

Developed over two years, this draft Master Plan presents a series of related strategies to improve Glen Cove. Glen Cove is long overdue to plan comprehensively for a future that was never envisioned when its last Master Plan was prepared in 1961.

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Introduction

TOWARD A UNIFIED VISION OF THE CITY

In 2006, Mayor Ralph V. Suozzi spearheaