devices on the overall traffic pattern, driver safety, and the ability of emergency vehicles and trucks to navigate streets. As a general rule, temporary measures (such as improved striping to narrow lane widths and / or provide bike lanes) should be employed as a test before permanent measures are undertaken.

#### Impact Discussion:

No particular location is prescribed for this particular treatment. However, the use of traffic calming devices as opposed to functional traffic measures has been widely shown to improve pedestrian and bicyclist safety by slowing traffic, while maintaining a good flow of traffic. In some instances, traffic calming as a general measure has been found to improve traffic flow by mediating the flow of traffic into choke points, sharp turns and intersections thereby reducing conflicts at bottlenecks.

The generic nature of this recommendation makes it difficult to assess the impacts of this particular recommendation. Further, it is of particular note that the installation of traffic control devices on existing streets is a Type 2 action, not subject to SEQRA.

## D.3.f. Set clear thresholds for when traffic studies and remediation are required to ensure new development mitigates impact on congested roadways. (Master Plan page 75)

The City's spring 2007 interim zoning amendments require that all major subdivisions (subdivision greater than two lots, townhouses, and multi-family dwellings) be identified as "Type I" actions under State Environmental and Quality Review (SEQR), i.e., that they be subject to analysis before possible approval. The City should require that all such residential and also non-residential development adequately address traffic impacts within the required Environmental Impact Statement (EIS).

#### Impact Discussion:

The recommendation to require traffic studies for all Type 1 actions (actions deemed to have the potential for significant impacts) sets an appropriate level of review to sizable actions in a City (and region) that is experiencing significant traffic concerns.

#### D.3.g. As opportunity allows, simplify street names. (Master Plan page 76)

The multiplicity of names is confusing to all but the initiated, and detracts from the readability of Glen Cove for new residents and visitors. Each street name has its custom and constituency, and street name changes require changes of address with the U.S. Postal Service. This task should be done cautiously and circumspectly, starting with places where the City wants to promote visitors or must accommodate thru traffic – namely along one or several of the following arterials and gateway roads:

• County Route 21 (Brewster Street / Forest Avenue / Glen Cove Avenue) – perhaps to Glen Cove Avenue south of Pratt Boulevard and Forest Avenue north of Pratt Boulevard, respectful of what the arterial is named south and east of Glen Cove

• Bridge Street / School Street / Village Square – perhaps to School Street, as it is more generally referred

• County Route 21 (Cedar Swamp Road / Glen Street) – perhaps to Glen Street, as Cedar Swamp first merges and then diverges from Pratt Boulevard just south of the City boundary with Glen Head

• Garvies Point Road / Herbhill Road – ideally to Garvies Point Road, as the uniting and gateway road for new waterfront parks and development

• State Route 107 (Glen Cove Road / Glen Cove Arterial Highway / Pratt Boulevard) – ideally to Pratt Boulevard, as it is generally known.

#### Impact Discussion:

The renaming of streets to improve the navigation of the City should have a positive impact on traffic within the City. No negative impact is anticipated as a result of this recommendation.

## D.3.h. Enhance the accessibility and convenience of public transportation options. Declare that Glen Cove wants to do its part to solve a regional problem. (Master Plan page 76)

The combination of traffic congestion regionally and erratic gasoline prices nationally is prompting more support for transit throughout both. For more than half a century, government at all levels has invested mightily in roadways and highways; but government is now hard-pressed to simply maintain the current roadway and highway system, let alone expand it to meet growing need. Consequently, government and citizens alike are more and more willing to invest tax dollars in transit, which heretofore has received comparatively little and sporadic investment.

Within this context, the City of Glen Cove should work with its neighbors, the County, and its legislative representatives to improve transit resources. The goal should be to double Glen Cove's transit ridership over the next ten years from 8 percent to 15 percent, to be on par with Nassau County's ridership today; and thereafter to keep pace with the County's own intended shift to transit.

The focus will inevitably be on commuter services. The Residents Survey indicated that nearly 90 percent of citizens felt improved transportation to New York City could aid in the reduction of traffic congestion throughout Glen Cove. Improved transportation to Nassau County's major employment centers would do even more to reduce congestion: as of the year 2000, approximately 80 percent of all Glen Cove's working population commuted within Nassau County. (See Table 4, Working Population.)

#### Impact Discussion:

The statement of Glen Cove's wishes to improve and increase transit ridership in the region is anticipated to increase the involvement of the City in regional transit initiatives. The increase in transit ridership by City residents will have significant positive benefits to traffic, air quality and health. Any transit projects that require facility construction are likely to require environmental impact review. The increase in transit ridership is not anticipated to result in any adverse environmental impact.

### D.3.i. Pursue expanded commuter service to Glen Cove train stations. (Master Plan page 77)

The City should continue to lobby the LIRR to expand service or consider alternative methods of transportation, such as light rail, that would decrease the travel times for commuters. Of course, the City and County should lobby the LIRR to introduce more frequent, express service. But perhaps greater promise lies elsewhere.

Nassau County has proposed converting the current Oyster Bay Branch of the LIRR into more of a light-rail type of service, akin to what trolleys once provided; with frequent service between Glen Cove and Mineola, and perhaps later from there on to an intensely developed Nassau County Hub at Roosevelt Field. Such commuter service could achieve higher frequency, not just to Manhattan, but also Nassau County destinations, since Mineola is also Nassau County's transit hub. The Villages of Garden City and Mineola have expressed concerns about the traffic and other impacts of the light rail connection to the south between Mineola and Roosevelt Field. But this wariness need not stand in the way of the light rail connection to the north between Mineola and Oyster Bay.

#### Impact Discussion:

The recommendation is for the City to encourage better rail service to the area, notably through the transition from heavy to light rail along the Oyster Bay branch north of Mineola. It is unlikely that implementation of such a recommendation would have a negative environmental impact, but it is noted that such an action would require full compliance with SEQRA requirements and likely NEPA<sup>28</sup> requirements as well.

### D.3.j. Improve the commuter experience with basic amenities. (Master Plan page 78)

The City should work with the LIRR and MTA to improve commuter amenities at all three of the local train stations, including but not limited to bicycle facilities, enhanced shelters, seating areas, and vehicle parking. The City should explore significant improvements to the Glen Street train station in connection with Transit Oriented Development (TOD) there. (This is discussed later, in connection with Cedar Swamp corridor improvements.)

#### Impact Discussion:

The improvement of LIRR and MTA facilities for the purpose of increasing ridership will likely result in positive impacts to traffic, air quality and health. Significant adverse impacts as a result of this recommendation are unlikely.

<sup>&</sup>lt;sup>28</sup> NEPA is the National Environmental Policy Act, which requires environmental review of projects involving federal agencies. This Act is similar in many ways to SEQRA but for Federal instead of State actions. NEPA review is likely for this action as most significant mass transit initiatives are usually funded at least in part with federal tax dollars.

### D.3.k. Continue to support development of commuter ferry service. (Master Plan page 78)

Glen Cove enjoys the potential for ferry service, thanks to its natural harbor at Glen Cove Creek. High-speed ferry service (recreational) was tried by Fox Navigation in 2001 to 2002, but was suspended due to low ridership: 300 of the ferry's 400 seats were often empty. Yet ferry service is likely an eventuality given the long-term transportation challenges; and there are promising developments even now.

The City, with Federal funds administered by the New York State Department of Transportation, is proceeding with plans for a ferry terminal in connection with the Glen Cove Creek revitalization. (Refer to Chapter 1, Glen Cove Today, and to Chapter 6, Waterfront, Parks and Natural Resources.)

#### Impact Discussion:

Environmental review was conducted for the prior ferry service and will be conducted for the proposed ferry terminal. This environmental review will identify the particular environmental impacts that are likely to occur in connection with this particular transit project. However, the overall policy to support an initiative to provide alternatives to vehicular commuting would likely result in positive impacts to traffic, air quality and health. No negative environmental impacts or cumulative impacts are anticipated, that haven't already been explored during preceding environmental reviews of ferry service at this location.

### D.3.I. Explore "Rapid Bus Transit" (RBT) along Pratt Boulevard and Route 21, to major Nassau County employment centers. (Master Plan page 78)

RBT is emerging as the 21st century equivalent of early 20th century trolleys. The basic concept is to provide fewer stops, each outfitted with full amenities, such as heated sitting areas. The fare can even be collected at the stop, allowing passengers to more rapidly enter and leave the bus. Some RBT buses even have the sidewalk side of the bus open up, much like subway cars. Like trolleys, the buses can make frequent stops in one area, then run express to their destination. Many buses are given express lanes; and some RBT lines even use technology to extend green lights to allow buses to move through traffic faster. These ideas may seem radical for now, but are gaining momentum. By definition, RBT is a regional solution. The City can do its part to explore this or other solutions that can radically improve transit in Glen Cove and Nassau County.

#### Impact Discussion:

The institution of RBT would require the County to examine the details of the proposed operation (e.g. dedicated lanes, signal control, routing, etc.) and conduct the appropriate environmental review. The policy of supporting RBT as an alternative transit type is anticipated to result in positive impacts to traffic, air quality and health and is not anticipated to result in negative environmental impacts.

### D.3.m. Continue to provide Loop Bus service within Glen Cove. (Master Plan page 79)

The Loop Bus is a great asset for seniors and other residents with limited mobility. The City should continue to operate this valuable service for residents. The City may also consider expanding the hours of service of the Loop Bus to additional parks, beaches, and public places (it currently serves Morgan Park).

#### Impact Discussion:

The loop bus is an existing funded service of the City of Glen Cove. The recommendation for consideration of extension of service to additional parks, beaches and public places will require the City to consider the fiscal implications. The provision of mobility options to seniors and residents with limited mobility provides a social benefit to the community and makes Glen Cove more accessible. This recommendation is not likely to result in any significant adverse environmental impacts. The potential cost of these services will be considered at such time as the City Council considers whether existing service locations are appropriate.

### D.3.n. Provide a Downtown jitney or extend the service and hours of the Loop Bus. (Master Plan page 79)

Jitneys refer to smaller buses and van pools (refer to the sidebar on page 74). A Downtown jitney connecting the existing train stations, Downtown and the Glen Cove Creek waterfront and its proposed ferry should be considered. If the jitney is a success, it could be extended to reach municipal beaches and parks. As a municipal service, the jitney is best operated by the MTA or Nassau County, or as a public/private partnership. An additional option may be to extend the service and hours of the Loop Bus currently operated by the City. In the Residents Survey, 70 percent of Glen Cove residents indicated that improved bus service within Glen Cove would offset traffic congestion.

#### Impact Discussion:

The institution of jitney service to several key destinations throughout the City would likely result in positive impacts to traffic, air quality and health. It would likely also increase the patronage of existing and future business establishments in the Downtown. If funded and operated by the MTA and/or Nassau County, the fiscal impact of such a jitney is not likely to significantly impact the fiscal health of the City. A locally financed transit option, or one that is partially financed locally, could impact the City fiscally. This impact could potentially be offset by positive impacts to City retail and service sales. The City will fully consider the fiscal implications, should it choose to implement this recommendation.

## D.3.o. Improve pedestrians and bicycle amenities citywide, but especially with destinations in mind. Provide adequate and safe sidewalks along corridors. (Master Plan page 79)

As a general rule, this should include all of the arterials and collector roads. Pedestrian crossings at major intersections should be studied to determine ways in which these can be made more pedestrian-friendly. For example, on wider roadways, it may be possible to construct landscaped medians to provide as a mid-street pedestrian refuge area.

#### Impact discussion:

This particular recommendation is not specific enough to assess potential environmental impacts. As capital projects for the improvement of streetscapes and intersections are formulated, such projects will likely be required to provide environmental review under SEQRA.

#### D.3.p. Emphasize pedestrian linkages from Downtown westward to Pratt Memorial Park and the Glen Cove Creek; and from Downtown southward along Glen Cove Avenue. (Master Plan page 79)

These connections should go forward with proposed developments and roadway improvements, not just as mitigation of the traffic impacts of these developments, but part and parcel of their intention to foster a more successful Downtown and waterfront. These improvements include continuous sidewalks buffered from traffic, pedestrian improvements at key intersections, pedestrian-scaled lighting, wayfinding signage, and more. (Refer to Chapter 5, Downtown, and to Chapter 6, Waterfront, Parks and Natural Resources.)

#### Impact discussion:

The provision of pedestrian linkages between the Downtown, waterfront and Glen Cove Avenue is likely to result in positive impacts to traffic, air quality and health. It is also likely to increase patronage of the Downtown. If incorporated into proposed developments and roadway improvements it should be possible to implement this recommendation with little fiscal impact to the City. No significant adverse environmental impacts are anticipated as a result of this recommendation.

### D.3.q. Improve the pedestrian environment around schools, and between schools and adjacent neighborhoods. (Master Plan page 80)

All crosswalks in the vicinity of schools should be clearly marked to increase driver awareness and the safety of all school age children in Glen Cove. The various traffic calming techniques described in the previous item should be employed. Similarly, the pedestrian environment around train stations, and any future Rapid Bus Transit stops should be improved.

#### Impact discussion:

This recommendation will improve pedestrian safety, especially for schoolchildren. The recommendation for traffic calming methods was previously discussed.

### D.3.r. Require new development to meet street/sidewalk standards. (Master Plan page 80)

All new development should provide adequate streets that meet municipal subdivision regulations in order to ensure adequate access for emergency vehicles and to provide continuity with existing development, and to provide sidewalks that connect and integrate into the existing network of sidewalks. Zoning amendments made to the City Code in Spring 2007 support this recommendation, and require new streets to meet municipal right-of-way standards.

#### Impact discussion:

This recommendation essentially require all new subdivision streets to meet City standards. Previously, private subdivision streets did not need to meet City standards. This requirement will help to maintain density at planned levels (narrower rights-of-way allow more lots), to promote pedestrian safety, and to insure that City safety and construction standards are met if the City ever has to assume control of a right-of-way in the future. This recommendation is not likely to result in significant adverse environmental impacts.

### D.3.s. Patiently work toward a pedestrian network of sidewalks and trails. (Master Plan page 80)

It took decades to build up the current roadway infrastructure, and it will take decades to layer on top of it a pedestrian network. (See Map 17, Pedestrian and Bicycle Priorities.) These include gradual and strategic improvements to a network of open spaces along and where necessary proximate to the waterfront, including but not limited to the Glen Cove Creek area. (Refer to Chapter 6, Waterfront, Parks and Natural Resources.) This effort also requires that the City and County ensure that all sidewalks on major walking routes remain in good condition, and that they enforce all local ordinances that require sidewalks to be kept clear of overgrown trees or shrubs.

#### Impact discussion:

Although the referenced maps show priority areas to improve with pedestrian improvements, no particulars are identified. Neither the initial recommendation for additional paths and trails through a network of open spaces nor the second recommendation for ongoing maintenance will result in significant impacts.

### D.3.t. Patiently work toward a bicycle network of shared or dedicated use ("bicycle lanes" and "bicycle paths," respectively). (Master Plan page 82)

As a point of departure, the City should look to the bicycle routes indicated by the County (refer to Map 18, Pedestrian and Bicycle Priorities), as well as in current

bicycling literature. The aim is to identify the safest and most effective routes to provide better access to parks and other important destinations including Downtown, the train stations, and especially parks and schools, as well as other local destinations. The trail and / or paths should also link to other Gold Coast destinations as well as the Nassau County bicycle road network. Note that bicycle lanes not only enhance safety and access, they are also a means of traffic calming. The long-term goal is to develop an interconnected, ubiquitous circuit of bicycle lanes and paths that blanket Glen Cove, such that bicycling is a realistic alternative.

#### Impact Discussion:

The promotion of safe bicycle use in the City is anticipated to result in improvements to traffic, air quality and health. It is unlikely that any significant adverse environmental impacts will result.

### D.3.u. Prepare a bicycle plan for Pratt Boulevard and Route 21 (Brewster Street / Forest Avenue / Glen Cove Avenue). (Master Plan page 82)

Glen Cove's two arterials at once accommodate the greatest volume of vehicular traffic and are also the major routes for bicyclists who wish to traverse the city. County and State support should be sought in improving these two corridors for bicycling, which ideally would have dedicated bicycle paths for safety reasons. This is likely to be intermittent, and created in conjunction with adjoining development and / or roadway reconfigurations.

#### Impact Discussion:

The promotion of safe bicycle use in the City is anticipated to result in improvements to traffic, air quality and health. It is unlikely that any significant adverse environmental impacts will result.

### D.3.v. Enhance bicycle racks in Downtown and at parks, schools, and transit stops, (Master Plan page 82)

including the proposed ferry terminal and any Rapid Bus Transit stops, in addition to the three train stations. The City should promote the use and installation of bike racks in connection with any apartment development, as well.

#### Impact Discussion:

The promotion of safe bicycle use in the City is anticipated to result in improvements to traffic, air quality and health. It is unlikely that any significant adverse environmental impacts will result. The expense of providing the bicycle rack is anticipated to be negligible in comparison with the environmental and social benefits.

## D.3.w. Improve the appearance of Glen Cove's gateways and corridors, including selective development in commercial corridors. Incrementally, pursue the public "greening" of corridors and parking areas. (Master Plan page 82)

As a rule, the City should work to improve both arterials and all collector roads through the planting of street trees and the provision of additional landscaping. These same greening techniques should be extended to public parking areas and other heavily paved areas along roadway cor¬ridors to improve their design and appearance. These improvements involve public expense, and should be timed with other roadway improvements wherever appropriate. However, these improvements should be prioritized on County Route 27 (Cedar Swamp Road, / Glen Street), Pratt Boulevard,

and County Route 21 (Brewster Street / Forest Avenue / Glen Cove Avenue) – as the three main arterials serving Downtown, Glen Cove, and its major destinations.

#### Impact Discussion:

As a general initiative the planting of additional trees and landscaping along roadways and in parking areas will result in less heat generation and therefore potentially less energy consumption in summer months. Trees have also been found to improve air quality and to help remove greenhouse gases from the atmosphere. On case by case bases, the installation of trees could result in dangerous conditions to traffic from a reduction in sight distance, however with proper considerations during site planning, this potentiality is highly unlikely. The general initiative is unlikely to result in any adverse environmental impacts. It is likely that this recommendation will result in positive aesthetic and environmental impacts.

### D.3.x. Employ enhanced design standards that hold the private sector to the same streetscape standards. (Master Plan page 83)

These design standards should be applied to private subdivisions and development throughout Glen Cove, other than minor subdivisions smaller than 13 acres for single-family homes. The responsibility to review and uphold these design regulations would fall under the jurisdiction of the proposed Architectural Review Board. (Refer to Chapter 3, Neighborhoods.)

#### Impact Discussion:

The Planning Board is already empowered under the existing Subdivision Regulations to require streetscape improvements. By requiring specific design standards, development applicants will be made aware of the quality of streetscape improvements in advance. No significant adverse environmental impacts are anticipated as a result of this recommendation.

## D.3.y. Provide addition public investment to the streetscape in distressed neighborhoods. A few neighborhoods and areas are struggling with a number of issues. (Master Plan page 83)

Sidewalk repair and other streetscape improvements would be a revitalization tool. Public investment would encourage private investment in neighborhoods that have distressed housing inventory. The Orchard neighborhood should be the top priority that should be coordinated with housing reinvestment and stricter enforcement. (Refer to Chapter 3, Neighborhoods.)

#### Impact Discussion:

Infrastructure maintenance and providing streetscape improvements such as street trees, decorative fixtures, etc. in existing deteriorated neighborhoods is anticipated to have a beneficial effect on the character of the neighborhood, improve property values and potentially result in added private investment. It is unlikely that any significant adverse environmental impacts would occur as a result of this recommendation.

#### D.3.z. Selectively apply zoning incentives to promote higher design standards and upgrades in the three corridors leading into and out of Downtown and Glen Cove's destinations, namely Pratt Boulevard, County Route 21, and County Route 27. (See the sidebars.) (Master Plan page 83)

Zoning should be fairly restrictive, consistent with concerns about traffic congestion along and the appearance of the corridors. It should conform to the high expectations applying to all special permit development (as would be the case) and in connection with corridor-specific plans (as is the case in connection with the Gateway to the Waterfront Study and the Cedar Swamp Road Visioning Project). The incentive zoning should allow:

- Family entertainment and recreation uses (e.g., miniature golf, batting cages) on Brewster Street in close proximity to Maccarone Memorial Stadium, in addition to commercial and mixed-use
- Moderate density residential on key portions of Brewster Street / Glen Cove Avenue, across from Pratt Memorial Park and the Glen Cove Public Housing project, which are two key sites
- Mixed commercial/residential uses on Bridge Street / School Street / Village Square, and on Cedar Swamp Road / Glen Street (refer to Chapter 5, Downtown)
- High-density office uses (in addition to industry) and ancillary retail (e.g., no more than 10 percent of the total square footage) in the Sea Cliff Avenue industrial area adjoining Glen Cove Road (Pratt Boulevard) where it meets Cedar Swamp Road.

The commercial overlay districts would encourage "Transit-Oriented Development" and "Transit Ready Development". Simply put, Transit Ready Development looks like Transit-Oriented Development, but is not necessarily next to a significant transit stop,

such as a train station. The goal is to attract public transportation options where they do not necessarily already exist.

#### Impact Discussion:

The recommendation would be to add new permitted uses to several areas of the City. All of the recommendations for additional residential density have been previously discussed in the impact discussion for recommendation d.2.i. The recommendation for family recreation uses near Maccarone Stadium is detailed in recommendation D.4.p. With regard to high-density offices along Sea Cliff Avenue, this would be achievable under existing zoning. In actuality, the only recommendation here that was not previously or later discussed is the recommendation to allow 10 percent of total square footage for ancillary retail in an office park development.

Essentially allowing a small retail component in an office park development is intended to provide on-site amenity retail for office tenants. This has the potential to result in fewer trip ends in terms of traffic generation as office users would not have to leave the park for such typical retail uses as dry cleaning, convenience retail, restaurants, office supply, etc. A ten percent retail component of office park development on Sea Cliff Avenue will not likely generate significant traffic and is not likely to provide significant market competition to the Downtown. No environmental impacts are anticipated as a result of this recommendation.

D.3.aa. Predicate all development involving incentives and special permits on meeting a checklist of improvements in which the public benefit exceeds the negative traffic and other impacts of additional development. These standards should include the full range of improvements throughout this Master Plan, each where and as appropriate, and in combination: (Master Plan page 85)

- Dedication of publicly viewed and/ / or accessible open space
- Sidewalk and other pedestrian improvements
- Bicycle amenities
- A high measure of landscaping and upgrades along corridors
- Greening of the roadway and parking lots
- Superior sustainability measures such asOther construction conforming to LEED LEED's sustainability standards (refer to Chapter 3)
- Dedication of historic preservation easements
- Adaptive reuse of historic and landmark buildings
- Affordable housing in excess of the prescribed proportion
- Shared parking

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D.3, Connections Recommendations and Impacts

• Reduced parking at 1.5 or in some cases 1.0 spaces per unit in connection with Transit Oriented Development, Transit Ready Development, and senior housing

• Varied unit sizes, addressing a variety of housing needs

• Homeownership housing opportunities, particularly in connection with workforce housing.

Also wherever and whenever appropriate, the standards should include related offsite improvements: additional tree planting, nearby roadway or intersection improvements, extension of sidewalks to nearby transit nodes, bus shelters and amenities, etc. Development should be in conformance with proactive City plans, such as those generated in connection with the Cedar Swamp Road Visioning ProjectCorridor Study, and the Gateway to the Waterfront Study. Downtown Revitalization Plan. (Refer to Chapter 2, Glen Cove Today.)

#### Impact Discussion:

The overall list of public benefits herein is intended to secure public improvements in exchange for incentives and special permits. The rationale behind this recommendation is that where development will result in negative impacts, the provision of public benefits will offset those impacts. While there may be impacts associated with specific incentives dealt with elsewhere in this DGEIS, the requiring of public benefits in exchange for incentives and certain special permits will result in no adverse impacts until actually translated into proposed development. Further, the discussion of densities in D.2.i. is based on the maximum density with incentives. Even considering incentives, maximum residential density is anticipated to decrease within the City by approximately 350 units. It is highly likely that any future proposed development taking advantage of incentives will be subject to site-specific SEQRA.

D.4. Downtown Recommendations and Impacts (Corresponds with the recommendations of Chapter 5 of the Master Plan):

## D.4.a. Protect and enhance Downtown's historic scale and character. Promote compatibility in scale, density, design, and orientation between new and existing development. (Master Plan page 99)

Redevelopment and infill development should be designed to complement the existing scale of historic buildings in Downtown Glen Cove. Quality design should be utilized to keep the pedestrian-friendly nature of the streets, including consistent setbacks, upperstories that step back from the street, clear entrances facing streets, and building materials and design that echo historic qualities. A combination of zoning standards, design guidelines, and design review procedures should work in concert to raise the bar and help ensure that new development adds to the already handsome character of the community. (See Figure 11, Downtown Snapshots.)

#### Impact Discussion:

This recommendation will insure harmonious in-fill development and redevelopment. No adverse impacts are anticipated as a result of this recommendation.

#### D.4.b. Create a Downtown historic district. (Master Plan page 100)

With this designation, the proposed advisory Historic Review Board (as described in Chapter 3 Neighborhoods) would work to reinforce the consistent design image of the Downtown. But the proposed advisory Architectural Review Board should also be consulted. Situations arise where the question goes beyond historic design issues. For example, the questions could be, "How do you design parking lots and garages?".

#### Impact Discussion:

The creation of a historic review board to provide design review of changes to historic structures is consistent with several other recommendations intended to preserve the historic appearance of Glen Cove's landmark buildings. The creation of a Downtown historic district will not only provide protection for landmark buildings, but present design guidance for those wishing to design new buildings in the Downtown. The creation of the historic district will add an additional level of formal review to the development application process. The impacts associated with this are discussed in the context of the recommendation for an Architectural Review Board.

### D.4.c. Consolidate and revise Downtown zoning districts to more explicitly reinforce the character of the area. (Master Plan page 100)

Downtown Glen Cove can benefit from "form-based" zoning techniques which focuses more on the built form of buildings. While not appropriate in all contexts, form-based zoning works best in an area with a relatively uniform urban design and architectural character and where a mix of uses is desired. As such, further zoning decisions for

#### **DGEIS for the proposed Glen Cove Master Plan** D.4, Downtown Recommendations and Impacts

Downtown bulk standards should permit a minimum zero front yard setback and a maximum 10-foot front yard setback from the sidewalk. Only in cases where a development application is sufficiently able to provide a walkable and stimulating frontage / pedestrian environment should a setback nearing the maximum be permitted.

#### Impact Discussion:

The transition to a form-based zoning will tailor the dimensional qualities of the Downtown to a finer resolution than traditional zoning. This would give more opportunities for more interesting architectural forms throughout the Downtown. The recommendations regarding maximum setbacks, would reinforce the existing built environment and promote pedestrian access to new and in-fill sites. No adverse environmental impacts are anticipated as a result of this recommendation.

### D.4.d. Adopt design guidelines to supplement zoning standards. (Master Plan page 100)

While zoning can address key issues, more detailed design guidelines should be adopted to guide the actions of the proposed Architectural Review Board and proposed Historic Review Board (see Chapter 3 Neighborhoods). The guidelines prepared address many of these key issues and should, upon review and revisions as appropriate, be adopted to give them official standing. The revised zoning regulations and design guidelines should include helpful diagrams representing desirable development and building features. Landscaping, lighting, transparency regulations should be encompassed in the design guidelines.

#### Impact Discussion:

The recommendation to adopt design guidelines for the Downtown, dovetails with the recommendation for Architectural and Historic Design Review Boards.

The implementation of design guidelines provides developers with advance notice of the standards to which future developments will be held. This should help to streamline the process and reduce development costs by alerting developers of the quality, features, materials and design that will be acceptable within the Downtown. No adverse environmental impacts are anticipated as a result of this recommendation.

### D.4.e. Continue façade improvement program administered by the City's Community Development Agency (CDA). (Master Plan page 100)

The CDA currently administers a Downtown façade improvement program. The façade improvement program is an important step in the preservation of Downtown Glen Cove. However, typically the paperwork requirements and contracting requirements scare away many merchants. Another or supplemental approach would entail technical assistance, focusing on low-cost interventions that involve awnings, paint and new signage. These should be especially promoted in connection with any change of tenancy. (See the sidebar, which illustrates this approach in Corning, New York.)

#### Impact Discussion:

This recommendation to continue an ongoing program will result in no adverse environmental impacts.

### D.4.f. Enrich the mixed-use character of Downtown. Promote mixed-uses. (Master Plan page 102)

Mixed-use activities in Downtowns have the ability to generate activity during both the day and the night. The main reason Downtown Glen Cove feels deserted in the evening is due to the abundance of commercial and office development that provides activity only during peak weekday hours. Adding high-value residential uses in the area provides more shoppers and spending power for stores, more patrons for restaurants, and more people on the street to enhance both the vitality and safety of the area. The residential component should aim its appeal to young professionals and empty nesters.

#### Impact Discussion:

Residential uses are already permitted within the CBD by special permit at the highest permitted densities within the City. However, an applicant wishing to develop residential must build a pure residential structure, thereby introducing a usually sizable gap in the continuous retail environment. This dissuades shoppers from continuing to walk further down the street and presents an obstacle to the Downtown becoming a cohesive retail, service and entertainment environment. Further the requirement for "pure" residential structures incentivizes the conversion of the CBD toward a residential environment, which has economic and fiscal implications on the City.

The allowance of mixed-uses will allow property owners to capture the market benefits of residential units, while retaining the retail focus of the Downtown. Additionally, the addition of residential units will provide a wider market to support commercial uses in the Downtown.

Because, the peak times of traffic generation of retail, restaurant, and residential uses do not coincide, it is anticipated that the addition of residential uses to the Downtown will not significantly affect the amount of traffic throughout the Downtown. As long as the permissible residential density within the Downtown does not exceed that permitted currently by special permit, there should be no impacts from increased residential density associated with the authorization of mixed-uses. Any sizable Downtown mixeduse project will be subject to SEQRA and will need to consider the potential impacts on traffic, community services and other relevant areas on a site-specific basis.

### D.4.g. Require active uses on the ground floor (including restaurants and realtors). (Master Plan page 102)

The pedestrian experience is enhanced by uses that include display windows and bring customers to the area. Requiring these types of ground floor uses, as opposed to office or residential uses, helps enliven Downtown areas. Those uses that promote minimal street-level activity should be limited to upper floors.

#### Impact Discussion:

The impacts of limiting ground floor uses is described below in D.4.h. The additional recommendation for encouraging programs to increase interest in ground floor window interest are not anticipated to result in adverse environmental impacts.

#### D.4.h. Sidebar: Proposed Zoning Guidelines for Downtown

Require active ground floor uses for all buildings, as follows:

- o Retail
- o Entertainment
- o Municipal

As of right, upper floor uses should include:

- o Retail
- o Office
- o Entertainment
- o Municipal

Special permit, upper floor uses should include:

- o Lodging
- o Residential

o In both cases with parking management, unit size, and other requirements that assure that the development will be compatible with other master plan objectives for downtown, broadly defined. This includes elevators to assure that lodging and residential uses have a higher value than associated with walk-up apartments (note that the ten percent affordable housing set aside would still be mandated for housing.).

Prohibited uses should include:

- o Automotive
- o Drive-in
- o Industrial

Bulk and Dimensional Standards should include the following:

o Front yard setback within the downtown core at zero

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D.4, Downtown Recommendations and Impacts

- o Permit a 10-foot setback only if the setback is available as a public space
- o Consider additional height and / or densities at key intersections

#### Impact Discussion:

The recommendation to limit uses on ground floor spaces to retail, entertainment and municipal will promote more continuous visual interest to shoppers and users of the downtown. The omission of other uses from ground-floor spaces will allow existing non-conforming uses to continue, however with changes of use, or new construction these spaces must be brought into conformity. The Master Plan states that office space is a more profitable use of floor area in the downtown, so until this changes, there will be little incentive to change existing offices to conforming retail. There is a possibility, however, that the proposed recommendation will limit the profitability of groundfloor spaces. The economic impact of this recommendation must therefore be examined.

#### D.4.i. Promote outdoor dining. (Master Plan page 102)

Outdoor dining is currently permitted in Glen Cove. This practice should be promoted since sidewalk cafés contribute to Downtown's sense of place and safety, and provide an additional social draw. In reference to the front yard setback standards discussed above, an application for a restaurant with an outdoor café is a case in which allowance of an increased setback is appropriate. In addition, the City and its residents should support events that focus on outdoor dining (e.g., a progressive dinner, where diners go to a different Downtown restaurant for each course).

#### Impact Discussion:

As stated outdoor dining is currently permitted in the City of Glen Cove. The recommendation will require the City to consider what minimum sidewalk dimensions are necessary to free some of the public space for private dining use. The proposed recommendations are not likely to result in adverse impacts, but should result in positive social and economic impacts on the City.

### D.4.j. Rethink the permitted and special permit uses for more flexibility. (Master Plan page 103)

In order to promote Downtown as a vibrant new neighborhood, some uses that currently require special permits should be allowed by right, so long as they comply with the various design standards and review procedures. This includes food and grocery stores and restaurants (but not fast food or drive-through restaurants). The current special permit requirements for each of these uses serves as a detrimental disincentive to establish these types of uses.

#### Impact Discussion:

In practice, the special permit criteria applicable to the Downtown are somewhat generic and have to do with economic viability, parking, litter, and general need within the City.

The relief of these standards for customary Downtown uses is not anticipated to result in adverse environmental impacts.

#### D.4.k. Retain the special permit for residential rules. (Master Plan page 103)

Upper-story housing and senior housing should still be by special permit, but with clear indication of the situations where mixed-use with housing should not be allowed. The special permit process and tests should be clear, so that skeptics are reassured, but also so that investors are not intimidated by the currently unpredictable special permit process. These tests should address community concerns about affordability, parking impacts, etc. The design standards should be carefully conceived in terms of responding to the existing scale, design and density of buildings within Downtown. One concept includes a requirement that an elevator be provided, to promote higher value housing and avoid housing associated with building neglect by absentee landlords or overcrowding by transient tenants.

#### Impact Discussion:

This recommendation was discussed earlier in the context of allowing mixed-uses. It is envisioned that the special permit mechanism will afford the City with additional controls on the design and quality of mixed-uses. No adverse impacts are anticipated as a result of this recommendation.

### D.4.I. Retain the Commercial Service District along Glen Cove Avenue. (Master Plan page 103)

This area provides a variety of services – ranging from catering to lumber yard, and especially including auto repair and gas stations – which are valued by Glen Cove residents. These uses in fact bring people to the more pedestrian-oriented shops and restaurants in the Downtown core. Yet, a good portion of the corridor remains vacant, unattractive, congested, and underutilized. Thus, a balanced plan is suggested.

At the top of the hill, high-density housing is viewed as an appropriate measure to redevelop abandoned commercial properties on the east side of Glen Cove Avenue. High-density housing is considered appropriate here due to its prominent location at a gateway to the Downtown area, currently dominated by a Glen Cove Housing Authority project. A density of up to 50 units to the acre could be considered, contingent on significant public improvements, as well as pedestrian and view-minded design features. These include: a landscaped median for the roadway; on- and off-site landscaping improvements; reduced curb-cuts compared to the present condition; frontage buildings that align and relate to the front sidewalks, not only for design purposes but also to provide "eyes on the street" for an area considered by many to be characterized by loitering and illegal activities; and varied roof heights and setbacks to disguise the bulk of any buildings on the higher ground to the rear. Compliance with the City's obligation for 10 percent set-aside for affordable housing is also mandated, though this funding could be transferred to the City to improve the condition of the Glen Cove Housing Authority development across the street, or for affordable housing elsewhere. The intent is to create a handsome new gateway into the Downtown area.

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Moving down the hill toward the Downtown core, the expectation is that the area will continue to be a popular place to run errands that are more auto-oriented than shopping and dining in Downtown, with which it would complement rather than compete from a retailing point of view. Design guidelines should be employed, like those suggested in the Glen Cove Downtown Gateway Revitalization Plan, to create a more attractive streetscape. Assemblages along Glen Cove Avenue might be suitable as a location for the Glen Cove firehouse (as might the nearby Konica Site), should the Volunteer Fire Department ever wish to relocate from its present location in Pratt Memorial Park. The old firehouse could then be reused as a cultural center anchoring Downtown, or the park itself could reclaim the site.

Housing could also be allowed by special permit along Brewster Street / Glen Cove Avenue opposite Pratt Memorial Park, in connection with incentive zoning for further park improvements in this area. Note that commercial uses would still be allowed, and existing uses would be "grandfathered" (allowed to remain). The strategy for this area is evolutionary.

#### Impact Discussion:

The increase density discussed in this recommendation is currently being reviewed under application by the Livingston Development which is undergoing a site-specific SEQRA review. This EIS will provide a detailed look at the environmental impacts associated with the additional proposed density.

The recommendation to continue an auto-oriented commercial strip along the remainder of this corridor is consistent with existing zoning and land use policy and no significant adverse impacts are associated with its continuance.

#### D.4.m. Create an Entertainment/ Recreation District. (Master Plan page 105)

The area west of Brewster Street / Glen Cove Avenue and Morris Avenue, inclusive of the industrial area framed by Park Place, Morris Avenue, and the Glen Cove Creek is suited to entertainment and recreational uses, due to its pivotal location adjoining waterfront parks and development as well as Downtown, just off of the prime corner (affording maximum visibility and accessibility) represented by the intersection of Brewster Street / Glen Cove Avenue and Pratt Boulevard / Arterial Highway – the two main arterials serving Glen Cove. Potential entertainment uses include batting cages, theaters, bowling, etc. Existing industrial and commercial uses would remain legal, so it is expected that the entertainment and recreation uses will only be introduced

The combination of Pratt Memorial Park, this new entertainment/recreation zone, the terminus of Glen Cove Creek, and their connection to the center of Downtown with a vastly improved public space at Village Square would create a true Gateway focus and serve as the hub of activity for the City of Glen Cove and a catalyst for waterfront redevelopment.

incrementally due to the profitable use of most of the sites.

#### Impact Discussion:

The potential impacts of this recommendation have already been addressed.

### D.4.n. Create a concentration of building-related services, sales, and storage. (Master Plan page 105)

Whether gradual or abrupt, it is not the intention of this Master Plan that any industry or business be unnecessarily dislocated from Glen Cove. Indeed, the City should promote the existing industrial district along Sea Cliff Avenue at the south side of Glen Cove as a receiving site for these uses.

The City might also promote such uses on the Konica site, with added benefits. The Konica site is apparently highly polluted, which poses a financial and liability obstacle to its redevelopment for housing or park. The market for non-residential uses is weak; but then again, the Konica buildings are already suited to and in relatively good repair for small-scale industry, though obsolete for any large-scale industrial use. Many of the uses that might be relocated from the Glen Cove Creek waterfront (and even other areas peripheral to the Downtown core) include uses that serve the construction needs of the community: building materials, hardware, lumber, plumbers, plumbing supply, etc. These uses might be concentrated in one of the several large sheds included on the Konica site, providing opportunity for shared customers and enough synergy to attract even more customers. In time, the Konica building complex might gain further hybrids of sales and storage, and find a new life akin to an antique center but for grittier uses. This use would help with the strategy to enlarge the trade area for all of Downtown, especially if marketed in connection with Downtown's furnishing stores and eateries. It should not, however, be pursued to the detriment of park and housing plans for the greater part of the north side of Glen Cove Creek. It is essential that all and any such uses be low-impact in terms of traffic, noise, dust, etc.

#### Impact Discussion:

The redevelopment of the Konica site will be subject to SEQRA, probably including the preparation of a Draft Environmental Impact Statement. The ultimate use of the site will be guided by the level of contamination and cleanup on that site. The recommendation to use this site as a building service, sales and storage center would serve as an attempt to provide a centralized location for the concentration of the City's varied building contractors and sales businesses in a location with quick access to major arterials, rather than located throughout the City, often in residential areas. The recommendation to use the Konica site in this manner is not likely to result in significant adverse impacts, however, the manner in which this site is developed will need to be carefully reviewed under SEQRA.

### D.4.o. Designate a Transit Oriented Development (TOD) district along Glen Street / Cedar Swamp Road. (Master Plan page 106)

The Cedar Swamp Corridor Plan prepared by Urbitran Associates (a division of DMJM Harris / AECOM), lays out a number of sensible design, traffic, pedestrian, and use

improvements. (See the sidebar for an excerpt from this report.) The TOD district would encompass existing high-density housing on Glen Street between Town Path and the LIRR station just south of Elm Avenue; but particularly pick up the confluence of underutilized parcels and City-owned land between Glen Street and Pratt Boulevard. This locale could be reconsidered as a Planned Development District, whereby development on any one site must be carefully considered in terms of development (potential as well as imminent) on the adjoining sites, so as to create a coordinated and complementary district. The Planned Development District would, consistent with TOD principles, include a public plaza at the train station replete with service retail and cafes, higher density housing with minimal parking to promote sales and rentals to transit users, a priority on pedestrian amenities, and public uses, such as daycare well situated for the new residents as well as to LIRR commuters. As a further option (not illustrated in the sidebar on the prior page), existing Pascucci Park soccer field could be redesigned as a multi-purpose park, with the soccer field itself relocated to be part of the enlarged waterfront park system. (Refer to Chapter 6, Waterfront, Parks and Natural Resources.)

#### Impact Discussion:

This recommendation would increase the density in this area in order to encourage transit use, redevelop a deteriorating area, and to provide development interest in the area of the Orchard Neighborhood. The impacts of adding density in this area are discussed in D.2.i.

### D.4.p. Create an "arts and entertainment" district. Retain and strengthen calendar of events. (Master Plan page 106)

The Downtown Business Improvement District (BID) and Chamber of Commerce have already established an impressive list of events and programs. The organizations should continue to sponsor and encourage arts and entertainment related events. As additional ideas to explore: The regular schedule of festivals could be supplemented with monthly Saturday or Sunday farmers' market (as with many communities), Little League parades (as done in Park Slope, Brooklyn), music festivals (as done in Riverhead, NY), a bride and brides maid parade (as done in Brisbane, VA), a multicultural food, and arts festival (as done in Port Chester, New York). Those events that need a great deal of space (e.g., concerts) would be best scheduled on the waterfront, in connection with joint marketing with Downtown restaurants. One event that may attract residents and surrounding community residents is an outdoor movie festival on the waterfront that shows movies which were filmed in Glen Cove (e.g., North by Northwest). Such events would appeal to multiple demographics, and would introduce (and reintroduce) Downtown to its potential patrons.

#### Impact Discussion:

Festivals, music, culture, arts and entertainment are traditional to Cities. This recommendation is not likely to result in significant adverse environmental impacts.

## D.4.q. Leverage the current and expanded roster of programs and events to further define Downtown Glen Cove as an "arts an entertainment" attraction. (Master Plan page 108)

With the right mix of stores, services, and venues, the potential exists to create an arts and entertainment niche and attract local and regional patrons. There also is the potential to attract more, complimentary businesses and venues as Glen Cove gains a reputation as a cultural destination. An impressive 76 percent of surveyed residents go to the movies in Downtown Glen Cove: the area is poised to leverage this special asset. Other towns may have dinner options, but not dinner and a movie, or an upscale bar with a music venue, or a special waterfront event with box lunch. The objective is to provide options for residents as well as attract young professions in Glen Cove and throughout the North Shore . Impact Discussion:

#### Impact Discussion:

Creating an arts and entertainment niche in the City of Glen Cove could result in positive economic impacts to the Downtown. It is not anticipated that focusing the uses in the Downtown toward arts, entertainment and cultural uses will result in adverse environmental impacts.

### D.4.r. Employ a public/private Arts and Entertainment Coordinator. (Master Plan page 108)

There must be a deliberate effort to attract, create and support arts and entertainment related resources and venues. The City could hire an events or program coordinator to work with the Business Improvement District (BID) and / or Chamber of Commerce members. The Coordinator could work with the City, BID and Chamber to augment that marketing. As examples: a monthly cultural calendar could be published; the coordinator could not only organize Saturday evening events but also the cross-marketing for the participating stores and venues.

#### Impact Discussion:

This proposed recommendation to hire an event coordinator is not likely to result in significant adverse environmental impacts.

### D.4.s. Ensure the long-term success of an important City resource: the local movie theater. (Master Plan page 109)

The City, Planning Board and Zoning Board should provide full zoning support, potentially including, but not limited to, tax incentives tied to the theater's renovation and the Transfer Development Rights Zoning Incentives (as successfully done in connection with Midtown Manhattan's theaters). Many communities throughout the New York metropolitan area have excellent arts-related zoning tools. For example, Pleasantville, NY has a great model in terms of community support for a private renovation of a small theater as an "arts center". Similar support was created for the Millerton and Rhinebeck,

NY, movie theaters. The National Trust for Historic Preservation is an excellent resource for nationwide examples.

#### Impact Discussion:

The preservation of Glen Cove's movie theater itself would not result in significant adverse environmental impacts. Permitting a transfer of development rights or other incentives has the potential to result in increased residential or commercial density, which could result in environmental impacts. The Movie Theater has applied to the Planning Board for additional stories to be used for office, although the construction of these floors posed a difficulty. If TDR or density incentives beyond those achievable through the demolition of the theater under current zoning are proposed in the future, such incentives would be subject to SEQRA. If the implementation of this recommendation does not propose densities in excess of those achievable through demolition of the theater, no adverse environmental impacts are anticipated.

#### D.4.t. Utilize a Downtown logo and banners. (Master Plan page 109)

Once the arts and entertainment niche becomes more pronounced, it should be part and parcel of Glen Cove marketing and promotions. A banner across Glen Cove Road could announce the latest events. The logo could be adjusted to illuminated materials as well as on any streetscaping elements (banners, trash cans, benches etc.). In addition, signage promoting special events as well as Downtown in general would be appropriate at gateways.

#### Impact Discussion:

This recommendation is not anticipated to result in significant adverse environmental impacts.

### D.4.u. Promote artist (and other types of) live/work space. (Master Plan page 109)

Downtown live /work space has become a popular way to preserve the use of historic buildings and add vitality to Downtowns. While live /work space is commonly associated with artists, such a use is not limited to artists, and can include retailers, small office workers or other service providers. The City should consider including live /work space as a permitted use within the Downtown area. There is an opportunity to create non-traditional office space and attract independent workers, such as graphic designers, to work, and potentially live, in Glen Cove. This work population would add support to existing and new retail and services in Downtown.

#### Impact Discussion:

The impacts associated with this recommendation are essentially identical to those associated with the recommendation for mixed uses. Essentially, so long as the density permitted under the existing residential special permit is not exceeded, significant adverse environmental impacts are not anticipated.

## D.4.v. Enhance walkability and amenities. Enhance streetscaping and landscaping. (Master Plan page 109)

Overall streetscape conditions and general upkeep are among the most pressing obvious problem with the physical character of Downtown. Many streets are barren and absent of character. The foliage, repetition of street furniture, and sidewalk conditions are fair in most areas and poor in some, even though the width of most sidewalks allows for additional street trees and street furniture. Many residents further commented that the introduction of a more coherent design theme in Downtown and at key gateways would greatly improve those areas. Coordinated benches, trash containers, seating areas, landscaping and trees should be provided on all sidewalks and other public areas in Downtown. Alleyways leading from public garages should be enhanced as much as possible to provide a feeling of safety and to improve the pedestrian experience (as has been done in Garden City, for example). These improvements would vastly improve the enjoyment of Downtown, as well as its image.

### Impact Discussion:

The provision of pedestrian amenities and aesthetic improvements has the potential to increase the "walkability" of Downtown. This has the potential to result in persons visiting the Downtown, to further use the Downtown for other purposes, resulting in a decrease in vehicular trips. No significant adverse environmental impacts are anticipated as a result of this recommendation.

### D.4.w. Make Downtown lighting a priority. (Master Plan page 110)

If there is going to be a deliberate effort to attract upscale residential use and arts and entertainment-related uses, then lighting is key to safety and pleasure. This, of course, includes pedestrian-oriented lighting. But ambient lighting is as important as street /sidewalk lighting.

Ambient lighting includes night lighting of historic buildings like City Hall as well as lighting from stores. Solid roll-down gates should be prohibited; large plate glass windows unobstructed by signs and merchandise should be promoted if not required. Strung lighting for outdoor dining should also be allowed, and decorative lighting should be promoted for the winter months. Ambient lighting combined with pedestrian-oriented lighting brightens the sidewalks in comparison to the streets. The relative proportion of light is an important as the absolute amount; if the streets are brighter, then the sidewalks will seem darker and less inviting.

The lighting effort would also help address the perception that Downtown is not safe at night. Although crime statistics suggest that this is not really true, enhanced lighting coupled with police presence should be centered in the vicinity of the Downtown parking garages and within the alleyways that connect the parking garage to Glen Street and School Street.

The increased lighting of Downtown has the potential to result in impacts to the nighttime sky. However, the Downtown area of the City already has significantly deteriorated nighttime sky views. Requirements for shielded fixtures on non-public and non-historic buildings as well as on streets and buildings outside of the Downtown will help to review further bleeding of light into the nighttime sky. The increase in ambient lighting will offset the need for street lighting as suggested in the recommendation. Therefore, with the requirement for shielding of lights elsewhere, no significant adverse environmental impacts are anticipated as a result of this recommendation.

## D.4.x. Encourage merchants to stay open during the evening. (Master Plan page 110)

The prior recommendations for arts and entertainment, special events, outdoor dining and adding lighting would add to the feeling of safety and pedestrian activity in Downtown. This would make it more practical for merchants to garner business while staying open later, especially on weekend evenings. Conversely, merchants staying open later would add to the sense of a Downtown event and destination, and give people more reason to be in Downtown. Merchants should especially be encouraged to stay open during special events. The BID should consider a pilot program one night each week to encourage stores to stay open late.

### Impact Discussion:

There are currently no limitations on the hours of operation of businesses in the Downtown. Therefore, no significant adverse environmental impact is anticipated as a result of this recommendation.

## D.4.y. Enhance the number and quality of Downtown gathering/sitting areas. (Master Plan page 111)

The public indicated that the two most popular gathering spots in Downtown are the Starbuck's and the movie theater. Potential redevelopment proposed on the adjacent Staples site (as once rumored and likely inevitable) and at Village Square (as under consideration) offer outstanding opportunities to introduce new connections, active and attractive public gathering spaces, and a wider mix of uses in Downtown. Both sites should include access roads and / or pedestrian pathways from School Street to Brewster Street, echoing of the original grid of Downtown. Similar features should be incorporated where possible as part of any streetscape or redevelopment projects.

### Impact Discussion:

Public gathering spaces is a traditional use of City Downtowns. Requiring that these type of spaces be provided with redevelopment projects is not anticipated to result in significant adverse environmental impacts. The proposed redevelopment projects themselves will be required to comply with site-specific SEQRA.

## D.4.z. Pursue pedestrian-friendly design throughout Downtown. (Master Plan page 111)

The City should consider pedestrian safety and the overall pedestrian experience in all infrastructure and development projects in Downtown, including adequate sidewalks, benches, and safe crossings. Successful traffic-calming efforts have included colored or bricked crosswalks that serve as a sign for drivers to slow down and yield to pedestrians; as well as bump-outs (aka neckdowns) for safer pedestrian crossing of Downtown streets. The critical Glen Street / School Street intersection should be revisited with pedestrians – as opposed to traffic flow – foremost. (This is especially important in connection with any Village Square project.) The addition of new curb cuts in areas of heavy pedestrian traffic has a significant negative impact on walkability and should be limited, and even removed when possible. Infill or redevelopment sites should be designed to the highest quality pedestrian-friendly design standards.

### Impact Discussion:

The focus on pedestrian amenities and traffic calming through the Downtown is intended to increase safety for users of the Downtown, thereby resulting in increased Downtown usage. The Downtown is currently designed around a number of centralized parking areas/structures, with on-street parking available along all roads. By prioritizing pedestrian traffic, the Downtown will better operate as a commercial center, with increased visitation of multiple locations. Because there are major arterials paralleling School Street and Glen Street, and because these arterials are designed to maximize vehicular traffic flow, the increased priority of pedestrian flow through the Downtown is not likely to result in significant increases in traffic delays through the area.

### Impact Discussion:

The impacts of improving pedestrian safety within the Downtown have already been discussed.

## D.4.aa. Support the business community's revitalization efforts. Continue to coordinate with and bolster the work of the Business Improvement District (BID), so as to promote Downtown activities and events. (Master Plan page 111)

The BID's District Management Association is a not-for-profit corporation whose mission is to work towards meeting the needs of local businesses in the continued effort to revitalize Glen Cove's Downtown. The BID is making efforts to create an attractive Downtown environment so that businesses, residents and visitors are attracted to the area. It might further engage in tenant recruitment, taking advantage of the "new news" represented by the two Avalon developments and the Glen Cove Creek waterfront projects.

### Impact Discussion:

The recommendation to continue coordinating with the Downtown BID will not result in adverse environmental impacts.

## D.4.bb. Encourage particular uses and recruit tenants that complement the arts and entertainment niche. (Master Plan page 112)

Particular recruitment priorities include cafés with live music, an upscale wine (with sangria) bar, stores that can also act as galleries after closing time (e.g., home design), and stores that are associated with entertainment / special events (e.g., wedding store). Area theater groups could perform in stores or historic buildings. The City could administer special tax incentives that would potentially benefit artists and arts enterprises that locate in the Downtown area.

### Impact Discussion:

The impacts of pursuing an entertainment focus within the Downtown has already been discussed.

## D.4.cc. Build on Glen Cove's existing mix of restaurants with an ethnic restaurant niche. (Master Plan page 112)

Glen Cove has a reputation for its collection of restaurants. The City should promote Downtown ethnic dining representative of Glen Cove's diverse population. A small base of ethnic businesses has emerged on Glen Street. Downtown could even be promoted as the North Shore's melting pot of cultures, celebrating Glen Cove's long tradition as a home for immigrants.

### Impact Discussion:

The encouragement of ethnic eateries is consistent with the previous recommendation to focus the Downtown on entertainment uses. This recommendation is not anticipated to result in adverse environmental impacts.

## D.4.dd. Consider the promotion of a Downtown furniture/home décor niche. (Master Plan page 112)

Safavieh Home Furnishings moved into the former 45,000 square-foot Swezey's Department Store in 2005. The reputation and presence of a recognizable name may draw businesses that offer the same item, or complimentary items in effort to draw spin-off customers. Thus, a potential exists to attract any number of businesses within the furniture, interior design, hardware, home décor, lighting, framing and art gallery sectors. A monthly, outdoor antique market (as done in Kingston, New York) might also help promote this niche. These stores would satisfy residents' shopping needs, but more significantly support local restaurants and complement Downtown's arts and entertainment identity.

### Impact Discussion:

Retail stores are already permitted within the Downtown. Actively marketing to home improvement stores is not anticipated to result in adverse environmental impacts.

## D.4.ee. Attempt to draw neighborhood and convenience retail. (Master Plan page 113)

As discussed, residential development is the catalyst for the emergence of new retail stores in Downtown, particularly quality neighborhood and convenience retail. The current restrictions on convenience retail and service uses, including the requirement to demonstrate financial viability, should be deleted from the zoning standards.

### Impact Discussion:

The recommendation to permit convenience retail uses runs contrary to focusing the Downtown niche on entertainment and home improvement type uses. The implementation of this recommendation must be sensitive to balancing these recommendations. Removal of the special permit requirement to demonstrate financial viability is not likely to result in significant adverse environmental impacts.

## D.4.ff. Continue to promote small and locally owned businesses. (Master Plan page 113)

The City, the BID and the Chamber of Commerce should continue to encourage local start-up businesses. Downtown's reasonable rents can accommodate many of these businesses.

### Impact Discussion:

The recommendation to continue encouraging start up businesses is not likely to result in adverse environmental impacts.

## D.4.gg. Address perceived and actual parking problems. Modernize Downtown's parking requirements. (Master Plan page 113)

The City should provide flexibility with regard to the number of parking spaces required in the City Code for new development to standards more in line with its mixed-use development pattern. This could include lowering parking requirements. The Downtown Gateway Revitalization Plan indicates that approximately 4,500 parking spaces would be required in the Downtown core utilizing a strict application of parking requirements in the current City Code, but that only 62 percent of the nearly 2,000 parking spaces are occupied on a typical weekday. It is clear that Downtown's parking requirements can be revisited.

### Impact Discussion:

Based on the above-cited study, it appears that the existing parking requirements are overly onerous in the Downtown environment. Reduction in parking requirements could result in decreased impervious coverage<sup>29</sup>, and additional commercial interest in

<sup>&</sup>lt;sup>29</sup> Impervious Coverage – is the area covered by surfaces through which water cannot pass.

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Downtown. Further, it would encourage more efficient use of the existing garages, currently an underutilized resource. It is unlikely that adverse environmental impacts would result from a reasonable reduction of off-street parking requirements based on Urbitran's study.

## D.4.hh. Reevaluate the management of on-street parking resources. (Master Plan page 113)

One approach is to provide short-term parking in front of uses with high turnover, such as post-offices or banks; medium-term parking for the rest of the on-street spaces and in the most convenient portions of off-street lots; and long-term parking elsewhere in the off-street parking lots, as well as in the parking garages. As such, shoppers intent on longer periods of shopping will park in the appropriate spots, but shoppers wanting to undertake a quick trip into a store may do so as well.

### Impact Discussion:

Time managing Glen Cove's public parking resources will help to increase commerce within the Downtown. Additionally, the operation of shared parking resources should function better.

### D.4.ii. Demand high quality design for parking areas. (Master Plan page 113)

Nothing can diminish the vitality of an area like the blank wall of a parking garage or a sea of surface parking along a busy street. Design standards should be drafted that limit the impact of parking by locating it away from major street edges, providing landscaping within and on the edge of surface lots, and requiring parking structures fronting Glen Street and School Street to include ground floor retail. In addition, incentives should be considered for encouraging the provision of underground or otherwise low visibility structured parking.

### Impact Discussion:

The provision of design standards for private parking lots was already discussed. Providing incentives for structured parking has the potential to increase the commercial operation of the Downtown as a unit. Incentives for structured parking will not exceed the 45 units per acre discussed previously in section D.2.i and therefore it is unlikely that impacts from added density will be experienced.

### D.4.jj. Promote shared parking for multiple uses. (Master Plan page 114)

The majority of Downtown's parking spaces are utilized during the day by commercial and office uses. In the event residential development increases Downtown, shared parking could be utilized to partially reduce the need for new parking spaces. This approach could also be used in connection with "grandfathering" parking requirements for pre-existing non-conforming uses. As an immediate action to free up shared parking opportunities, the City should consider terminating the lease agreement with Lexus at a convenient and appropriate time so that those working, living in, and visiting the Downtown can utilize these parking spaces.

Shared parking<sup>30</sup> is already permitted by the existing Zoning code. Promoting use of this policy is not likely to result in significant environmental impacts as long as it is reasonably applied by the Planning Board on a site-by-site basis.

## D.4.kk. Carry out "payment in lieu of parking" (PILOP) and shared parking regulations for new development. (Master Plan page 114)

Under a PILOP, developers contribute funds to the municipality for the development and maintenance of parking in exchange for shifting required parking spaces to another location.

A PILOP would most preferably apply to infill development where the size of a site precludes the ability to viably construct off-street parking. The PILOP program should manage these parking funds, and build additional parking on the site of existing parking lots and garages when the need arises. When the time comes to redevelop these parking facilities, there should be consideration for mixed-use opportunities, including rooftop or penthouse residential, taking advantage of the views to the waterfront.

The PILOP could also be directed to streetscape and pedestrian improvements. Parking, studies have found, is ideally placed within sight of the destination's entry, but can be as much as 1,000 feet away if the walk is pleasant and safe. This points out how the pedestrian environment's quality bears on parking.

### Impact Discussion:

The institution of a PILOP program would further benefit the economic development by concentrating parking and increasing usage of the Downtown as a destination. As previously stated, existing parking requirements have proven to be onerous, and the ability to reduce parking requirements through payment would relieve developers of an obstacle to good design, while serving the ultimate purpose of providing off-street parking.

### D.4.II. Maintain minimum parking requirements. (Master Plan page 114)

As a partial exception to the general policy allowing PILOPs, residential uses within the Downtown should continue to include on-site parking, with a reduction of the required minimum on-site parking to one space per residential unit. Non-residential uses should adhere to a shared parking ratio of one space per 500 square feet of space.

<sup>&</sup>lt;sup>30</sup> Shared parking is a provision of the zoning where multiple uses on the same lot or in the same area that demand peak parking at different times may provide less parking than is required for each individual use.

The impacts of PILOPs and shared parking were previously discussed. The termination of the lease agreement with Lexus could result in economic impacts to that entity. The implementation of this particular recommendation must be assessed against the requirements of SEQRA as applicable. It is not anticipated that this particular recommendation could have any cumulative impacts that must be considered in the scope of a DGEIS.

## D.4.mm. Improve connections to the rest of Glen Cove. Attend to Downtown's gateways and sense of arrival. (Master Plan page 115)

One of the most striking observations upon entering Downtown is that Glen Cove has a limited sense of identity and arrival. Whether coming by car or foot, there is no clear identification letting a visitor that one has entered a new municipality or a district that is different from the surrounding arterial highways and corresponding development. The

idea of the gateway is nonexistent as a physically planned component of Glen Cove, the Downtown core, or the waterfront. Some simple solutions for addressing this problem involve streetscape improvements and signage identifying the boundaries of Downtown (as well as Glen Cove and the waterfront).

### Impact Discussion:

Providing visual cues to Glen Cove's gateways is not anticipated to result in significant adverse environmental impacts.

## D.4.nn. Provide strong connections between Downtown, Pratt Park and the waterfront. (Master Plan page 115)

This will connect Downtown restaurants and housing to existing and future waterfront amenities; and make it easier for others enjoying those amenities and the future residents in the waterfront area to frequent downtown.

The City should assure that future waterfront development addresses safe pedestrian connections to Pratt Memorial Park from Downtown (specifically at the new pedestrian path proposed in connection with the potential Village Square Project), and from there on to the rest of the waterfront (the latter topic is addressed in the Chapter 6, Waterfront, Parks and Natural Resources). A pedestrian bridge would seem ideal, but is very expensive and experience elsewhere indicates that they are much ballyhooed but not commensurately used. Instead, the crossing from Village Square to Pratt Memorial Park should be considered in terms of maximizing at-grade pedestrian convenience. Its impact would likely be to redirect some traffic along School Street, as an alternative way to get to Glen Cove Road and points south and east. While bad for traffic, this may in fact be good for the patronage of Downtown businesses, as it would restore the visibility the Downtown core once enjoyed before ponds were filled in to create bypass arterials (Brewster Street, Glen Cove Road, and Pratt Boulevard).

This recommendation could be implemented with a simple crosswalk as directed. The timing of traffic may need to be developed upon construction of the waterfront development. If proper traffic calming measures are implemented on School Street as recommended, it is unlikely that significant bypass traffic onto School Street would result. It is not anticipated that this recommendation will result in significant environmental impacts. However, this recommendation will need to be considered and reviewed on a site-specific basis at such time as an application for Village Square redevelopment is received.

### D.4.oo. Enhance gateway corridors and arrival points. (Master Plan page 115)

Continue streetscape, other design improvements and promotional / directional signage along major corridors in and out of Downtown to enhance its identity and help create a true sense of arrival. Public feedback particularly calls for the greening of gateway areas leading into Downtown. In addition, the City should consider including residential development or mixed-use development as a permitted use to enhance these gateways and provide a transition from Downtown. (These are discussed in connection with the waterfront; see Chapter 6 Waterfront, Parks and Natural Resources).

### Impact Discussion:

These recommendations were already assessed elsewhere in this DGEIS.

## D.4.pp. Provide a Downtown jitney or extend the service and hours of the Loop Bus. (Master Plan page 116)

As the amount of Downtown housing grows, the City should promote a Downtown jitney connecting Downtown to the existing train stations and prospective ferry terminal, as well as waterfront parks and amenities (existing and proposed). This might be as simple as requiring an extra Downtown stop in connection with a jitney to the train station carried out in connection with the proposed redevelopment of the Glen Cove waterfront. Other alternatives include its operation by the MTA / LIRR (much as New Jersey Transit operates in Maplewood), County (as done in Westchester), or as a public / private partnership (as explored by the Town of Southampton). An additional option may be to extend the service and hours of the Loop Bus currently operated by the City.

### Impact Discussion:

The impacts of extending the Loop Bus have already been considered.

## D.5. Waterfront, Parks and Natural Resources Recommendations and Impacts (Corresponds with the recommendations of Chapter 6 of the Master Plan):

## D.5.a. Protect natural resources and environmental features, throughout Glen Cove. Ensure environmentally sensitive development, through environmentally minded programs and reformed zoning regulations. (Master Plan page 130)

Although there are a number of State and Federal programs that protect and improve portions of natural resources (e.g., the Superfund investment along the waterfront), most programs are reactive and do not comprehensively protect resources. The City should adopt best management practices in order to protect water quality through stormwater management and on-site water retention. Regulatory and programmatic tools can protect the environment, fulfill the goals put forward in the Hempstead Harbor Management Plan, and also help reinforce Glen Cove's identity based on its natural beauty and Gold Coast image.

### Impact Discussion:

Additional stormwater management regulations are intended to have a positive impact on both local and regional water resources and are not likely to have any negative impacts.

### D.5.b. Enact a steep slope zoning ordinance. (Master Plan page 130)

Steep slope zoning regulations reduce runoff, soil loss, and erosion on sensitive slopes, by limiting the impacts of development on steep slopes and sensitive lands. The varied terrain in parts of Glen Cove, such as the different elevations along Glen Cove Avenue, require revised standards for building on slopes. Construction on steep slopes greater than 15 percent and less than 25 percent should be minimized, and construction on slopes 25 percent or greater should be limited. Using Morristown, New Jersey's regulations as a model: all development and redevelopment activities, including soil disturbances, are illegal without approval under this ordinance unless they are on slopes of less than 15 percent. No slope greater than 15 percent may be disturbed without proving that erosion, disturbance, and runoff have been addressed, and only specific percentages of these slopes may be disturbed. This approach would provide a framework within which homes can be built on sloped sites without adversely impacting neighbors and the environment.

### Impact Discussion:

Steep slope regulations are likely to reduce the amount development in areas of the City that contain steep slopes as well as reduce environmental impacts due to erosion and soil loss. No negative impacts are likely to result from such regulations.

### D.5.c. Support open space preservation regulations (Master Plan page 131)

The zoning ordinance should be revised to include a Park Preserve District that would protect and enhance lands set aside for public open space and public parks.

Park Preservation is not only important for the City's recreation needs but due to the majority of Glen Cove's parks location along the waterfront, parks also serve as an important buffer between uplands and the City's important water resources. The creation of a Park Preservation District is not likely to have adverse environmental impacts.

### D.5.d. Require greening of parking lots. (Master Plan page 131)

Many parking lots consist of impervious surfaces; meaning that rainwater cannot be absorbed back into the ground and instead runs off the lot surface into the sewers, further straining existing infrastructure. The revised zoning should include design guidelines for off-street parking lots with landscaping solutions that can reduce this runoff. Zoning regulations and design guidelines should require perimeter landscaping as well as street tree planting along the adjacent sidewalks. Additional regulations should include a required number of trees in planting islands. Like other landscaping initiatives, tree planting would improve environmental health and provide visual resources.

### Impact Discussion:

The addition of landscaping requirements in parking lots will have a number of positive environmental and aesthetic benefits as discussed above. Any regulations requiring landscaping, should require the ongoing maintenance of plantings as a condition of approval to mitigate any possibilities of deterioration over time.

## D.5.e. Promote natural vegetation, swales, rain gardens, and similarly environmentally conscious landscape practices. (Master Plan page 131)

The zoning ordinance should be revised to require such practices in connection with industrial, commercial and multifamily development (i.e., exempting single-family and two-family homes). Natural vegetation is especially important, as it requires less watering and pesticides for its care.

### Impact Discussion:

The addition of zoning requirements for more aesthetically pleasing and environmentally responsible stormwater management facilities in addition to DEC regulations is likely to have a positive impact on the surrounding area. However, it will be important to identify who will be responsible for maintenance of all infrastructure during the site or subdivision plan review process to ensure proper upkeep.

## D.5.f. Promote green roofs in connection with new industrial, commercial and multifamily development. (Master Plan page 131)

The City could encourage the installation of green roofs through a new incentive program, employing municipal, State, and / or Federal funding. A green roof partially or completely covers a building roof with plants. It can be a tended roof garden or a more

D.5. Waterfront, Parks and Natural Resources Recommendations and Impacts

self-maintaining ecology. Similar to swales and tree pits, green roofs can reduce the volume of runoff by absorbing or storing water, in addition to cooling the air. Through a grant, the City could potentially develop a pilot program starting with public buildings. Although it is an expensive endeavor (the expected cost for each is \$100,000 for design and \$1.3 million for construction and equipment) the citywide benefit could be significant.

### Impact Discussion:

Green roof technologies are environmentally friendly in that they increase the absorption of greenhouse gases, reduce the volume of stormwater runoff and erosion, and insulate rooftops in the summer. If the recommendation were to require green roofs, potential economic impacts could result, however the recommendation is to take advantage of existing funding sources to implement green roofs where possible. This recommendation is not anticipated to result in adverse environmental impacts.

## D.5.g. Continue to secure environmental protection and cleanup funding. (Master Plan page 132)

Based on past successes and Glen Cove's status as a U.S. Environmental Protection Agency (EPA) "Showcase Community" (see the sidebar on the next page), the City, in partnership with County, State and Federal agencies, should continue its proactive strategy to clean up and improve Glen Cove's brownfields with appropriate development. Incentive zoning should be considered for brownfield sites, such as allowing bulk, density and site plan flexibility to offset costs of remediation to allow viable development. The City should continue to leverage the EPA Brownfield programs and grants to secure additional programmatic and financial support.

### Impact Discussion:

The cleaning and remediation of brownfield<sup>31</sup> sites has proven to be and is likely to continue to be beneficial to the environment. Coordination with the EPA and other appropriate agencies should be maintained with this program. This program may lead to additional or more intense development on sites than is currently permitted under the zoning code. As with the waterfront, any incentive zoning programs to encourage cleanup should be weighed under SEQRA against the public benefits when a site specific environmental impact statement is prepared.

The recommendation for a brownfield overlay zone would take into account a number of factors, including, development costs and incentives to potentially increase bulk and density on brownfield sites to compensate for such increased costs. The number of particular sites and the specifics of such zoning need to be further analyzed. Potential adverse environmental impacts arising from the brownfield overlay zone, including,

<sup>&</sup>lt;sup>31</sup> A brownfield is a site that has previously been used for commercial or industrial operations and is currently vacant or underutilized. Brownfields often have contamination from prior use.

feasible alternatives, however, would be assessed at the time that the brownfield overlay zone is applied to a particular site.

### D.5.h. Leverage green investment. (Master Plan page 132)

Glen Cove's array of natural resources and socio-economic diversity could attract sustainability and / or green building initiative funding now being made available by venture capitalists, foundations, and State and Federal government. For example, some foundations are interested in sustainable building practices, environmental stewardship, sound land-use policy, and advance environmental conservation by awarding planning grants for sustainable design. Investment and grants are also available to help conserve energy, reduce greenhouse gas emissions, and attract and create jobs, which in turn could attract more investment. If renewable energies and energy reduction strategies are employed, investment for improving and maintaining infrastructure may be available for Glen Cove. Attracting and receiving green investment could also be used as a way to attract companies to Glen Cove.

### Impact Discussion:

Impacts of a successful marketing strategy based on the City's assets and focused on green development are likely to include increased development pressure. It is likely that the green industry would seek to reuse brownfield sites, especially given the City's dwindling supply of vacant commercial properties. The focus on sustainable environmentally responsible development, consistent with the recommendations of the Plan, could have an overall positive impact on the City which will include increased jobs, tax revenue and revitalization of Downtown Glen Cove.

## D.5.i. Coordinate infrastructure improvements and natural resources protection. (Master Plan page 134)

When road construction was done near Pratt Memorial Park, many trees were affected by the project. Roadwork has potentially hurt wildlife habitat and removed trees. When infrastructure improvements are made in Glen Cove, natural resources should not be negatively impacted. For example, trees and landscaping should be replaced. Roadway work for potential new pedestrian and bicycle paths should also be coordinated with natural resource and landscaping improvements.

### Impact Discussion:

Saving and or replacing of trees and other landscaping in coordination with road work or other public works projects is not likely to have negative environmental impacts.

## D.5.j. Encourage cooperation among private sector, non-profit institutions and government to support and promote the environment. (Master Plan page 134)

Given the broad array of natural resources and the diverse natural environment, there are many opportunities for creative collaboration with local schools, foundations, and environmentally related organizations. For example, targeted private development

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opportunities in Glen Cove (e.g., the north side of Glen Cove Creek) need to be leveraged to secure funding to improve and maintain existing open spaces, such as the adjacent preserve and / or nearby parks. The City should also promote its natural resources to local and regional institutions, such as the Cold Spring Harbor Laboratory, to create synergy and an exchange of programs and perhaps joint funding. The Long Island Heritage Trail is another opportunity to connect with nearby institutions and natural environment destinations to attract more people to Glen Cove.

### Impact Discussion:

These programs can result in increased economic development and resource preservation for the City and, with the benefit of private sector and non-profit collaboration, are not likely to require large amounts of municipal funding. Significant adverse environmental impacts are unlikely as a result of this strategy.

### D.5.k. Launch a Green Community Campaign. (Master Plan page 134)

Glen Cove has a legitimate claim to being "green": Glen Cove's great quality of life is in large part due to its publicly accessible natural resources. The City is committed to improving Glen Cove's natural amenities, and also recognizes that the parks and waterfront location can serve many purposes: the parks and waterfront have recreational and aesthetic qualities, but also can be utilized to preserve and improve environmental quality. The City should leverage its green resources and create a "green community" public relations campaign that would permeate all programs and affect all initiatives, including new development. (See the sidebar.)

The Green Campaign would entail an inter-agency action plan that would also involve stewardship programs and volunteer programs. The Glen Cove Beautification Commission would, for instance, be a key player (see the sidebar). Many communities in the New York Metropolitan Area – and across the country – are launching different types of green initiatives and campaigns. A notable example is New Paltz, New York, which has set about to install solar panels on the roof of community centers, and which has developed academic programs focusing on environmental protection.

Glen Cove's Green Campaign could simply package and promote existing and planned initiatives, such as improved pedestrian environment and environmentally-conscious codes. (Respectively, see Chapter 4, Connections, and Chapter 3, Neighborhoods.) The following are additional initiatives to consider:

- City purchase of energy-efficient motor vehicles
- Preferred parking and / or reduced parking fees for carpools or low emission vehicles
- A "Pay-As-You-Throw" program that provides monetary incentives to recycle and compost
- A "Freecycling" program providing a place for residents to drop off or pick up used items

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• A requirement that new housing units meet New York Energy Star Labeled Homes criteria

• Public education with regard to "green" lawn care, gardening and household cleaning

- City purchase of recycled products, from office supplies to plastic park benches
- Environmentally preferred purchasing co-op, allowing bulk purchases.

### Impact Discussion:

Green Initiatives and Green Community Campaigns are not likely to have negative environmental impacts.

## D.5.I. Maximize use of existing open space and recreational resources. Support year-round, family-friendly recreation. (Master Plan page 135)

Many of Glen Cove's open spaces are underutilized in the winter. Temporary and permanent uses should be considered to encourage residents and visitors to use the parks during all seasons. For example, a temporary ice-skating facility and / or permanent indoor recreation center could be provided on the Glen Cove Creek waterfront, near Downtown. Morgan Memorial Park is an excellent location for Gold Coast-themed children's and family programs for Glen Cove residents as well as visitors from other North Shore communities.

### Impact Discussion:

The addition of winter recreational uses to the City's current recreational program catalog would not likely result in negative impacts. As with any other construction project, any plans to expand facilities would be required to assess site-specific impacts under SEQRA.

### D.5.m. Promote active programming of open space. (Master Plan page 136)

A number of parks, such as Morgan Memorial, have active programming that promotes more use and builds constituencies for park maintenance and improvement.

Existing and new Glen Cove Creek parks near Downtown should especially be targeted mindful of their central location, and how park activities can bring people to Downtown and promote economic activity. Since the parkspace on the north side of Glen Cove Creek will be adjacent to and designed to complement high-density housing, park programming would also counter any assumption that the parkspace is part of a private community. The best model would involve a private / public partnership including the City, the Downtown Business Improvement District (BID), the developers of new development in the Glen Cove Creek waterfront, and successor Property Owners Association(s). Possibilities include concerts and cultural events, kayak and boat races, flotillas, etc., in addition to a floating pool, temporary ice rink, and indoor recreation facility. (Refer to pages 140 and 141.)

See above discussion of impacts related to additional recreational programming.

## D.5.n. Seek partnerships and seize upon every opportunity to "green" streets, sidewalk spaces, paths, and waterfront areas. (Master Plan page 136)

The City, in partnership with its residents and, when appropriate, the County, should plant street trees, install flower-filled window boxes, and create mini-gardens of potted plants. The City should continue to do so, as often as practical with the Glen Cove Beautification Commission, Hempstead Harbor Protection Committee, and other organizations focused on open space and natural resources. (See the sidebar.)

### Impact Discussion:

The introduction of landscaping to the City's streetscape will help to beautify the City, attract commerce, and to give impressions of community pride and safety. With strategic partnerships with not-for-profit entities, the greening of the City's streetscape should not result in significant municipal outlays. No adverse environmental impacts are anticipated as a result of this recommendation.

## D.5.o. Create a network of linked resources. Form a circulation network that reinforces Glen Cove's open space amenities. (Master Plan page 137)

Glen Cove's parks are well-utilized, and mainly along the waterfront and therefore on Glen Cove's periphery. Appropriate signage on the major arterials would encourage residents to explore more of Glen Cove's parks, preserves, and beaches. "Green streets" is another way to increase recreational activities: redesign streets for greater use of bicyclists, pedestrians, runners and skaters; and have these streets lead to and run along side of open space amenities, including school yards. Places to lock bicycles at all public and private destinations (in the latter case, as could be required by zoning) are an essential complement to this network.

### Impact Discussion:

Installation of signage, pavement markings and public amenities such as bicycle racks may result in significant municipal outlays on the part of the City. These impacts may be mitigated on a long term basis as these amenities are likely to have positive economic development implications. The redesign of streets to incorporate alternative modes of transportation also may reduce and calm traffic in the area, which may further serve to attract commerce to the City. While significant municipal outlays would be required, these outlays may be phased over time, partly funded by County, State and Federal programs, and bonded over several years. Further, contribution of private developer funds could be part of available incentives as discussed earlier for the Downtown and gateways. It is not anticipated that this recommendation will result in significant environmental impacts.

## D.5.p. Make roadway and path improvements that encourage bicycling. (Master Plan page 137)

(Refer as well to Chapter 4, Connections.) Glen Cove's recreational pedestrian and bicycle networks need not only lead to and connect Glen Cove's natural and recreational resources; they are in and of themselves major recreational amenities.

The bicycle network will range from ad hoc use of regular roadways by bicyclists, to marked bicycle lanes alongside traffic lanes, to dedicated bicycle paths – as suggested at the Glen Cove Creek waterfront. As with traffic calming, these improvements should generally happen on an organic basis, as opportunity provides (e.g., as a result of road repaving or re-striping, resident efforts, etc.). The City should look to the various bicycle paths recommended in various private and public publications.

### Impact Discussion:

See impact discussion above related to the creation of bike paths. Grants or other alternative funding sources for these programs should be explored. Pathways along State and County roads should be coordinated with the appropriate agencies.

## D.5.q. Increase pedestrian access to and along the entire Glen Cove waterfront. (Master Plan page 137)

Over time, the City, County and open space advocacy organizations (such as the Nature Conservancy and Trust for Public Land) should promote continuous public pedestrian access along the entire ten-mile waterfront, wherever practicable. This would start with trails within existing parks and preserves, and conditioning future development on easements or dedications of land for this purpose. Invariably, there will be interruptions to this network, in which case properly (but highly discrete) signage should help walkers to go safely from one to another path or trailhead. Where continuous access is simply not practicable, the City and others should work on creating lookouts. The south shore of the Glen Cove Creek waterway is a prime example, since pedestrians walking along the water's edge might create security and liability issues for the marinas. In this area, a parallel sidewalk (and bicycle lane) on Shore Road, with signage to lookout points, would serve the public well.

Finally, interpretive signage and markers would provide more meaning to these trails and viewing points. For example, signs about natural wildlife and plant life could be placed at the proposed wetlands preservation area by Glen Cove Creek; signs with illustrations of the factories that once stood there could be placed along or proximate to the bridge crossing by Mill Pond in Pratt Memorial Park; and gateway signs could celebrate the Gold Coast history associated with Glen Cove's larger parks.

### Impact Discussion:

Signage will improve both safety and appreciation for the history and environment along Glen Cove's waterfront. No adverse environmental impacts are anticipated.

## D.5.r. Strengthen the connection between Downtown and the Glen Cove Creek waterway. (Master Plan page 138)

The connection between Downtown, Pratt Memorial Park, and the Glen Cove Creek waterway must be emphasized. These connections were strengthened with the recently carried out roadway improvements at the juncture of Downtown, Pratt Memorial Park, Brewster Street / Glen Cove Avenue, and Pratt Boulevard. These improvements vastly enhanced the ease and scenic quality of the connection between Downtown and the Glen Cove Creek area – for vehicles. The next stage would do so as well for pedestrians, as laid out in the Downtown Gateway Revitalization Plan, prepared by Urbitran Associates (a division of DMJM Harris / AECOM). (Refer to the sidebar on page 85.)

Besides these physical improvements, the City, Glen Cove Downtown Business Improvement District, and the waterfront redeveloper selected by the IDA / CDA should produce promotional maps – such as a waterfront walk map with its start and end point in Downtown. They should also promote joint event programming in Downtown and the north waterfront – where cultural uses and outdoor event space are mandated and proposed, respectively.

### Impact Discussion:

Better pedestrian connections and safety amenities may reduce traffic between Downtown and the waterfront area. Hosting and promoting of events are intended to spur economic development. No negative impacts are anticipated.

## D.5.s. Maximize pedestrian access to and along the Glen Cove Creek waterfront. (Master Plan page 139)

This would include a continuous esplanade (with an adjoining / parallel bike path) within a waterfront park shared by a pedestrian esplanade, along both (1) the north side of Glen Cove Creek from Pratt Memorial Park to the end of Garvies Point, and (2) the south side of Glen Cove Creek from Pratt Memorial Park to the Glen Cove Marina. Phasing plans for any single site or sequenced development should assure that, to the maximum extent possible considering financial or practical considerations, this pedestrian access (and any attendant bulkheading, infrastructure investments, bicycle access and park amenities) go forward as a condition for the development(s). Redevelopment and related approvals should address the necessity of continuous access, which may, in connection with the incentive zoning, require the linkage of offsite as well as on-site improvements in connection with approvals for non-industrial uses under the zoning requirements for the waterfront.

### Impact Discussion:

This program is not likely to have any adverse environmental impacts. Maintenance agreements, especially in winter months, should be discussed during site-specific SEQR review.

## D.5.t. Create a network of parks and open spaces in the Glen Cove Creek waterfront, adding up to a new "central park" for all of the City's residents. (Master Plan page 139)

As discussed further under the next recommendation, new development in the Glen Cove Creek waterfront provides a vast opportunity to create linked parks and amenities that amount to a major recreational amenity for Glen Cove residents, Downtown shoppers and diners, boaters, and others. Recommended elements of the park system are indicated in the map and accompanying sidebar on pages 140 and 141--.

### Impact Discussion:

Similar to recommendations D.5. s and t, no negative impacts are anticipated.

## D.5.u. Leverage private investment to maximize public benefits. Generate a comprehensive, mixed-use waterfront plan that further vitalizes the Glen Cove Creek waterway as a Citywide destination and resource. (Master Plan page 139)

It is critical to have a coordinated plan for the waterfront in order to achieve short- and long-term revitalization goals. Instead of generating priorities and recommendations just for individual development sites, there needs to be a roadmap to ensure that such development and associated public amenities achieve linkages and synergies. Although the comprehensive framework focuses on desired harborfront changes and improvements, preservation goals are also included: protecting marina activities and other existing uses and buildings.

As already elaborated upon, the outreach for the waterfront component was unusually extensive and the Master Plan Task Force participation unusually detailed. It was their charge to generate guiding principles to develop the priorities and policies for the waterfront in sufficient detail to guide, but not so detailed as to substitute for (or second-guess), for example, the IDA / CDA, Planning Board and other public reviews for the Glen Isle Project and other development proposals. For example, the Master Plan advocates an open space and development framework, but does not render a site plan bearing on the exact location of buildings, distance between buildings, dimensions of streets, waterfront setbacks, etc. It is each redeveloper's responsibility to put forth a viable development proposal through the City's site plan, environmental, urban renewal area, and zoning approval processes.

This Master Plan concurs with the current program agreed to by the IDA / CDA and the designated redeveloper for the 52-acre area comprising the Glen Isle project. (See Map 24, Glen Cove Creek Development Concept.) It is understood that the IDA / CDA and redeveloper remain in negotiation with regard to phasing and other matters. It is further understood that the Planning Board and other involved agencies are reviewing the project for site plan and other approvals. The project is subject to the State Environmental Quality Review Act, which requires full disclosure of the attendant impacts. The emphasis of this Master Plan is therefore on general design and programmatic principles and policy.

A comprehensive and organized plan for the waterfront is intended to create a unified and well planned waterfront while saving time and expense in the long run. The development plan is likely to spur adjacent development in the waterfront area. The SEQRA for the waterfront development project (RexCorp/Glen Isle), currently under preparation will generically assess the impacts of the overall plan. Those considerations are incorporated herein by reference. Site specific impacts will need to be evaluated on a case by case basis during individual SEQR reviews.

### D.5.v. Preserve Glen Cove Creek's maritime vitality. (Master Plan page 140)

At community meetings, participants emphasized that the Creek should first and foremost be maintained as a maritime waterway. This encompasses the Creek's present use for recreational boating as well as shipping. (And it is contingent on continued dredging of the Creek, as discussed in the next recommendation.)

Many of the south waterfront uses are water-dependent (e.g., marina) and should be preserved. Private, non-water-dependent uses should be prohibited; and if ever permitted (e.g., by variance) should be contingent on continued operation of the marinas at a scale no less than their current operation, as practical. The redevelopment of currently non-water-dependent sites should involve incentive zoning contingent upon brownfield remediation and significant waterfront park improvements linked to the enlargement of Maccarone Memorial Stadium's park system. As discussed in Chapter 5, Downtown, this redevelopment should also be in coordination with a relocation plan to preserve these industries, perhaps at the Konica site (restricted to non-polluting flex space) or in the industrial zoning district in the southern area of Glen Cove (where the PhotoCircuits site is located).

The north waterfront similarly has or could include marina / water-dependent uses that bear protection and enhancement, including funding that may be derived from other sources to offset capital as well as operating costs. These other sources might include City or government support, fundraising, and "cross subsidies" from profitable development. Specific maritime uses include but are not limited to:

- Kayak, canoe, and similar small craft launch with adequate parking
- Working marina with full-service amenities and parking
- Yacht and boat landing
- The Anglers' Club structure and facilities
- Ferry landing with adequate parking
- Boat launch with adequate parking for cars and trailers.

To the maximum extent practical, as many of these uses as possible should be included in the first phase of development. The ferry terminal itself is to be built in connection

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with public support. (Refer to Chapter 4, Connections.) A kayak / canoe rental has been suggested as the reuse for the historic building toward the eastern half of the north waterfront. There has also been (in connection with the IDA / CDA's review of redevelopment alternatives for the north waterfront) considerable discussion about relocating the Anglers' Club, the Anglers' Club should be engaged in this decisionmaking to provide full opportunity for a "win-win" outcome.

### Impact Discussion:

Protecting and maintaining the maritime uses of Glen Cove Creek is vital to the economic sustainability of a number of existing local businesses. Ensuring new development is coordinated with these existing uses is vital to the long term economic sustainability of the entire waterfront. No negative environmental impacts are anticipated.

## D.5.w. Assure continued maritime use of the Glen Cove Creek waterway. (Master Plan page 144)

The U.S. Army Corps of Engineers recently dredged the Creek, consistent with its current use for commercial shipping in connection with the Rason Asphalt plant. In the event that the asphalt plant closed or relocated from the Glen Cove Creek waterfront, the Army Corps of Engineers would presumably continue to dredge up to the ferry terminal, but no further; and the Army Corps would presumably cease dredging altogether if the ferry service was discontinued.

It would appear that frequent dredging is not needed, as the recent dredging by the Army Corps of Engineers found limited siltation since the prior dredging 40 years ago. But contingency plans should be drafted, including a funding mechanism so that the City does not have to bear the burden of paying for dredging. The selected redeveloper of the IDA / CDA site currently proposes that a Property Owners Association assume responsibility for dredging; this amount must be guaranteed to be adequate and timely, so as to insulate the City from the possibility that any changes to the type or phasing of development would jeopardize the funding for dredging. It seems that selective creek widening is also another consideration to address the dredging issue. Whatever combination of options is ultimately selected, the City cannot be responsible for paying for them; and the redevelopment project for the north side of the Glen Cove Creek waterway must provide an adequate mechanism to assure a navigable waterway in the future.

### Impact Discussion:

While dredging is necessary to maintain a navigable waterway, the process has the potential to disturb existing aquatic habitats. The Glen Cove Creek is not likely to require dredging in the near future. The US Army Corps of Engineers ensures that environmental impacts are assessed prior to dredging activities. It is not anticipated that ensuring ongoing dredging through private funding mechanisms will have a significant impact on the environment and may result in positive fiscal impacts as government is relieved of the cost of this activity.

# D.5.x. Fund the green network linking the proposed esplanade, Garvies Point (and beach), Garvies Point Preserve, Maccarone Memorial Stadium, Pratt Memorial Park, and other Glen Cove Creek-area park and open space resources. (Master Plan page 145)

Non-maritime and water-dependent development should be inextricably linked to the creation and maintenance of open space resources on the waterfront. On the north waterfront, the waterfront park system should be built concurrent with the corresponding development. All of the park improvements must be completed before the as or before the last phase is completed.

Further non-industrial redevelopment of the "outparcels" through incentive zoning should be contingent on contributions to the mix of public amenities within the Glen Cove Creek waterfront area; indeed, off-site park improvements would be preferable for the outparcels on the north waterfront, since these outparcels do not provide significant opportunity for publicly accessible, waterside open space resources. Any redevelopment on the south waterfront should likewise be tied to the park connectors and the Maccarone Memorial Stadium park expansion and improvements called for. Funding to support an indoor recreation facility affordably priced for Glen Cove residents could be included in the mix of improvements that might be thus supported. A Park Improvement District (PID) should be explored as the preferred method of continued funding for waterfront park maintenance and improvements, though Property Owner Association guarantees could be employed until a PID is created, and might be considered instead of a PID.

### Impact Discussion:

New York State General City Law fully contemplates that residential development be accompanied by park expansion. The policy to require park improvements as a public benefit of development of waterfront redevelopment outparcels is consistent with this New York State Policy. To the extent that outparcels are developed for nonresidential use, this cost will be contemplated as part of the total public benefit weighed against any potential incentives.

## D.5.y. Employ income-producing uses to supplement park revenues and promote year-round usage. (Master Plan page 145)

Further activities and concessions could help support park operations. In the absence of a PID, the City should allow the Parks Department to keep all or a portion of the concession revenues for maintenance. Potential waterfront (Maccarone Memorial Stadium and vicinity) concessions and revenue sources might include: rental of the indoor recreation space for parties and events, rental of recreational equipment, food service, park stores, outdoor concerts, festivals, and markets. Downtown organizations, such as the Glen Cove Downtown Business Improvement District and Glen Cove Chamber of Commerce, are natural partners for planning income-producing events and activities. While the City should encourage innovative park concessions, it is of course essential that parks be not subject to over-commercialization.

The introduction of an overabundance of stores and other buildings could have negative visual impacts in parks and open spaces. In implementing this regulation, care should be taken to maintain the visual character of parks and open spaces. Uses should be limited to those that are complementary to the purpose of the Park, Recreational Area or Open Space. Any construction will be subject to a SEQR review. Strict maintenance agreements should be made with any food service provider to be responsible for food containers or wrappers. With certain assurances, no negative impacts are anticipated as a result of implementation of this policy.

## D.5.z. Continue to improve environmental conditions along the waterfront. (Master Plan page 146)

More than ever, Americans are realizing that money cleaning up brownfields is well spent. The City should be proud of its thus far successful effort to clean up and remediate a former hazardous waste site and other brownfields on the north waterfront.

The Rason Asphalt plant is, in particular, a major source of air pollution. The RediMix Cement factory is also detrimental to the park and development plans for the area. The waterfront zoning should be revised to prohibit non-maritime commercial and industrial uses that generate pollution or create additional brownfields. Zoning should also be adjusted to require practices that minimize the amount of pollution generated by marinas and other maritime uses. Marinas should be designed to accommodate pumpout stations, adequate waste receptacles, contained upland areas for cleaning, repairing, painting, fiberglassing, and servicing boats and contained fueling areas to prevent spillage, overwash and gas / oil runoff into surface waters. Every effort should be made to forge partnerships and secure Federal and State funding for brownfield and environmental cleanup. (Refer to the sidebar on page 133.)

### Impact Discussion:

See discussions of brownfield remediation related impacts above. No adverse environmental impacts are anticipated related to the recommended zone change. Site specific impacts of additional development should be reviewed on a case by case basis during individual SEQR reviews.

## D.5.aa. Moderate the impacts of new development on the north waterfront in terms of scenic resources. (Master Plan page 146)

While the acreage exceeds 50 acres, fully 30 percent is to be set aside for open space, and another 10 percent to 15 percent will likely be devoted to roads. Thus, the entire building program (860 units and 500,000 square feet of commercial / hotel space, assuming 400,000 square feet for the hotel) is to be accommodated within the remaining 30 acres. The densities currently embodied in the plans and contractual agreements (between RexCorp-Glen Isle Partners LLC and the IDA / CDA) necessitate tall (for Glen Cove) multistory buildings.

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Delving deeper, the charge of the IDA and CDA to maximize revenue to provide for implementing initiatives and provide public amenities for the City necessitates taller rather than bulkier buildings. According to a City-commissioned market study (refer to page 19), higher floor units will garner approximately 50 percent more revenue per square foot than lower floor units of the same size and appointments, and incredibly more profit since the per square foot construction costs are roughly the same independent of floor.

But such bulk and height comes at a potential cost in terms of various impacts, of which views have loomed large in the public input to date: (1) the Glen Cove Creek is enjoyed as much for its scenery as it is for its recreational and boating offerings; and while (2) new parks and redevelopment are a welcome way to improve views of what is now a largely obsolescent industrial area, (3) participants throughout the planning process emphasized their concern about building heights and bulk overpowering the visual experience of Glen Cove Creek, blocking views of Garvies Point Preserve, or simply exceeding the sense of Glen Cove as a suburb where apartment buildings are the exception not the rule. (For instance, for the survey at the waterfront public forum, building height and community character were cited as the number one concern; traffic, was ranked as the next most important concern.)

Design guidelines should therefore be employed to minimize the visual and scenic impacts of any future development while still allowing height and density. These include the following on the north side of Glen Cove Creek:

• Provide a variety of building heights, rooftops, building forms, and setbacks; and employ forms and detailing that correspond to Glen Cove's history. In keeping with some of Glen Cove's waterfront historic estates dating to Glen Cove's Gold Coast heyday, Georgian and estate architecture is appropriate.

• Site and shape buildings respectful of important views. To the extent practical, multi-story buildings should be oriented so that they do not form a wall that blocks the view of Garvies Point Preserve.

• Related, limit building heights mindful of the backdrop of Garvies Point Preserve, and to create a lower-density built environment. Buildings should not exceed (except where noted below), in a frontal view, the height of the base of trees along the Preserve's ridgeline. Note that this is an intentionally more stringent than the treetop requirement now employed.

• Greater height should be afforded in the western half of the area, where the greatest value is to be realized from height, due to views out to the Hempstead Harbor. The majority of the built area should be occupied by buildings no higher than six stories, and the maximum height should be up to eight stories. For several buildings only, building height could be increased to as much as ten to twelve stories, and / or be as high as the top of the trees at the top of the ridgeline, if this is judged as an economic necessity or as the superior plan in terms of t he bulk that might otherwise result.

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• Buildings in the eastern half should be low- to mid-rise. The dominant building form (in terms of acreage) should be comprised of up to four-story townhouses / stacked townhomes that transition well to the upland suburban residential neighborhood. The maximum building height should be eight stories. At the lower elevations, consideration should be given to "loft-style" apartments, commercial and mixed-use buildings that transition well to the industrial waterfront across Glen Cove Creek. Building heights should be moderated moving up the hill to the adjoining single-family neighborhood.

### Impact Discussion:

The proposed guidelines are intended to mitigate impacts that were identified during the ongoing development review process for the waterfront development. The guidelines will ensure views of the Garvies Point Preserve, require lower buildings to insure that the ridgeline is visible above the buildings from across the Glen Cove Creek, balance economic concerns with the visual impact of tall buildings, and provide more sensitive design to those parts of the development that adjoin existing neighborhoods and built environments. These design guidelines and increased regulation of development are not anticipated to have negative environmental impacts.

## D.5.bb. These design features would reinforce the Master Plan's vision of a marine and recreational south waterfront. (Master Plan page 148)

The south side of Glen Cove Creek is, in this Master Plan, to be dominated by marina and park uses. In addition to a modicum of industrial-like uses (including the County sewage treatment plant), waterfront restaurants and recreational uses are envisioned. The now industrial area at the eastern end of the south waterfront is contemplated for parks and housing in the long run. With this in mind, the following design guidelines should be employed:

• West of and including Glen Cove Marina: Employ natural vegetation, a nautical theme, and very low scale (e.g., two- to three-story limit) in connection with any new redevelopment or building. For example, wood would be preferred to metal, stone and brick; fishing village architecture would be preferred to Georgian; etc.

• East along Glen Cove Marina to and including the City and County Maintenance Yards: Limit building heights to three stories. This height could be increased to four or five stories if this is judged as the superior plan in terms of park amenities.

• East of and including the Rason Asphalt Plant: Consider "loft-style" commercial and mixed-use buildings. These uses would transition well with regard to adjoining industrial uses along the Creek, and with regard to the commercial and auto-oriented uses along Glen Cove Avenue.

Design guidelines and increased regulation of development that require particular architectural treatment and limited building heights are not anticipated to have negative environmental impacts.

The proposal to allow loft-style apartments is addressed in D.2.i.

## D.5.cc. Moderate the impacts of all new Glen Cove Creek waterfront development in terms of traffic and sustainability. (Master Plan page 149)

The City may want to ensure that the waterfront revitalization is a model project that creates a LEED neighborhood as well as achieves Low Impact Development (LID) standards. (Refer to Chapter 3, Neighborhoods, for a discussion of both LEED and LID.) These goals must be set in the beginning of the process: they are difficult if not impossible to do retroactively.

### Impact Discussion:

Promoting LEED standards are not anticipated to result in adverse environmental impacts.

## D.5.dd. Link the waterfront's development, destinations and improvements to the Downtown's revitalization. (Master Plan page 149)

This would largely be accomplished through the pedestrian, vehicular and other physical improvements discussed elsewhere in this Master Plan, particularly in connection with the Downtown Gateway Revitalization Plan. The proposed waterfront redevelopment program also accomplishes, from a programmatic point of view, the following benefits for Downtown:

• A large number of new, mainly affluent residents in this neighborhood adjoining Downtown

• The potential for additional offices and live / work space that will bring additional people – hence shoppers and diners – to the area

• The continuance if not expansion of the marinas and boating activity, which represent a regional as well as a local destination, most usually for affluent people

• Expansion of Maccarone Memorial Stadium and creation of a larger park system, which will attract even more Glen Cove and Nassau County residents

• The promise of park events that will introduce more people to Downtown's dining and retail offerings.

Proposed waterfront restaurant / cafes and a handful of stores / services would also be of value in creating a fully revitalized waterfront. A further idea (described in Chapter 5, Downtown) involves the possibility of relocating waterfront and other local construction-

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related sales and uses to the Konica building complex if its owners prove interested, as another destination use. However, such uses should be compatible with park and residential development on the north waterfront. Further, this Master Plan rejects the premise of large-scale commercial development on the waterfront as once contemplated, as it would assuredly compete with rather than complement Downtown for specialty shopping and dining.

### Impact Discussion:

The use of the Konica site for a building and construction sales area was addressed previously. Allowing some convenience service and retail as well as a few restaurants is not anticipate to result in significant competition to the Downtown, while such uses may draw patronage to Glen Cove. Leveraging the waterfront development to provide Downtown revitalization is not anticipated to result in adverse environmental impacts.

### D.5.ee. Create a positive pedestrian experience. (Master Plan page 150)

Key urban design principles include, for the north waterfront:

• Create a varied environment. For example, every attempt should be made to preserve select building facades since these express the area's authenticity and remind residents and visitors of the Glen Cove's noteworthy history. Examples include the older Konica building facades and the small brick industrial building along the eastern end of the waterfront.

• Break up building bulk and locate lower buildings fronting the north waterfront esplanade. This will forestall the feeling that buildings loom over the public space. And it will provide an improved pedestrian experience.

• Maximize the use of the townhouses, with their own ground floor entrances facing the esplanade or a small yard along side the esplanade. This blending of private and public and private space creates a safer ("eyes on the street") and more inviting space provided the esplanade and other public areas are clearly designed to look and function as public spaces.

• Employ streetscape and landscape designs that maximize pedestrian comfort and are experienced as "public," especially along the water's edge. These include pedestrian-scaled lighting, traffic calming, continuous sidewalks, an ample minimum width for pedestrians and bicycles (typically set at 18 feet), maximum setback (therefore maximum views) along and inland from the esplanade, minimum fencing and visual obstacles on either side of the esplanade, minimal curb cuts, shade trees, benches, trash receptacles, etc. It also includes frequent connections to public roads; (e.g., at no less than 400 linear feet) as well as view corridors and attractions that encourage people to walk and explore. It eschews gates, changes in design detailing, circuitous routes, staircases, etc. that give pedestrians and the public pause to continue on their way.

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• Provide uses that create a necklace of attractions and amenities along the esplanade. The current plan for the north waterfront intelligently goes (from east to west) from Pratt Memorial Park, to a small park bordered by cultural and dining / retail uses, to a playground, to a bridge across to the enlarged Maccarone Memorial Stadium park system, to a street-side promenade, to a ferry terminal, to a large waterside park, to a public restaurant / café, and finally to a boardwalk with glorious views across Hempstead Harbor and Long Island Sound.

### Impact Discussion:

Similar impacts are discussed for items D.5. t, v and y. The guidelines herein are intended to improve the appearance of the development and to make the area and its esplanade more enjoyable to users. It is unlikely that negative environmental impacts will result, but the design of the waterfront development is currently undergoing a detailed site-specific SEQRA review.

## D.5.ff. Ensure proper vehicle access, circulation, and parking. (Master Plan page 151)

As prompted by and consistent with the current zoning, all waterfront development should be coordinated in terms of convenience to vehicular drivers. The framework of roads shown in Figure 12 (shown on the next page) illustrates one such plan for the north waterfront, arrived at in cooperation with, in addition to the Master Plan Task Force, the IDA / CDA and the current redeveloper selected by the IDA / CDA (RexCorp-Glen Isle LLC). This framework furthermore reflects an organic roadway system of bending roads that respect the topography, at once eschewing the formal, more urban grid originally proposed for the area; and taking inspiration from early suburban new town planning by the famous landscape architect of Central Park and Prospect Park, Frederick Law Olmsted (for instance, for Riverside, Illinois).

Shared parking should be maximized to minimize pavement and promote walking. Sufficient free and outdoor parking and suitable vehicular access should be provided for visitors to the park and the area's recreational amenities. These include: the boat launch and Garvies Point (including safe, easy access involving boats to and from the boat launch); the ballfields and prospective soccer field in the enlarged Maccarone Memorial Stadium; and any indoor recreational facility. Some public visitor parking should be provided overlooking the waterfront amenities, both by way of emphasizing their public nature, and mindful that some visitors will enjoy simply driving to the waterfront in cold and inclement weather to enjoy the view from their cars while parked.

### Impact Discussion:

Bending, narrow roads along the waterfront will cause slower traffic circulation than a traditional grid system. This can benefit the area in a positive way allowing for safer pedestrian crossings due to slower automobile speeds as well as encouraging motorists to see each businesses as they pass through.

Shared parking is likely to reduce wasted parking areas and the overall amount of impervious surfaces used for parking lots. Attention should be paid during site plan review to each use and its hours of operation to ensure sufficient parking.

## D.5.gg. Create a neighborhood sensibility, rather than an enclave quality. (Master Plan page 152)

The recommended design features will go a long way in this regard. As important, a variety of housing types (responding to a variety of households) should be provided: grand style apartments, modest apartments, ownership units, rental units, units associated with the proposed hotel, units independent of that association, etc.

In order to create a truly integrated waterfront neighborhood, there is a further need for it to include an affordable (i.e., "workforce") housing component. This Master Plan calls for an affordable housing set-aside of 10 percent of all units in a new development, as does the IDA / CDA in their contract with the designated developer for their portion of the north waterfront. This ratio should be maintained in connection with any and all other housing built in the Glen Cove Creek waterway area. As additional considerations to those laid out elsewhere in this Master Plan, the waterfront's workforce housing needs to be incorporated into the roadway network with adjoining market rate units; absolved of financial responsibility for the common areas and obligations aside from those in connection with their own buildings and sites (e.g., not be charged for dredging, park maintenance); sited and designed in a way that does not isolate them; and proportionately phased coincident with the other housing.

### Impact Discussion:

Recommendations including affordable housing, phasing of development, and encouraging development cohesion are intended to maximize the economic viability of the City's waterfront and are not anticipated to have negative environmental impacts. The provision of affordable housing is required by the terms of the contract between the CDA/IDA and the redeveloper. The impact of affordable housing and other elements of this recommendation are subject of the site-specific EIS being prepared for the waterfront redevelopment at this time.

## D.5.hh. Obtain adequate binding assurances from each redeveloper that the public amenities will be constructed in a timely manner. (Master Plan page 153)

The phasing and development of the infrastructure, public improvements and amenities will be a key consideration going forward. In connection with any private non-industrial development, the entire road and pedestrian path network should be done in the first phase to the extent economically feasible and practical; as should any proscribed maritime, cultural and recreational uses. Certainly, such road, pedestrian, infrastructure, and cultural and recreational amenities should be built in tandem with the corresponding housing and commercial development. Consistent with the incentive zoning approach, public benefits should be viewed as part of the cost of development (akin to a "ground cost"); and not as something like developer profits, which are dependent on the final outcomes of any development. Using the Glen Isle project to

illustrate: A partially built esplanade without its full connections and some active park amenities would yield the equivalent of a private park at the western end of the site if that area were developed first.

### Impact Discussion:

Recommendations including affordable housing, phasing of development, and encouraging development cohesion are intended to maximize the economic viability of the City's waterfront and are not anticipated to have negative environmental impacts. The provision of affordable housing is required by the terms of the contract between the CDA/IDA and the redeveloper. The impact of affordable housing and other elements of this recommendation are subject of the site-specific EIS being prepared for the waterfront redevelopment at this time.

## D.5.ii. Strengthen the incentive for timely provision of public amenities. (Master Plan page 153)

The current zoning for the Redevelopment Area (MW-3) on the north side of the Creek prescribes that redevelopment employing the incentive zoning must be of a minimum acreage, which the IDA / CDA assemblage satisfies, but which is all but impossible to satisfy for the outparcels except through merger with the IDA / CDA assemblage. This minimum acreage requirement assures coordinated development, with the waterside development most likely going first.

But a protracted time period without development of, say, over 10 to 15 years would bring the wisdom of this stipulation into question. Adopting a "sunset provision" on the minimum acreage requirement would, however, embolden the current owners of the outparcels to speculate on disinvestment till the clock ran out. A compromise, in which the zoning should be revisited after 10 to 15 years, is clearly in order; but the modification of the minimum acreage requirement should be contingent on the failure of the owner(s) of the IDA / CDA assemblage to provide the park, cultural and recreational amenities and public improvements obligated by the agreement with the IDA / CDA or with the City, including but not limited to those in connection with site plan or other approvals.

Any such revisit should take into consideration environmental or other conditions that precluded some of the public amenities and improvements at no fault of the designated redeveloper; the guarantees and timeliness for meeting any remaining public amenities and improvements; the extent to which the redevelopment has proceeded otherwise – both materially and monetarily; whether the public amenities and improvements are enjoyed as such; and whether the obligated mitigation for impacts are proceeding. In other words, the continuation of the incentive zoning is neither assured, nor is it dispensed with other than for reasons having to do with the good faith and/or the past and anticipated future progress of the designated redeveloper in meeting the public purposes of the waterfront plan.

Recommendations including affordable housing, phasing of development, and encouraging development cohesion are intended to maximize the economic viability of the City's waterfront and are not anticipated to have negative environmental impacts. The provision of affordable housing is required by the terms of the contract between the CDA/IDA and the redeveloper. The impact of affordable housing and other elements of this recommendation are subject of the site-specific EIS being prepared for the waterfront redevelopment at this time.

## D.5.jj. Balance the need for predictability and for flexibility. (Master Plan page 154)

This Master Plan is not setting forth final detailed designs (consistent, for instance, with "form based zoning"); so there still needs to be flexibility for decisions to be made with regard to site planning, architectural design, etc.

Any non-maritime, non-recreational and non-industrial uses should continue to be only by special permit, contingent on meeting the intent of the goals and objectives indicated in this Master Plan. The Glen Cove IDA / CDA should continue to exercise its oversight of development on property which it controls, must acquire, or has an interest in – mindful of their mission to maximize the economic health of Glen Cove. In both zoning and policy, non-maritime and non-recreational uses should continue to be linked to public maritime and recreational amenities. In other words, exceptions to the industrial and as-of-right uses are allowed as incentives for making an even better maritime and recreational waterfront, and therefore should be granted only to the extent that they serve public purposes that cannot be intentionally or circumstantially evaded.

As recent economic events demonstrate, economic conditions can change rapidly; and as daunting as current market conditions are, the market can come back roaring again in short order, as it did during the late 1990s and early 2000s. The City must be vigilant and consistent in its position that the as-of-right industrial and other uses can continue, even as it provides significant development incentives for brownfield remediation and other environmental improvements, a publicly accessible waterfront, an enlarged park system, publicly enjoyed waterway and views, maritime activity, and both physical and programmatic linkages that improve Downtown's prosperity.

### Impact Discussion:

Recommendations including affordable housing, phasing of development, and encouraging development cohesion are intended to maximize the economic viability of the City's waterfront and are not anticipated to have negative environmental impacts. The provision of affordable housing is required by the terms of the contract between the CDA/IDA and the redeveloper. The impact of affordable housing and other elements of this recommendation are subject of the site-specific EIS being prepared for the waterfront redevelopment at this time.

### D.6. Recommendation Implementation

Some subsequent actions need to be taken to implement the Master Plan. The most important is a series of amendments to the City's Zoning Code. The adoption of these amendments is a related action and is assessed as part of this GEIS. The implementation of recommendations already analyzed as part of this DGEIS require no further environmental review.

### D.7. Interim Code Amendments

During the process of preparing the Master Plan, a series of code amendments were adopted, the purpose of which was to establish a safeguard zoning and subdivision mechanism adequate to allow the expiration of the moratorium. To the extent that these code amendments are consistent with the recommendations of the Master Plan and that are assessed herein for environmental impact, they will be retained. Those interim code amendments inconsistent with the Master Plan will be repealed, and are not assessed herein.

Following is a summary of interim code amendments:

## D.7.a. Planning board power to grant variances was limited to 10 percent deviation from standards in ordinance subject to a supermajority vote.

The Planning Board was limited in its authority under the Subdivision Regulations to granting a 5% waiver from yard<sup>32</sup>, lot width, frontage or coverage<sup>33</sup> standards, or 10% waivers by a supermajority<sup>34</sup> vote.

### Impact Discussion:

The limitation of Planning Board authority under the subdivision regulations to granting waivers from bulk requirements is not anticipated to result in adverse environmental impacts since the Zoning Board of Appeals still has the authority to grant relief from the strict application of zoning in accordance with State enabling legislation.

<sup>&</sup>lt;sup>32</sup> A yard requirement is a requirement for an unoccupied area within a certain distance of a given property line. Front, rear and side yards are typically required for most districts.

<sup>&</sup>lt;sup>33</sup> A coverage standard requires that no more than a certain percentage of the square footage of a lot may be occupied by the principal building.

<sup>&</sup>lt;sup>34</sup> A supermajority is a pure majority vote plus one additional vote. In the case of a seven-member Planning Board this would constitute five votes.

## D.7.b. Planning Board power to grant, grant with conditions or deny subdivision requests in accordance with the City Code is reaffirmed.

This addition to the subdivision regulations was intended to clarify that the Planning Board has the ability to deny requests for subdivision.

### Impact Discussion:

This addition to the subdivision regulations is not anticipated to result in adverse environmental impacts. The Planning Board had the statutory authority to deny requests for subdivision, prior to the addition of this language. The language was simply intended to notify applicants that subdivisions that do not meet all regulatory requirements may be denied as there was a feeling that locally this was not apparent.

## D.7.c. All subdivisions containing three or more lots are deemed major subdivisions.

This change, along with the adoption of a local ordinance classifying major subdivisions as a Type 1 action under SEQRA was intended to provide more thorough environmental review of development applications, including smaller development applications which are increasingly being made on marginal lands including lands with environmental sensitivity. This provision is supported by the recommendations of the proposed Master Plan.

### Impact Discussion:

Since the provisions is intended to include more development applications under the more thorough review process required by SEQRA for Type 1 actions, it is anticipated that adverse environmental impacts associated with development will be less likely.

# D.7.d. Subdivision applications must be certified complete by the BDA before they can be placed on the agenda of a planning board meeting; BDA may recommend waiver of certain items, subject to planning board approval; Planning Board may hear appeals of BDA decisions on completeness.

This change was intended to require a higher level of detail with applications for development. Providing the BDA<sup>35</sup> with the authority to recommend waivers of submission requirements was intended to provide relief from unnecessary submission requirements.

<sup>&</sup>lt;sup>35</sup> The BDA is the Building Department Administrator. This position within the City may be changed in the near future. The implementation of this recommendation will account for any changes in title or responsibilities.

This recommendation is intended to provide more details to the Planning Board to make its decisions regarding development applications. The additional detail is likely to decrease the potential for adverse environmental impacts. The provision of waiver authority to the Planning Board will reduce the possibility of onerous submission requirements to small applications.

## D.7.e. Planning Board may specify the number of copies of plans required of each applicant in its rules and regulations.

The Planning Board previously specified the number of application copies in its rules. This provision makes this requirement part of the local ordinance.

### Impact Discussion:

No adverse environmental impacts are anticipated as a result of this change.

## D.7.f. Planning Board must compile a checklist of required application items to be made available to applicants.

The Planning Board previously specified the number of application copies in its rules. This provision makes this requirement part of the local ordinance.

### Impact Discussion:

No adverse environmental impacts are anticipated as a result of this change.

## D.7.g. Subdivisions to be referred to Director or Acting Director of Public Works and, in the case of major subdivisions, the Chief of the Glen Cove Fire Department, for review and comment prior to approval or denial.

The Planning Board previously decided on this requirement on a case by case basis. The formalization of this requirement for every application will provide these service providers with a more uniform knowledge of pending development applications and reduce the possibility of favoritism among applicants.

### Impact Discussion:

No adverse environmental impacts are anticipated as a result of this change.

### D.7.h. Topographic survey and sediment control plan prepared by a licensed engineer required of all subdivisions.

Because an increasing number of applications are for construction on steep lands, this was deemed to be appropriate. Where steep slopes do not exist, the requirement for topographic maps may be waived.

No adverse environmental impacts are anticipated as a result of this change.

## D.7.i. Subdivisions required to minimize disturbance to scenic views on public lands and to avoid environmentally sensitive areas and features, to the maximum extent feasible.

The minimization of impacts to scenic views and environmentally sensitive features are already controlled by SEQRA. The provision of this requirement in the local Subdivision Ordinance will help to protect these resources.

### Impact Discussion:

No adverse environmental impacts are anticipated as a result of this change. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.j. Storm and surface water facilities are required to be designed to ensure no net increase in the rate of runoff as a result of the development.

This standard is already required by the Department of Environmental Conservation for developments with more than one acre of disturbance. The provision of this requirement in the local ordinance will extend this standard to small subdivisions not rising to DEC thresholds. This will help to minimize erosion impacts and sedimentation impacts to the City's stormwater infrastructure and natural waterbodies.

### Impact Discussion:

No adverse environmental impacts are anticipated as a result of this change. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.k. Private streets subject to the same minimum right-of-way width (50 feet) and pavement width as public streets.

Previously, private streets could be developed to narrower right-of-way widths, as narrow as 20 feet. This became a prevailing standard among small subdivisions as additional density could be achieved by waiver of this standard. By requiring full rightof-way width while still allowing narrower pavement widths, this loophole for achieving additional density was closed. Waiver is still permissible under the Planning Board's general waiver authority. This provisions is anticipated to result in future development applications more consistent with the City's established land use plan.

### Impact Discussion:

No adverse impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.I. Service alleys may be provided as an alternative means of access to the rear of properties if lots are also served by an approved street.

This provision was intended to allow flexibility in the design of developments, to allow for residences to be accessed by service alleys, thereby relegating utilities and garages to the rear of the property.

### Impact Discussion:

No adverse impacts are anticipated as a result of this provision.

# D.7.m. Applicant required to offer to dedicate all private streets to the City. If the City does not accept the dedication, the offer shall be recorded in a deed, and the City shall retain the right to require that the street be transferred to it at any time.

This provision was required in response to a history of private streets falling into disrepair. Where such streets fall into disrepair, to the extent that City intervention is required, this provision will make it easier for the City to intervene in the interest of the safety of its residents.

### Impact Discussion:

No adverse impacts are anticipated as a result of this provision because purchasers of real property subject to this provision will be notified of its presence in the recorded deed in advance.

## D.7.n. Lots with slopes greater than 35% in area are subject to an area reduction of 100% of this area for coverage calculations.

This provision recognizes the difficulty of developing lands of extreme slopes.

### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

### D.7.o. Lots with slopes measuring 25-35% in area are subject to an area reduction of 50% of this area for coverage calculations.

This provision recognizes the decreased capacity of lands of steep slopes to support development.

### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.p. Lots with slopes measuring 15-25% in area are subject to an area reduction of 25% of this area for coverage calculations.

This provision recognizes the decreased capacity of lands of steep slopes to support development.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

# D.7.q. No area with greater than 25% slopes may be developed or stripped of vegetation; no more than 20 percent of the land area covered by slopes measuring 15-25% in area may be developed or stripped of vegetation.

This provision recognizes the impacts that result from the clearing and grading of steep slopes and the decreased ability for moderately steep slopes to support construction activities.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.r. No retaining wall may have a top of wall elevation greater than the elevation of the principal structure on the same lot.

This provision recognizes the visual impact and potential safety hazards that may result from developments that require extreme cuts to support construction.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.s. Corner lot front yard is determined by the position of the front door for existing lots.

This provision was required to close a loophole wherein a developer could specify that a side yard was actually a front yard, where doing so would increase the development yield of remaining vacant land. The practice of doing this frequently resulted in impacts to the character of neighborhoods. This requirement instead acknowledges the built environment of a neighborhood and allows additional development only where it is possible in a manner consistent with the established character of the neighborhood.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement.

## D.7.t. For new corner lots, all yards abutting streets are front yards, and all other yards are rear yards.

This provision was required to close a loophole, whereby a developer would choose to situate a residential corner lot in a manner which provided the highest residential yield. This led in some instances to homes on corner lots presenting side facades and full visibility to rear yards to established thoroughfares. By requiring two front yards, the orientation of the residential structure on corner lots will instead be made in a manner which is most consistent with the established character of the neighborhood.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement.

#### D.7.u. Maximum width of driveway or paved area in front yard is set at 22 feet.

This provision was intended to keep residences from paving the entirety of their front yards.

#### Impact Discussion:

Problems have arisen from this standard with regard to two-family residences. This standard will be revisited in the upcoming round of comprehensive zoning amendments. It is possible that retention of this standard will result in impacts to the character of established two-family neighborhoods.

# D.7.v. Minimum front yards in residential districts are set at the minimum in the district or the prevailing front setback (an average of surrounding yards), whichever is greater.

This provision was intended to require greater front yards in areas that had an established character that required greater front yards. The provision presented practical difficulties in the processing of applications, however, since data on exact yards is not maintained for several areas of the City, requiring additional survey data to be collected by applicants and checked by the City.

#### Impact Discussion:

This standard will be revisited in the upcoming round of comprehensive zoning amendments to see if it is possible to make the intent of this requirement achievable in an easier manner. Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of the continuation of this requirement or modification of this requirement in a manner that

serves its original purposes of maintaining established neighborhood character. This provision is supported by the recommendations of the proposed Master Plan.

# D.7.w. Minimum side yards in residential districts are set at the minimum in the district or the prevailing side setback (an average of surrounding yards), whichever is greater.

This provision was found in practice to be overly onerous, with little benefit to the maintenance of community character.

#### Impact Discussion:

This provision of the interim requirements will be eliminated.

## D.7.x. A definition and requirement for aggregate side yards were set at twice the individual side yard for each district.

By making the aggregate side yard requirement twice that of the side yard requirement, the intent in allowing flexibility in the location of structures to provide for retention of trees and other natural features was not achieved.

#### Impact Discussion:

The standard for individual side yards will be lowered in order to better achieve this purpose which will have positive environmental impacts. Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

# D.7.y. Maximum height of each point of a structure is measured in accordance with an imaginary plane located above and parallel to the existing grade, rather than from only the four corners of the structure. Additionally, sky exposure planes were established that limited the shapes of structures to be built on lots and reduce overly imposing structures.

The change in definition of height and adoption of sky exposure planes was intended to prevent the construction of overly imposing structures.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.z. Half stories may not be used for habitable space other than recreation rooms.

This provision was adopted to bring the zoning ordinance into conformance with the New York State Building Code.

#### Impact Discussion:

No adverse environmental impacts are anticipated as a result of this requirement.

#### D.7.aa. Maximum height is reduced to 30 feet in the R-2 and denser districts.

It was determined that a maximum height of 30 feet was more consistent with the built environment of the City.

#### Impact Discussion:

Reduction of the maximum building height will result in the protection of the existing character of the City's established neighborhoods. Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.bb. All lots are required to have a front lot line on an approved street. The creation of new flag lots is prohibited.

Flag lots were previously prohibited by frontage requirements. However, flag lots could previously be developed upon securing an area variance, which was made easier by New York State Statute since the adoption of the standards. This provision is intended to strengthen the standard by requiring a use variance for creation of a flag lot.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

## D.7.cc. Existing undersized lots in "single and separate ownership" may not be built on unless they are at least 50 percent of the minimum lot size in the district.

Under the previous zoning, persons who possessed lots that did not meet the zoning standards were permitted to develop the lots so long as they demonstrated single and separate ownership. It was determined that since adoption of the zoning regulations, ample time was allowed for persons to develop these lots. Further, much of the City has been built and the character of neighborhoods has been established. It was determined that those lots that could not meet at least 50 percent of the zoning standards would not be in character with established neighborhoods and the provision was intended to reduce impacts to community character.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan. D.7.dd. Accessory recreation facilities such as swimming pools and tennis courts must be set back at least 10 feet; may not be situated in a front yard; and be suitably screened by a fence or solid hedge if within 30 feet of a neighboring property. Swimming pools must comply with additional requirements set forth in the swimming pool chapter.

This provision was intended to close a loophole by where applicants were contesting that recreation facilities did not need to meet accessory standards under zoning, since they did not qualify as structures. This provision was intended to protect owners of real property from neighbors wishing to locate these types of uses within close proximity to property boundaries.

#### Impact Discussion:

It serves the intent of the preceding zoning, and acts to provide better protection among neighbors. Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement.

# D.7.ee. Minimum lot area and width in the R-2 and denser districts are determined by the minimum in the district or the average of surrounding lots within a specified radius, whichever is greater.

This provision was intended to keep subdivisions from developing at higher densities than the surrounding neighborhood in areas where zoning did not reflect the built environment.

#### Impact Discussion:

With the adoption of the upcoming comprehensive zoning amendments, the zoning of neighborhoods will be revisited in order to establish where disconnects exist between the built and permitted densities. With this change, this provision will no longer be needed and will be eliminated. No adverse environmental impacts are anticipated as a result of this requirement as it was intended to preserve community character.

# D.7.ff. In addition to existing instances where site plan review is required, it is now also required for any lot on which site plan review has previously been required; and for removal of trees greater than 5 inches in diameter or removal of existing wooded areas of 500 or more sq. ft.

This provision was intended to preserve the wooded character of Glen Cove and to reduce the potential erosion impacts associated with tree removal.

#### Impact Discussion:

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement. This provision is supported by the recommendations of the proposed Master Plan.

#### D.7.gg. No more than one garage building permitted per residential property.

This provision was intended to preserve the residential character of neighborhoods, especially where contracting professionals were erecting additional garages for commercial purposes.

#### Impact Discussion

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement.

#### D.7.hh. No more than two garage spaces permitted on a two-family property.

This provision was intended to preclude the development of large garage spaces for two-family residences that could later be converted to additional living area.

#### Impact Discussion

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement.

## D.7.ii. Redefine livable floor area to reflect all interior floor area and restrict interior floor area to $1\frac{1}{2}$ times coverage as is now done for livable floor area.

Previously, areas of stairway, garage, utility rooms etc. was eliminated from computation of floor area. Applicants were observed to apply for oversized area that were not included in the calculation in order to reuse these spaces once structures were built. This provision was intended to close this unintended loophole.

#### Impact Discussion

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement.

#### D.7.jj. Significant grading will require a site plan.

There was concern with stricter regulations governing the development of sloped lands, that applicants may grade lands prior to applying for subdivision or site plan approval. By requiring site plan approval for significant grading activities, this potentiality was eliminated.

#### Impact Discussion

Relief from this provision is available through the Zoning Board of Appeals. No adverse environmental impacts are anticipated as a result of this requirement.

E, Identified Areas of Environmental Concern and F. Purpose, Need and Benefit of the Master Plan

#### E. Identified Areas of Environmental Concern

The description of the proposed action discussed the potential impacts of the proposed Master Plan recommendations and their implementation as well as preceding interim code amendments that are to remain. As described in the impact analyses, and as may be expected within a Master Plan designed to serve the needs of existing and future residents of the City of Glen Cove, the majority of recommendations will have positive environmental, social and economic impacts. However, several of the recommendations, especially of those intending to provide additional density could have significant adverse environmental impacts. Specifically, the following areas of environmental concern were identified.

Table 3: Master Plan Recommendations	with Potential Significant Impacts
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Recom	nendation	Imp	act			
		Socio-Economic	Community Services	Utilities	Traffic	Land Use
D.2.I	Accessory apartments	х	х	х	х	х
D.2.t	Permit nonconforming structures to expand or modify					х
D.2.aa	Require visualizations with development applications	х				
D.4.f	Limit office use in CBD	х				
D.5.z	Concession and commercial at parks					х
D.7.u	Limiting driveway width to 22 feet					х

#### F. Purpose, Need and Benefits of the Master Plan

In 2006, the initiative to formulate a new Master Plan and revise the existing zoning ordinance for the City of Glen Cove was undertaken. Although it should do so every ten years, the City had not comprehensively updated its Master Plan for 55 years. The existing zoning regulations reflect decades of un-reconciled supplements without taking advantage of all manner of regulatory innovation: conservation districts, design guidelines, "green" principles, incentive zoning, open space preservation, and more.

This is a pivotal time for Glen Cove. Development pressures are being realized throughout the City; industrial uses are being supplanted, especially on the waterfront; global warming has raised consciousness about the need for innovation; there is need to coordinate planning initiatives; and traffic congestion undermines the underlying proposition of automobile-oriented suburbs as originally conceived.

When this Master Plan process was initiated, Glen Cove faced small and large development activity that was perceived to (and would) have significant risks as to cumulative and single project impacts. As both the old Master Plan and out-of-date zoning ordinance were inadequate to the task, the City Council adopted a temporary

#### DGEIS for the proposed Glen Cove Master Plan

E, Identified Areas of Environmental Concern and F. Purpose, Need and Benefit of the Master Plan

moratorium on all residential subdivisions in March 2006, since extended in September 2007, while the City Council and Planning Board undertook the study of the land uses, land use controls, and infrastructure within the City and the suitability of same to meet the City's future needs. The City Council and Mayor furthermore commenced this Master Planning process.

In order to provide relief to land owners, the City Council subsequently adopted interim Code Amendments and allowed resumption of the processing of subdivisions of land into less than three lots without a new road. Larger sites remain subject to the Moratorium, ideally further subject to the adoption of this Master Plan. The overall purpose of the moratoria was to prevent a new reality on the ground from forestalling the type of project coordination, public purposes, and protections inherent in the drafting and approval of a new and improved Master Plan and Zoning Ordinance.

The benefits of the Master Plan and its adoption include the overall benefit of having a comprehensive group of adopted guidelines to serve as a basis for land use decisions by all City Agencies. Further, the adoption of the Master Plan will require that other governmental agencies take Master Plan policies into account when proposing future capital expenditures. As stated in the description of Master Plan Recommendations and their individual impact discussions, the lion's share of recommendations are intended to serve public purposes including:

- Reduction of potential impacts associated with future development;
- Increasing the economic viability of the Downtown;
- Developing the waterfront in a manner harmonious to the established City, while providing environmental, recreational, fiscal, and economic benefits to existing residents;
- Providing diversity in housing options;
- Promoting use of mass-transit;
- Promoting historic preservation;
- Promoting utilization of green technologies and practices;

#### G. Required Approvals

The proposed Master Plan and related Zoning Amendments must be adopted by the City Council, and no other approvals are required. In accordance with the requirements of the State Environmental Quality Review Act, the City Council has declared itself Lead Agency with respect to the SEQR process for the adoption of the Master Plan. This DGEIS was prepared at the pleasure of the City Council.

Review and recommendation by the Glen Cove Planning Board and the Nassau County Planning Commission is required prior to adoption.

#### H. Socio-Economic Conditions

#### H.1. Existing Conditions

#### H.1.a. Population

As of the 2000 US Census the population in the City of Glen Cove was 26,622 which is approximately 2% of the total population of Nassau County. The population of the City increased over 10% between 1990 and 2000 rebounding after a steady decline over the previous 20 years.

#### Table 4: Population Trend

	Glen Cove		Nassa	u Co
		%		%
Year		Change		Change
1970	25,770	-	1,428,838	-
1980	24,618	-4.47%	1,321,582	-7.51%
1990	24,149	-1.91%	1,287,348	-2.59%
2000	26,622	10.24%	1,334,544	3.67%
2006 Estimate	26,633	0.04%	1,333,137	-0.11%
2011 Projection	27,004	1.39%	1,344,431	0.85%

Source: US Census Bureau with 2011 projection by Claritas

Despite the stability of Glen Cove's population over the last six years, Claritas, Inc. anticipates the population to rise by approximately 370 people by 2011.

Glen Cove population growth has outpaced Nassau County since 1970. Although not excluded from the population decline experienced in Nassau County between 1970 and 1990, the decline in Glen Cove was significantly less during that period. Subsequent to 1990, Glen Cove has experienced more than double the growth experienced throughout Nassau County and more than triple that growth between 1990 and 2000. This outpacing of County Growth is expected to continue into the next decade.

-	1990	%	2000	%	change in %
Under 5 years	1481	6.08%	1,650	6.19%	0.11%
5 to 9 years	1386	5.69%	1,628	6.11%	0.42%
10 to 14 years	1446	5.94%	1,453	5.45%	-0.48%
15 to 19 years	1333	5.47%	1,518	5.70%	0.23%
20 to 24 years	1919	7.88%	1,552	5.83%	-2.05%
25 to 34 years	4144	17.01%	3,907	14.67%	-2.35%
35 to 44 years	3435	14.10%	4,243	15.93%	1.82%
45 to 54 years	2571	10.56%	3,472	13.03%	2.48%
55 to 64 years	2613	10.73%	2,559	9.61%	-1.12%
65 to 74 years	2274	9.34%	2,147	8.06%	-1.28%
75 to 84 years	1229	5.05%	1,731	6.50%	1.45%
85 years and over	525	2.16%	781	2.93%	0.78%

Table 5: Population by Age

Source: US Census Bureau

During the period of rapid growth between 1990 and 2000, Glen Cove like many suburbs in the New York City Metropolitan area underwent a significant change in character with respect to age. Most notable were large declines in the population aged 20 to 34, large increases in the population aged 35 to 55, with more moderate declines in the population 55 to 75 and more moderate increases in the 75+ population. This type of data is consistent with the rapid increase in housing prices in the late 1990's. Generally, young adults looking for housing have been priced out of the suburban Metropolitan New York and Glen Cove. This corresponds with the increase in the 35 to 55 population which represents those persons in the peak earning periods of their lives. Retirees and empty nesters 55 to 75 with fewer ties to the community may have been encouraged by higher housing prices to capitalize their homes and move to less expensive regions. The increase in the 75 to 84 cohort may be due to the introduction of affordable senior housing in the City as well as at least one large Assisted Living facility in the City during that period. The inflation of housing prices has accelerated since the 2000 decennial census and it is anticipated that the decrease in the 20 to 35 and 55 to 75 age cohorts will be more pronounced in 2010 and that these populations will have largely been replaced with people aged 35 to 54.

Non-citizens (regardless of legal residency) account for approximately 8% of Nassau County residents and approximately 16.5% of Glen Cove residents. Approximately 60.5% of Glen Cove's non-citizens are Hispanic or Latino, while approximately 21% of Glen Cove's total population is Hispanic or Latino.

#### H.1.b. Housing

The City of Glen Cove has 9,734 total housing units (2000 census). The housing stock within the City of Glen Cove is more than 61% single-family units compared to 75% for Nassau County. Approximately 20% of units are located in two-family residential structures. Multifamily units of three or more units per structure account for 18% of the City's residential units. Large residences of four or more bedrooms accounts for 25% of the City's housing versus 35% of the County's.

#### DGEIS for the proposed Glen Cove Master Plan H. Socio-Economic Conditions

Approximately 59% of housing stock was owner-occupied. Only approximately 1.2% of owner-occupied units contained more than 1 occupant per room. In comparison, approximately 13.7% of renter occupied units contained more than one occupant per room and 2.1% contained more than two occupants per room.

Approximately 25% of households with income below the poverty level own their residences versus 46% for the County. Approximately 50% of renters below the poverty level live in residences built prior to 1960 while a full 27% of poverty-level households live in residences built prior to 1939.

The housing stock is relatively old with approximately 64% of the City's total housing stock being constructed prior to 1960. The median age of Glen Cove residences is 1955 which is slightly newer than the County median of 1953.

Approximately 2.8% of the City's housing stock was vacant in 1999 which is slightly higher than the County's 2.4%.

#### Table 6: Average Family and Household Size

	GC	NC
Average Family Size	3.22	3.34
Average Household Size	2.72	2.93
Source: US Census Bureau		

Household and family sizes in Glen Cove are smaller than the Nassau County average.

Median housing value within the City was \$263,800 in 2000 which was up over 4% since 1990. Median housing value is slightly higher than the County which was \$242,300 in 2000.

According to a 2006 estimate by Claritas, Inc. median housing value has increased substantially to \$489,078 by 2006. Nassau County's median housing value has also increased at a similar rate to \$462,487 in 2006.

#### H.1.c. Economy

The current estimated median income within the City of Glen Cove is \$64,890 which is up 16.9% since the 2000 census reported a median income of \$55,503. While median income is higher overall in Nassau County, a similar percentage increase occurred County-wide since 2000. Nassau County has an estimated 2006 median income of \$82,456 and had a reported median income of \$72,030 as of the 2000 census.

#### Table 7: Families below poverty level, 2000

Nassau County	12,207	3.50%	
		0 - 00/	
City of Glen Cove	413	6.20%	

Source: US Census Bureau

#### DGEIS for the proposed Glen Cove Master Plan H. Socio-Economic Conditions

The census reported that 6.2% of families within the City are below the poverty level which is almost twice the number in Nassau County at 3.5%. While Glen Cove residents account for 2% of the Nassau County population, 3.5% of Nassau County residents living below the poverty level live in Glen Cove.

	Glen Cove		Nassau (	County
	#	%	#	%
< \$15,000	1040	11	34,914	7.8
\$15,000 - \$24,999	822	8.69	29,569	6.6
\$25,000 - \$34,999	958	10.13	31,386	7.01
\$35,000 - \$49,999	1369	14.48	50,414	11.26
\$50,000 - \$74,999	1837	19.43	86,575	19.33
\$75,000 - \$99,999	1358	14.36	70,246	15.69
\$100,000 - \$149,999	1184	12.52	80,261	17.92
\$150,000 - \$249,999	654	6.92	44,347	9.9
\$250,000 - \$499,999	169	1.79	12,736	2.84
\$500,000 or more	65	0.69	7,355	1.64

#### Table 8: Income Distribution, 2000

Source: 2000 Census

Approximately 22% of City households made more than \$100,000 per year compared with approximately 32% for the County. Approximately 44% of Glen Cove households made less than \$50,000 per year versus approximately 33% for the County.

#### H.2. Potential Impacts and Proposed Mitigations

Several of the proposed recommendations identified potential significant impacts on socio-economic conditions in the City of Glen Cove. Identified areas of environmental concern are:

#### H.2.a. Permit accessory units in single-family homes.

The proposed recommendation to allow apartments accessory to single-family homes was initially believed to have the potential to drastically increase the number of residential units within the City, and thereby drastically increase the population. The policy is intended to provide extra living space for a family member, help residents earn extra income and/or benefit older residents still living in their homes. The recommendation only cites a single-family structure and homeowner occupancy as prerequisites.

Currently Glen Cove has approximately 5,900 single-family residential housing units. Specific data on what proportion of these units are owner-occupied is not available, however it is likely that the majority of these units are owner-occupied, given that two-family and multifamily unit residences are much more favorable as investment properties. Assuming approximately 90% of single-family residential units are owner-occupied, it could be further assumed that the City of Glen Cove would have a maximum pool of 5,500 units available to apply for accessory apartments. Were every potential unit to apply for this opportunity and depending on the bedroom count of the

units, this could result in a maximum additional population of between 12,100 and 20,500 persons.

However, upon further research, it was found that the American Planning Association reports that ordinances regulating accessory apartments does not encourage these uses and that the absence of regulations does not discourage them.<sup>36</sup> Therefore, it is unlikely that the regulation of accessory apartments would result in any change in density.

The City is already dealing with extensive enforcement of illegal apartments in both oneand two-family residences. The idea behind the recommendation is based on the desire to allow a legal method of further dividing residences for the previously cited purposes. However, the majority of enforcement proceedings involving illegal apartments have been against absentee landlords, and a wide proportion have involved two-family and multifamily structures.

#### **Proposed Mitigation**

In order to implement this recommendation, the City should consider introducing additional controls on accessory apartments. Foremost, accessory apartments should be limited to single-bedroom units. This will help to control the new population introduced with these units, and will generate fewer schoolchildren thereby reducing costs.

Secondly, the City should require an annual renewal process to maintain the accessory apartment. Renewal of permits for accessory apartments should include ongoing proof of residency, no outstanding violations, no extensive history of violations, an annual inspection fee, and an annual inspection to be performed by the Building Department with minimal notice.

Thirdly, to target the specific purposes of the Master Plan, application for accessory apartments should be limited to one of the following three populations: 1. Persons over 65 years of age; 2. Those with single-family residences priced below the single-family median home price for Nassau County; 3. Those renting to family members. In all three cases, the Special Permit for accessory apartments will need to run with the owner and the land. In case of the third, the certificate of occupancy will need to require proof of relation be submitted on an annual basis.

With incorporation of the above-listed mitigation, implementation of the recommendation should not result in a significant increase in population to the City.

<sup>&</sup>lt;sup>36</sup> Melvin, Tessa. "Legally or Not, 1-Family House Is Often Home To 2 Families." New York Times: February 5, 1995. Online Ed.

<sup>&</sup>lt;http://query.nytimes.com/gst/fullpage.html?res=990CEFDE163FF936A35751C0A963958260&sec=&spo n=&pagewanted=all>

# H.2.b. Require visualizations in connection with planning and zoning applications in order to better understand the effects and impacts of development.

This requirement has the potential to increase the cost of development, and therefore limitations on which types of applications are subject to this recommendation should be established.

#### Proposed Mitigation:

In order to implement this recommendation without creating a disincentive to investment, redevelopment or affordable housing within the City, the following limitations are proposed on the implementation of this recommendation:

- 1. This requirement should not apply to minor subdivisions<sup>37</sup> of single-family lots;
- 2. This requirement should not apply to any application that qualifies as a Type 2 action under SEQRA.
- 3. This requirement should not apply to any application for less than 20 units of affordable or workforce housing.

#### H.2.c. Sidebar: Proposed Zoning Guidelines for Downtown

The Master Plan states that office space is a more profitable use of floor area in the Downtown, so until this changes, there will be little incentive to change existing offices to conforming retail. There is a possibility, however, that the proposed recommendation will limit the profitability of ground floor spaces.

#### **Proposed Mitigation:**

To insure that additional economic burden is not placed on the Downtown, office space should continue to be permitted on a special permit basis. Required criteria of the special permit should include:

- A letter from the Business Improvement District (BID) stating that based on their information, the lease rate per square foot for office space within the Downtown exceeds that of retail, service commercial or restaurant space.
- There are at least two additional ground-floor spaces within the B-1 district of at least 75% of the gross floor area of the proposed office space that are vacant at the time of application.

For example, if a tax preparation office wished to locate within an existing 2,000 square foot ground-floor space within the Downtown, they would need to: (1) provide a letter

<sup>&</sup>lt;sup>37</sup> A minor subdivision is a subdivision of less than two single-family lots on an existing street.

from the BID that the lease rate for office space exceeds that of other permitted uses; and (2) document that there are at least two other vacant ground-floor spaces within the downtown, each with at least 1,500 square feet of floor area.

#### H.2.d. Beneficial Impacts of Proposed Master Plan Recommendations

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. Providing a variety of housing types in appropriate locations throughout the City has the potential to increase the social and economic diversity of the City. Further, it should allow those transitioning through life phases to remain, specifically young adults and seniors, who have previously been priced out of the region.
- Inclusionary zoning provisions will provide additional low-income and/or workforce housing without requiring expenditure of public resources. Further it will reduce the segmentation of the City along socio-economic stratum.
- 3. The authorization of accessory units in existing single-family residences to support family members, earn income, or allow seniors to remain in the community, will allow existing residences to remain affordable to homeowners during times of economic uncertainty. The strain of increasing taxes and decreasing or stagnant wages often make it difficult for existing Glen Cove residents to remain in the community. By allowing rental of a small apartment in an existing owner-occupied single-family residence, many Glen Cove residents may be able to weather these difficult times.
- 4. Incentive zoning in the Orchard Neighborhood has the potential to result in a revitalization of this relatively impoverished area. By allowing a modest increase in density, an Orchard Neighborhood Incentive District has the potential to result in increased housing quality, increased housing value, and better living conditions for residents.
- 5. Promoting homeownership opportunities to low- and moderate-income households has the potential to result in a savings mechanism for families. This in-turn is anticipated to result in the ability for low- and moderate-income families to be able to enter the market-rate housing market in the future. This will allow affordable units to be reused to help new low- and moderate-income households in contrast to the City's existing supply of rental-only units.
- 6. Limiting and focusing the use of ground-floor spaces in the Downtown has the potential to result in increased revenues within the Downtown, by providing a more cohesive environment for visitors and shoppers.
- 7. Promoting mixed-uses in the Downtown has the potential to result in a greater resident population in walking proximity to Downtown retail. This has the potential to increase economic activity within the Downtown.

H. Socio-Economic Conditions

- 8. Promoting outdoor dining will increase the liveliness of the Downtown and make the Downtown feel safer for pedestrians in the evening. This has the potential to increase economic activity as the Downtown is able to extend its existing hours of economic activity.
- 9. Providing relief in the procedures necessary for a change of use within the Downtown has the potential to result in a reduction in the amount of time that leasable Downtown space remains vacant. This has the potential to result in increased economic activity within the Downtown.
- 10. The permitting of Transit-Oriented development in proximity to the Glen Street Station has the potential to increase the population of commuters within the City. The commuting public is often a relatively affluent population that will introduce more economic activity to the City.
- 11. Enhancing Downtown lighting has the potential to increase Downtown economic activity during evening hours.
- 12. Several additional recommendations were made regarding providing improvements to the Downtown in order to make it a desirable destination. These all have the potential to result in increased economic activity within the Downtown.
- 13. Generating a comprehensive, mixed-use waterfront plan will help to establish the Glen Cove Creek as a destination for those seeking waterfront access and recreation. Linking the waterfront to the Downtown will help to increase economic activity in both areas of the City.
- 14. Employing income producing uses within or around the City's existing and proposed park resources has the potential to increase economic activity within the City.

#### I. Geology, Topography and Soils

#### I.1. Existing Conditions

The City of Glen Cove, as well as all of Long Island, is part of the Atlantic Coastal Plain Physiographic Province. Nassau County, is composed of three general topographical areas: 1) undulating terrain with hills and bluffs along its northern coast; 2) a rough moraine strip characterized by rolling topography across the central areas; and 3) and a flat plain sloping gently southward on the south. Soils in Glen Cove are composed of glacial deposits accumulated during the last glacial event in the northeastern United States, ending approximately 10,000 years ago, during the Pleistocene Epoch.

Bedrock is generally found at relatively deep depths and consists largely of cretaceous sedimentary layers. The bedrock floor dips in a general southeastern direction, from surface outcrops occurring in the Bronx and Queens to the west, to depths approaching 1,000 feet in the eastern portions of Long Island.

#### I.2. Potential Impacts and Proposed Mitigations

No potential adverse impacts to geography, topography and/or soils were identified as a result of the Master Plan recommendations.

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. Low-impact development practices for stormwater management have the potential to reduce erosion impacts.
- 2. Increased requirements for landscaping and retention of existing trees has the potential to reduce potential erosion impacts associated with new development.
- 3. Increased regulation of development over steep slopes is anticipated to reduce the amount of soil erosion as a result of construction and occupancy of steeply sloping areas.
- 4. Increased requirements for visual simulations in support of site plan and subdivision applications have the potential to preserve views along hillsides and ridgelines.
- 5. The adoption of best management practices has the potential to reduce potential erosion impacts.
- 6. While development of parklands is an extensive and difficult process, the implementation of a Park Preserve district will increase protection of park resources, which should allow more area available for natural stormwater recharge and therefore reduce the potential for soil erosion.

#### DGEIS for the proposed Glen Cove Master Plan

I. Geology, Topography and Soils

- 7. The promotion of green roofs has the potential to result in reduced stormwater in connection with new development and therefore is anticipated to result in a reduced potential for erosion impacts.
- 8. Actively seeking funding for brownfield cleanup has the potential to increase the quality of Glen Cove's contaminated soils.

#### J. Water Resources

#### J.1. Existing Conditions

#### J.1.a. Coastal Zone Management

Long Island Sound, an estuary in which salt water from the Atlantic Ocean mixes with fresh water from rivers, streams and the runoff from the land, and its surrounding land is a complex and delicate balance of rich history, natural resources, and a highly populated built environment. The Sound is bordered by Connecticut on the north, New York City and Westchester County on the west and Long Island on the South. More than 8 million people live in the Long Island Sound watershed, and the associated development has increased some types of pollution, altered land surfaces, reduced open spaces, and restricted access to the Sound.<sup>38</sup> The City of Glen Cove is one of approximately 25 municipalities located on the coast of Long Island Sound which spans approximately 304 miles

#### J.1.b. Local Waterfront Revitalization Program

Coastal communities have the authority, based on the New York State Division of Coastal Resources Local Waterfront Revitalization Program (LWRP), to address issues and regulate activities that affect a community's waterfront. The plan is a locally prepared land and water use strategy through which critical issues are addressed. Currently the City of Glen Cove has not adopted an LWRP. Stated benefits of a plan would be to (a) increase a community's ability to attract appropriate development that will respect its unique cultural and natural characteristics, and (b) establish a long term partnership with community based organizations and the State which would provide a source of technical assistance to prepare and implement a Local Program. Nassau County recommends each of the waterfront communities prepare such a plan in its 1998 Master Plan.

#### J.1.c. Long Island Sound Coastal Management Program

The vision for Long Island Sound, as laid out in the Long Island Coastal Management Program of 1999 offers a number of detailed findings and recommendations for the coast of Long Island Sound organized into four categories: the developed coast, the natural coast, the public coast, and the working coast in order to focus attention on issues that are of significance to its many diverse users. The plan is intended to set public policy for actions affecting the many economic and environmental resources of the Long Island Sound.

The plan designates the City of Glen Cove as one of the 10 waterfront "Maritime Centers". These centers are areas that the State has identified as most suitable for

<sup>&</sup>lt;sup>38</sup> United States Environmental Protection Agency, www.epa.gov

expansion of existing, or the development of new, water dependent commercial and industrial uses.

The City is also identified in the plan as one of six "Waterfront Redevelopment Areas", or urban waterfront areas that are currently under utilized which offer potential for redevelopment based on a number of different factors such as existing transportation infrastructure, the need for improved public waterfront access, and the significance of the City's waterfront to the entire region.

#### J.1.d. Harbor Management Plan for Hampstead Harbor

In 1995, the eight municipalities which occupy land on the coast of the Hempstead Harbor established the Hempstead Harbor Protection Committee (HHPC) which was responsible for the creation of the Water Quality Improvement Plan in 1998. This plan laid the groundwork for the creation for the Harbor Management Plan for Hempstead Harbor prepared in 2004. The plan established the following nine goals aimed creating a framework for addressing key issues overtime:

- Ensure efficient and safe navigation and operating conditions in Hempstead Harbor;
- Protect Hempstead Harbor's water-dependant uses, and promote the siting of new water – dependent uses at suitable locations, without impacting natural resources;
- Redevelop vacant and underutilized waterfront land on Hempstead Harbor with appropriate uses;
- Increase water-related recreational opportunities within Hempstead Harbor and along the harbor's shoreline, and increase public access to the waterfront;
- Protect and enhance Hempstead Harbor's natural environment and open space resources, including surface water quality, wetlands, coastal fish and wildlife habitats, upland natural areas, and important view sheds;
- Preserve important historic resources along the waterfront;
- Improve linkages between the Hempstead Harbor waterfront and adjacent down areas;
- Engage in a collaborative effort with the municipalities surrounding Hempstead Harbor, by means of innovative inter-municipal planning and community development techniques that link environmental protection, economic prosperity, and community well being, so as to ensure effective long term community regional and watershed vitality; and
- Recognize and build upon the unique characteristics and circumstances of Hempstead Harbor and its watershed in developing approaches to the following

concepts: revitalizing existing communities and promoting livable neighborhoods, preserving open space and critical environmental resources, encouraging sustainable economic development, improving partnerships, service sharing arrangements and collaborative projects, and heightening public awareness.

#### J.2. Potential Impacts and Proposed Mitigations

No potential adverse impacts to geography, topography and/or soils were identified as a result of the Master Plan recommendations.

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. Positive impacts discussed in the Soils, Topography and Geology section of the Master Plan that are indicated to result in reduced impacts from soil erosion would further reduce impacts from siltation and first-flush runoff to receiving waterbodies.
- 2. Recommendations pursuing increased transit ridership and increased pedestrian and bicycle resources all have the potential to reduce air and water quality impacts resulting from vehicular use.
- 3. Reducing and sharing parking resources in the Downtown as well as incentivizing structures parking has the potential to result in more pervious area within the Downtown increasing the capacity for stormwater infiltration within the Downtown area.
- 4. The preservation of existing open space resources and the requirement of open space resources with new development project has the potential to result in increased groundwater recharge.
- 5. Increased clean up of contaminated areas has the potential to result in increased ground and surface water quality.

#### K. Transportation

#### K.1. Existing Conditions

#### K.1.a. Vehicular Traffic

The majority of traffic issues occur because there are a limited number of access points into and out of the City which is a result of Glen Cove's location at the end of a peninsula. This places added pressure on the City's entire road network. Major access roads such as Dosoris Lane and Crescent Beach Road are characterized by overall high traffic speeds, high traffic volumes and are often found to be dangerous for pedestrians. According to a resident survey undertaken during the Master Planning process, 50% of City residents indicated that traffic getting into and out of Glen Cove was poor.

While some recreation areas within the City have pedestrian or bicycle trails, there is no City- wide network nor are there designated lanes for bicycles or pedestrians on local roadways.

Despite the numerous alternative means of transportation available to residents, Table x shows that nearly 75% of residents drive alone to work. This percentages is even higher for inter-county transportation. The 1998 Nassau County Comprehensive Plan identifies a number of major reasons that may deter transit ridership such as the lack of weather protection at stations, limited evening and weekend schedules, and lack of connections between transit modes.

Drove Alone	74.62%
Car Pooled	9.61%
Public Transportation	7.52%
Walked	4.17%
Bicycle	0.50%
Worked at Home	2.76%
Other	0.82%
Average Travel Time	30 minutes

#### Table 9: 2000, Transportation to Work

Source: 2000 U.S. Census

#### K.1.b. Rail Service

Since 1868 the City of Glen Cove has been served by the Oyster Bay Branch of the Long Island Rail Road, operated by the Metropolitan Transportation Authority (MTA). Currently there are three stations which serve the City: Sea Cliff Station (located on Sea Cliff Avenue), Glen Street Station (located at the intersection of Glen Street and Cedar Swamp Road), and Glen Cove Station (located at the intersection of Duck Pond Road and Town Path). Passengers who board trains in Glen Cove can travel into New York's Penn Station in approximately 1 hour and 10 minutes<sup>39</sup> or transfer to trains via the Jamaica Station that travel to other parts of Long Island.

#### K.1.c. Bus Service

As part of the Metropolitan Transportation Authority network, Long Island Bus (LIB) operates two bus lines which make stops within the City of Glen Cove. The N20/21 line runs from Hicksville to Flushing passing through Glen Cove, while the N27 line runs from the Hempstead Transit Center to Glen Cove.

A Commuter/ Loop Bus line service runs from at the City of Glen Cove's Police Headquarters on Bridge Street starting at 6:58 a.m. and runs until 3 p.m. This bus line provides service to the Downtown area as well a surrounding commercial and industrial districts, Glen Cove Hospital, Long Island Rail Road Stations and local residential neighborhoods.

#### K.2. Potential Impacts and Proposed Mitigations

One of the proposed recommendations was identified as resulting in a potential significant impact on traffic in the City of Glen Cove. The identified area of environmental concern is:

#### K.2.a. Permit accessory units in single-family homes.

It was found that regulating accessory apartments is unlikely to result in changes in density. As stated in the socio-economic impact section, the policy is intended to provide extra living space for a family member, help residents earn extra income and/or benefit older residents still living in their homes. The recommendation only cites a single-family structure and homeowner occupancy as prerequisites.

To mitigate impacts on population, several requirements were suggested including:

- Accessory apartments should be limited to single-bedroom units;
- The City should require an annual renewal process to maintain the accessory apartment contingent upon ongoing proof of residency, no outstanding violations,

<sup>&</sup>lt;sup>39</sup> According to the MTA Long Island Rail Road online weekday schedule posted at www.mta.nyc.ny.us/lirr/html/ttn/glencove.htm

no extensive history of violations, an annual inspection fee, and an annual inspection to be performed by the Building Department with minimal notice;

 Application for accessory apartments should be limited to one of the following three populations: 1. Persons over 65 years of age; 2. Those with single-family residences priced below the single-family median home price for Nassau County; 3. Those renting to family members.

In the Socio-Economic section it was anticipated that with incorporation of the abovelisted mitigation, implementation of the recommendation should not result in a drastic increase in population to the City.

#### **Proposed Mitigation:**

By limiting the population to acceptable levels, impacts to traffic generation should also be limited.

With regard to parking in association with accessory parking, it is noted in the recommendation that sufficient off-street parking for the accessory unit should also be allotted. Given that only one-bedroom accessory apartments will be permitted, it is anticipated that providing three off-street parking spaces for single-family units with accessory apartments will adequately mitigate any impacts to on-street parking.

#### K.2.b. Beneficial Impacts of Proposed Master Plan Recommendations

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. By making the densities of the City's zoning districts more reflective of established neighborhoods, future development of remaining vacant lands at greater than established densities is less likely and therefore the corresponding amount of traffic should be reduced.
- 2. By prohibiting flag lot development, it will become more difficult to "squeeze" remaining density out of marginal properties. Also, flag lots typically result in frequent curb cuts increasing delays. Prohibiting flag lots will therefore help to encourage better traffic flow.
- 3. By redistributing density along the City's "gateways," residential density is concentrated along the roadways in Glen Cove with the greatest capacity. Future traffic flow into and out of the Downtown will be enhanced with the lowering of maximum residential density.
- 4. By improving the regulation of illegal residential units, and by requiring the licensing and inspection of rental units, the number of residential units within the City should decline as enforcement proceeds. The exact number of illegal or overoccupied units within the City is unknown, but it is widely considered to be a widespread issue, especially within the southern part of the City. With the

reduction of illegal units within the City, the traffic and on-street parking demands within the southern parts of the city should decline.

- 5. The Master Plan recommends having the County redefine the functional classification of Cedar Swamp Road to make it more pedestrian and business friendly. In addition to increased safety and economic activity, this will divert traffic bound for the northern parts of the City and neighboring communities onto Pratt Boulevard, a State highway which has much more existing capacity. This will help to increase traffic flows.
- 6. The Master Plan recommends identifying problem intersections and improving them. This will result in better traffic flow throughout the City.
- 7. The Master Plan makes several recommendations with regard to pedestrian and bicycle improvements. By making the City friendlier to pedestrian and bicycle traffic, dependency on automobile use should decline as should vehicular traffic.
- 8. Recommendations encouraging increased transit usage should further reduce dependency on automobile use. This should increase vehicular traffic flow and reduce volume.
- 9. The Master Plan recommends requiring all Type 1 actions under SEQRA to submit traffic studies. Type 1 actions under SEQRA are typically sizable applications that have been identified as being likely to result in significant impacts. It is anticipated that such uses will likely result in traffic impacts in the congested traffic conditions that predominate Glen Cove and Eastern Long Island in general. Requiring traffic studies of significant developments will reduce the potential for developments that will exacerbate existing congested roadways.
- 10. The Master Plan recommends a transit-oriented development near the Glen Street Station. By providing a TOD development in this location, ridership on this line of the Long Island Railroad should increase. This is anticipated to allow the LIRR to enhance service for the benefit of all Glen Cove residents.
- 11. The Master Plan recommends continuing to support ferry service. In addition to local traffic problems, Long Island has prevailing traffic problems, especially along its East-West arterials. By providing an additional alternative to area residents for East-West travel, regional and local traffic will be benefited.
- 12. The Master Plan recommends extending local transit options either by new jitney service in association with future large-scale developments, or by expansion of the existing loop bus. In either case, this is anticipated to reduce the usage of individual automobiles thereby reducing vehicular traffic. This also has the potential to increase usage of the Downtown.
- 13. The Master Plan recommends requiring all new developments to meet City street and sidewalk standards. These standards were previously widely departed from to reduce development cost and to increase achievable density with narrower

rights-of-way. By requiring compliance with City street standards, pedestrian and vehicular safety over future subdivisions will be enhanced.

- 14. The Master Plan makes several recommendations to enhance the utilization of shared parking resources in the Downtown. This has the potential to result in fewer curbcuts throughout the Downtown and more available on-street parking. This should enhance traffic flow through the middle of the City.
- 15. The Master Plan recommends traffic calming methods throughout the City, especially in residential neighborhoods, near schools and in the waterfront. Traffic calming usually results in lower vehicular speeds, but improved traffic flow. Further, pedestrian safety in areas of traffic calming is also enhanced.
- 16. The Master Plan recommends limiting commercial traffic through neighborhoods. This should result in greater safety for residents, especially children.

#### L. Land Use and Zoning

#### L.1. Existing Conditions

Glen Cove is made up of mostly single family residential uses with allowable lot sizes ranging from two acres to one quarter acre lots. Multifamily dwellings, including two-family detached homes, garden apartments, townhouses, and condominiums are permitted in central and southern portions of the City.

Commercial uses are concentrated in the center of the City along major thoroughfares while industrial uses are located along Glen Cove Creek and on the parcels between Pratt Boulevard and the railroad tracks. (See Existing Land Use Map)

Four major land use issues were identified by the Master Plan Task Force:

- Over-occupancy and two family conversions occurring mainly in the south eastern portion of the City.
- Irregular subdivision lots and flag lots
- Steep slopes mainly located along Pratt Boulevard.
- Mc Mansions<sup>40</sup>
- Historic preservation

#### L.2. Potential Impacts and Proposed Mitigations

A few of the proposed recommendations identified potential significant impacts on lan use conditions in the City of Glen Cove. Identified areas of environmental concern are:

## L.2.a. Provide carrots and sticks to bring nonconforming properties into compliance with City requirements.

The Master Plan recommends additional flexibility for dimensional standards in order to encourage investment in the rehabilitations, expansion and maintenance of existing structures. However, this flexibility has the potential to affect community character if proper safeguards are not also implemented.

#### **Proposed Mitigation:**

Where an existing conforming use does not comply with dimensional standards, the expansion, rehabilitation or maintenance of the structure should require a special permit instead of a bulk variance. The special permit should require the Planning Board to

<sup>&</sup>lt;sup>40</sup> A McMansion is a home that is inappropriately large in relation to its lot.

#### **DGEIS for the proposed Glen Cove Master Plan** L. Land Use and Zoning

consider the character of the community and to require appropriate safeguards in order to maintain the character and reduce any potential impacts on neighbors. Where possible, the special permit should require that dimensional standard noncompliance should be reduced or eliminated to the greatest extent practicable. If the special permit is withheld, the application should still be able to proceed to the Zoning Board for a bulk variance.

## L.2.b. Employ income-producing uses to supplement park revenues and promote year-round usage.

If implemented improperly, the introduction of an overabundance of stores and other buildings could have negative visual impacts in parks and open spaces.

#### Proposed Mitigation:

In implementing this regulation, care should be taken to maintain the visual character of parks and open spaces. Any construction over parkland should be subject to a detailed SEQR review and special permit criteria should be added to insure compatibility. Strict maintenance agreements should be made with any food service provider to be responsible for food containers or wrappers. With certain assurances, no negative impacts are anticipated as a result of implementation of this policy.

#### L.2.c. Maximum width of driveway or paved area in front yard is set at 22 feet.

Problems have arisen from this standard implemented in the interim zoning regulations with regard to two-family residences and therefore this standard will be revisited in the upcoming round of comprehensive zoning amendments. It is possible that retention of this standard will result in impacts to the character of established two-family neighborhoods.

#### **Proposed Mitigation:**

The purpose of this requirement was to keep landowners from paving their entire front yards. The Planning Board should be given waiver authority over this standard, where an applicant demonstrates that exceeding this standard will not result in a design that is out of character with the neighborhood. Further a waiver should be conditioned upon departure from the standard of only the minimal amount necessary.

#### L.2.d. Permit accessory units in single-family homes.

The proposed recommendation to allow apartments accessory to single-family homes has the potential to result in land use out of character with the surrounding neighborhood.

#### **Proposed Mitigation**

As discussed in the recommendation itself, this use should require design review to insure that the structure with an accessory apartment does not look out of character with the neighborhood. Design guidelines should be developed requiring a seamless

integration of the accessory unit with no additional entrance visible from the front or side yards, no additional mailboxes and no additional utility meters. Parking should be accommodated in a manner that is not excessive in its appearance.

#### L.2.e. Beneficial Impacts of Proposed Master Plan Recommendations

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. By making the densities of the City's zoning districts more reflective of established neighborhoods, the established character of neighborhoods will be protected.
- 2. By recommending neighborhood-specific design guidelines, the character of established neighborhoods will be preserved.
- 3. By more strictly regulating development on strict lands, potential impacts to downhill land uses will be reduced.\
- 4. By prohibiting flag lots, the rear-yard privacy of lots with street frontage will not be violated.
- 5. The Master Plan recommends providing for sensitive transitions between neighborhoods or zoning districts with distinct characters. This will help to reduce the potential for land use conflicts.
- 6. The Master Plan recommends providing a number of mixed-use areas within the City. By providing residential use in commercial areas, a resident population of consumers will be provided to support economic activity.
- 7. The Master Plan recommends providing incentives for bringing nonconforming properties into conformance. This will help to improve the cohesive character of neighborhoods.
- 8. The Master Plan recommends improving the regulatory capacity of the City to deal with enforcement issues. This will help to eliminate illegal land uses and improve conformance with land use policy.
- 9. The Master Plan recommends addressing absentee landlord issues. This should help to improve the quality of neighborhoods.
- 10. The Master Plan recommends implementing architectural review procedures and design guidelines. This will help to maintain the established character of the City.
- 11. The Master Plan recommends converting the remaining industrial area in the vicinity of the Glen Cove Creek to a recreational and building supply enclave. This will be more compatible with the existing and proposed surrounding land uses.

12. By requiring visualizations as part of site plan review, neighborhood character will be better maintained.

#### M. Community Services

#### M.1. Existing Conditions

#### M.1.a. Police Services

The Glen Cove Police Department consists of 52 sworn officers and 4 civilian employees. The department headquarters is located on Bridge Street. According to Chief William Whitton, the department responds to approximately 15,500 calls for service annually.

The Glen Cove Police Department is currently operating below the national average for police staffing levels. Currently the Glen Cove PD provides 1.8 officers per 1,000 residents, while the national average is 2.3 officers per 1,000 residents.

The City also has the benefit of a Harbor Patrol Unit consisting of approximately 14 parttime officers which report to the City's Emergency Response Manager. The unit manages three patrol boats.

The Nassau County Police department provided additional service to the City as necessary.

#### M.1.b. Fire Services

Fire Services are provided by the Glen Cove volunteer Fire Department. The City's fire house, which is also houses Emergency Medical Services, is located on Glen Cove Avenue. The department consists of approximately 140 volunteer members with access to six Class-A pumper engines, one rescue truck, one inflatable rescue raft, one 14' ice rescue boat, a 100-foot ladder truck, four officer fly cars, and one light utility truck. According to Fire Chief Dave Spy the department would benefit from a fire boat, especially if the waterfront is re-developed. The department receives approximately 30 calls per month for a number of different types of emergencies.

The department is one of 10 departments of the 5<sup>th</sup> Battalion on the North Shore of Long Island. The department regularly works with surrounding 5<sup>th</sup> battalion departments for training and mutual aid protection in large emergency situations.

#### M.1.c. Emergency Medical Services

As stated above, emergency medical services is housed on Glen Cove Avenue along with the Fire Department. According to Mike Salentino, Chairman of the Board of Fire Commissioners and Director of Emergency Medical Services, the City would benefit from one central command post for police, fire and emergency services and additional advancements in technology.

#### M.1.d. Health Care Services

The largest health care facility in Glen Cove is the North Shore University Hospital at Glen Cove. The facility is part of the North Shore Long Island Jewish Medical Health System which consists of 17 hospitals in total and is both the largest employer on Long Island (approximately 30,000) and the third largest secular, non-profit health care system in the Country. The hospital features 265 beds and is home to the Orthopedic and Rehabilitation Institute that features programs in joint replacement and an all inclusive spine program as well as rehabilitative treatment in orthopedics, neurology, pulmonary medicine, cardiology, and generalized debilitation resulting from chronic illness.<sup>41</sup> In 2001, the hospital had an occupancy rate of 78.5 %.<sup>42</sup>

Other health care facilities within the City of Glen Cove include North Shore Children's Health Care Center, and Community Hospital for Military and Veterans.

#### M.1.e. Schools

There are six schools within the Glen Cove School District; four elementary schools, a middle school, and a high school. The total enrollment as of September 2007 is 3,002 however enrollment numbers have a tendency to be in flux over the course of the school year<sup>43</sup>. According to the Superintendent, Dr. Aronstein, growth is projected to remain steady in the future. Data on each school is contained in the chart below.

SCHOOL	LOCATION	GRADES	CAPACITY
Deasy	Dorris Ln	K-2	427
Gribbin	Seaman Rd.	K-2	372
Connolly	Ridge Dr.	3-4	262
Landing	Mc Loughlin St.	3-4	290
Robert F. Finley Middle School	Forest Ave.	6-8	1,100
Glen Cove High School	Dosoris Ln	9-12	1,100

#### Table 10: School Data

Source: NYS Education Department

<sup>&</sup>lt;sup>41</sup> Northshorelij.com

<sup>&</sup>lt;sup>42</sup> According to Health Care Annual 2004 Update, published by the United Hospital Fund of New York. Page13.

<sup>&</sup>lt;sup>43</sup> According to a personal communication with the Superintendent's office on 9/18/07

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Private educational facilities are also located within the City of Glen Cove. The Solomon Schechter High School is a private Jewish school located on Cedar Swamp Road. Along with its affiliated Middle School also located in the City, it has a total enrollment of 305 students. The All Saints Regional School, located at 12 Pearsall Avenue, is a private Catholic elementary and middle school with an enrollment of 368 students. North Shore Day school, a private early childhood education facility for children ages 2 to 5 years of age, is located on Crescent Beach Road.

#### M.2. Potential Impacts and Proposed Mitigations

#### M.2.a. Impacts as a result of density

Impacts on Community Services generally originate with land use policy recommendations that would result in additional residential units and corresponding population increases. As documented under the impact considerations of the recommendation for the redistribution of density within the City (see D.2.i) the primary Master Plan recommendations will result in a net reduction in maximum density by approximately 350 units.

The only other recommendation that could significantly increase residences within the City is the recommendation to permit accessory apartments. Upon researching the impacts of accessory apartments, it was determined that this recommendation would not likely result in a significant increase in the number of units within the City or the population. However, this DGEIS recommends a number of mitigations that would result in a much lower application of this provision, and limits on the population that would likely inhabit these future accessory apartments.

In short, the Master Plan recommendations taken in their entirety are likely to result in a decrease in the maximum number of residential units that could be developed in the future. Therefore, the Master Plan is not likely to result in significant impacts to community services.

#### M.2.b. Beneficial Impacts of Proposed Master Plan Recommendations

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. The Master Plan recommends improving the regulatory capacity of the City to deal with illegal units. This will likely result in a reduction in the number of illegal apartments and a corresponding decrease in the population utilizing community services, thereby freeing up capacity for lawful residents.
- 2. The Master Plan makes a number of recommendations for enhancing Glen Cove's park system with expanded parks as well as with new bike trails. This will enhance the recreational resources available to Glen Cove residents.
- 3. The Master Plan recommends traffic calming measures in the vicinity of schools. This will increase the safety of students.

#### N. Utilities

#### N.1. Existing Conditions

#### N.1.a. Water Supply

The Glen Cove Water Department (GCWD) maintains five wells located on four separate well fields located on Duck Pond Road, Nancy Court, Kelly Street, and Seaman Road. The City also maintains interconnections with the neighboring Villages of Jericho, Sea Cliff and Locust Valley. According to the GCWD the City has a total pumping capacity of 9.87 million gallons per day (gpd) with average daily flow levels at approximately 4.93 million gpd.

In 2004, the City completed several system upgrades to their water purification facility and distribution system. Improvements included piping and valve modernizations of their distribution system, fire hydrant replacements, and water meter replacement to allow for more efficient computerized meter reading.

#### N.1.b. Sewer Services

The City of Glen Cove owns a tertiary wastewater treatment plan located off Morris Avenue on the south side of Glen Cove Creek which is operated by a private company under contract with the City. Reconstructed in 1980, the treatment plan has a capacity of 5.5 million gallons per day. Current daily average flow is approximately 3.8 million gallons per day. The City's sewer system consists of approximately 75 miles of sewer pipes and 16 sewage pumping stations.

Use of the City's sewer system is regulated by Chapter 25 of the City Code.

Despite its age, there are no plans for replacement or upgrade of any of the City's utility infrastructure according to the DPW. Infrastructure is in need of repair approximately once or twice a month and is completed on a reactionary basis. The department has reported that it is understaffed and would benefit from additional manpower<sup>44</sup>.

#### N.1.c. Solid Waste Disposal Services

The City of Glen Cove's Department of Public Works (DPW) is responsible for managing the collection of residential, commercial, and small amounts of industrial solid waste materials. The majority of materials collected are brought to the City's Waste Transfer Facility located on Morris Avenue. This facility has the capacity to handle approximately 250 tons of solid waste per day. The City of Glen Cove maintains a contract with Waste Management to operate this facility.

<sup>&</sup>lt;sup>44</sup> According to personal communication with Glen Cove DPW General Foreman, Mike Salentino, November 2006.

#### N.2. Potential Impacts and Proposed Mitigations

#### N.2.a. Impacts as a result of density

See the discussion of density impact on community services. Utilities also are highly dependent upon the resident population of the City. With the maintenance of density within the City (and a probable lowering in maximum density) it is anticipated that no significant impact on utilities are likely to occur as a result of the change in residential density.

#### N.2.b. Relocation of Glen Cove Transfer Station and Sewer Plant

The long-term plan for waterfront redevelopment contemplates the ultimate relocation of the sewer plant, DPW garage and transfer station from the waterfront to alternative locations to make way for additional parkland and possible indoor recreation. This plan would require a significant expenditure of resources, and it is unclear whether this initiative would be funded through private, or public funds. At this time it is difficult if not impossible to determine whether relocation of these public utility facilities will result in significant adverse environmental impacts. Identifying these uses as incompatible with the overall waterfront land use plan, and suggesting that the City would be open to removing them from the waterfront will not result in adverse impacts. Deferral of site specific impacts to such time as the details of such a relocation are known will be no less protective of the environment.

### O. Historic and Visual Resources

#### **O.1.** Existing Conditions

The following sites within the City of Glen Cove have been listed on the National Register of Historic places:

- Justice Court Building, Glen Cove Highway
- Sea Cliff Railroad Station, Sea Cliff Avenue
- The Shell House, 26 Westland Drive
- The Glen Cove Post Office, 2 Glen Cove Street
- Woolworth Estate, 77 Crescent Beach Road

Additionally, Glen Cove's character is defined by its historic estates, located throughout, but especially in the northern part of the City. These historic estates such as the Harrison House, the Braes, Welwyn and the Pryibil Estate are extremely important historic resources. In the southern part of the City, certain neighborhoods such as Lamarcus Avenue and Highland Road, have retained an architecturally and historically important, if smaller scale character.

Additional Background on historic resources is contained in the Master Plan.

### **O.2.** Potential Impacts and Proposed Mitigations

No potential adverse impacts to historic resources were identified as a result of the Master Plan recommendations.

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. The Master Plan recommends designating additional estates and buildings as local landmarks and on the State and National Registers of Historic Preservation. Such a designation would allow greater protection of these resources as well as funding for their maintenance.
- The Master Plan recommends allowing a zoning incentive for adaptive reuse of landmark buildings. While this will allow a small increase in the number of residential units in the City, it will more importantly encourage the retention of important historic resources.
- 3. The Master Plan recommends establishing a cluster development provision for estate and Mansion sites. This will allow the Glen Cove's larger estates to be protected from development pressure, while retaining the historic resources and the character of their grounds.

# **DGEIS for the proposed Glen Cove Master Plan** O. Historic and Visual Resources

- 4. The Master Plan recommends creating a Downtown historic district to protect historic and architecturally significant structures in Glen Cove's Downtown.
- 5. The Master Plan recommends adopting guidelines to retain the character of Glen Cove's historic neighborhoods.

# P. Air Quality and Noise

### P.1. Existing Conditions

#### P.1.a. Air Quality

There are currently five monitoring stations in Nassau County. The main testing facility is located in Eisenhower Park and one facility in the City of Glen Cove which measures suspended particulates and sulfates and nitrates. All are operated by the NYS DEC's bureau of Air Quality Surveillance. While air quality has been generally improving over time, certain pollutants are still exceeding national standards, based on recent testing. The main testing facility in Eisenhower Park reported a annual average of inhalable particulates for the three year period from 2003-2005 at 13.4 micro grams per meter cubed ( $\mu$ g/m<sup>3</sup>) which is below the Federal Ambient Air Quality Standard of 15  $\mu$ g/m<sup>3</sup>. By comparison the average for reporting test sites within New York City was 14.6  $\mu$ g/m<sup>3</sup>.

The NYS DEC also reports a general Air Quality Index (AQI) which provides information on daily pollution levels. The AQI for Long Island is generally in the high twenty to low thirty range, which is generally considered good by DEC standards. However, the reading is the highest outside of New York City in New York State.

#### P.1.b. Noise

Noise is defined as any loud, discordant or disagreeable sound or sounds. The NYS DEC more generally defines noise as unwanted sound and identifies three major noise categories associated with development (1) fixed equipment or process operations; (2) mobile equipment or process operations; and (3) transport movements of products, raw material or waste. The amplitude (loudness), frequency (pitch), impulse patterns and duration of sound all affect the potential for a sound to be a noise. In a place such as the City of Glen Cove, it is derived mainly from unavoidable elements of the suburban environment. Examples include automobile and truck traffic, garbage collection, construction and maintenance, industrial uses and emergency sirens.

Since the impacts of exposure to noise have the greatest impacts on quality of life at an individual's home, the proximity of the greatest sources of noise to residential areas is of great importance in land use planning. Noise in the City of Glen Cove is not of a volume, duration, or frequency which significantly interferes with the enjoyment of the environment or quality of life.

### P.2. Potential Impacts and Proposed Mitigations

No potential adverse impacts to air quality and noise were identified as a result of the Master Plan recommendations.

<sup>&</sup>lt;sup>45</sup> Results obtained from the 2005 NYS Ambient Air Quality Report published by the NYS DEC.

#### **DGEIS for the proposed Glen Cove Master Plan** P. Air Quality and Noise

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. Several recommendations were made that would redistribute density along Glen Cove's primary arterial, Pratt Boulevard. By focusing new development along a high-capacity arterial, vehicular traffic will be better able to move in and out of the City, thereby resulting in fewer potential air quality impacts.
- 2. The Master Plan makes several recommendations promoting landscape requirements for parking lots, site plans and subdivisions. This will result in greater shading of asphalt areas and reduction in CO2.
- 3. The Master Plan makes several recommendations favoring mass transit, bicycle and pedestrian traffic. The concurrent reduction in vehicular traffic should result in positive impacts to air quality and noise.
- 4. The Master Plan recommends limiting commercial traffic from residential streets. This should result in positive air quality and noise impacts to Glen Cove's residents.

## Q. Vegetation and Wildlife

#### Q.1. Existing Conditions

The New York State Natural Heritage Program maintains a database of rare plants and animals native to the State. There are 119 of these species in Nassau County according to the 1998 Nassau County Comprehensive Plan. The also identify any significant fish and wildlife habitats; of which Nassau County has 19.

According to the New York State Natural Heritage Program no records of rare or state listed animals or plants, or other significant habitats exist in, or in the immediate vicinity of, the City of Glen Cove.<sup>46</sup>

#### Q.2. Potential Impacts and Proposed Mitigations

No potential adverse impacts to vegetation and wildlife were identified as a result of the Master Plan recommendations.

Several beneficial impacts are likely to occur as a result of proposed Master Plan recommendations. These include:

- 1. Several recommendations were made that would require improved landscaping standards within the City. This would provide more vegetation throughout the City, although the habitat value of landscaping is less than open space areas.
- Several recommendations of the Master Plan would require dedication of additional open space areas. These open space areas could potentially provide habitat, that would previously been developed under the existing regulatory environment.
- 3. The Master Plan recommends that existing trees be retained to a greater extent possible in subdivisions and site plans, and that significant grading require site plan approval. These recommendations have the potential to provide greater protections for mature trees.
- 4. Several Master Plan recommendations were made to require improved water quality and decreased soil erosion. These recommendations have the potential to improve the future water quality of receiving streams, wetlands, the Glen Cover Creek and the Hempstead Harbor. This will result on positive impacts to aquatic wildlife.
- 5. The Master Plan recommends continuing to clean up contaminated brownfields. This recommendation will have a positive impact on Glen Cove's wildlife,

<sup>&</sup>lt;sup>46</sup> This information should not be substituted for field surveys which may be required for environmental impact assessment.

especially on aquatic wildlife as many of Glen Cove's brownfields are along the Glen Cove Creek and its tributaries.

#### R. Alternatives to the Proposed Action

#### **R.1.** No Action Alternative

Under the no action alternative, the City would not adopt any Master Plan and the current land use regulations would remain in place.

Under this alternative no major zoning change would be implemented, only minor amendments and ad hoc changes to keep the code up to date with established land use patterns or in response to applications by individual property owners could be expected.

#### S. Adverse Impacts Which Cannot Be Avoided If the Project Is Implemented

No adverse impacts were identified as a result of the Master Plan recommendations that cannot be adequately mitigated by thoughtfully crafting the implementing code requirements.

#### T. Irreversible and Irretrievable Commitment of Resources

The adoption of the Master Plan and its implementing code amendments does not commit the city to expend any commitment of resources.

#### U. Growth Inducing Aspects

As stated several times throughout this DGEIS document, the Master Plan recommendations viewed in their entirety would generally result in a decrease in the maximum potential residential density of the City. No significant increase in the amount of nonresidential floor area is envisioned as a result of Master Plan recommendations.

The Master Plan is intended to strategically spur economic growth within the Downtown and within several areas of identified depressed economic conditions. Specifically the Orchard Neighborhood, the Livingston Development site on Glen Cove Avenue, and areas surrounding the ongoing RexCorp/Glen Isle site have been identified for additional density or favorable land use changes to spur economic investment and improvement of quality.

It is hoped that as economic growth proceeds, in these areas, it will spread into surrounding areas of the City, but in a manner consistent with established character, density and quality.

#### U.1. Future Site- Specific Proposals

Future development proposals that comply with the proposed Master Plan and the implementing zoning would still be required to undergo individual project reviews as part of the site plan approval process. These project reviews will be subject to the provisions of SEQRA.

#### Appendix A: Terms Defined

**Accessory Apartment** - a separate living quarters within a single-family residence wherein a second household may live separately from the primary household. Accessory apartments are typically considered to have separate kitchen and bathroom facilities, separate exterior entrances and are able to be completely divided from the primary residences, although a door between the two units is customary.

**Arterial** - a road designed to convey traffic quickly through an area and typically has few curbcuts, intercepting roads and signals.

"Average" Bulk Requirement - a bulk requirement that is based on the average of the surrounding neighborhood instead of a uniform standard.

**BDA** - Building Department Administrator. This position within the City may be changed in the near future. The implementation of this recommendation will account for any changes in title or responsibilities.

**Brownfield** - a site that has previously been used for commercial or industrial operations and is currently vacant or underutilized. Brownfields often have contamination from prior use.

**Bulk Variance** - special permission granted by the Zoning Board of Appeals to develop land in a manner inconsistent with the dimensional standards required by the Zoning Ordinance.

**Collector** - a road that is designed to "collect" traffic from local streets and convey them at higher speeds than local roads, but lower speeds than arterials. The greater traffic volume on collectors typically makes them more suited to commercial use than local roads and the lower speeds make them more suited to commercial use than arterials.

**Coverage Standard** - requires that no more than a certain percentage of the square footage of a lot may be occupied by the principal building.

**Curbcut** - the interface of a private driveway and a street.

**Density** - typically means the number of residential units per acre.

**Design Guidelines** - instructions on the types of architectural features and techniques that are preferable to a board reviewing proposed new or expanded structures.

**Dimensional Standards** - requirements for minimum or maximum distances between buildings, distance from roads or property boundaries, heights, sizes of buildings, etc.

**Findings Statement** - a document prepared by the Lead Agency (City Council) at the conclusion of the environmental review describing their findings on whether or not to approve the Master Plan and how to mitigate any identified environmental impacts.

**Form-based Zoning -** a method of regulating development to achieve a specific urban form, rather than focusing on uniform and more architecturally restrictive traditional bulk standards.

Frontage - the requirement for a lot to have a certain length of property line along a street.

**Green** - Environmentally friendly

**Impervious Coverage** – is the area covered by surfaces through which water cannot pass.

# DGEIS for the proposed Glen Cove Master Plan

Appendix A: Terms Defined

**Live/Work Spaces** - spaces that provide a space, typically on the ground floor, for commercial use, while another space (usually connecte) in the building is intended to be occupied by the owner or merchant leasing the commercial space.

McMansion - a home that is inappropriately large in relation to its lot.

Minor Subdivision - a subdivision of less than two single-family lots on an existing street.

**NEPA** - National Environmental Policy Act, which requires environmental review of projects involving federal agencies. This Act is similar in many ways to SEQRA but for Federal instead of State actions. NEPA review is likely for this

**Non-Conforming Use** - a use that does not conform with the requirements of zoning, but exists legally either due to age or receipt of a variance (special permission to deviate from the requirements of zoning)

**Over-intensification** - the use of land at densities or scales not permitted by zoning and not in character with the established character of neighborhoods.

**Overlay Zone or Overlay District** - a district that requires additional regulation beyond those of the underlying zoning.

Proposed Action - SEQRA term meaning the action under review.

action as most significant mass transit initiatives are usually funded at least in part with federal tax dollars.

**Shared Parking** - a provision of the zoning where multiple uses on the same lot or in the same area that demand peak parking at different times may provide less parking than is required for each individual use.

Special Permit - a use that is authorized only upon meeting specific conditions specified in the zoning.

**Supermajority** - a pure majority vote plus one additional vote. In the case of a seven-member Planning Board this would constitute five votes.

**Traffic Calming -** methods of slowing traffic, usually through design of the roadway. Measures include but are not limited to: narrowing the perceived or real road width, installing trees close to the verge of the road, introducing choke points and adding horizontal or vertical curves.

**Type 1 Action** - an action identified in 6 NYCRR 617 (SEQR) that is likely to require the preparation of an Environmental Impact Statement.

**Type 2 Action** - an action deemed to never be subject to the provisions of SEQRA. A full list is available at 6 NYCRR 617 – see <a href="http://www.dec.ny.gov/regs/4490.html#18105">http://www.dec.ny.gov/regs/4490.html#18105</a>>

**Use Variance** - special permission given by the Zoning Board of Appeals to use land in a manner not permitted under zoning. Generally, use variances are more difficult to secure than bulk (also known as "area") variances.

**Yard Requirement** - a requirement for an unoccupied area within a certain distance of a given property line. Front, rear and side yards are typically required for most districts.

# Appendix B: Proposed Draft Master Plan for the City of Glen Cove

Please see Proposed Draft Master Plan also available at www.glencove-li.com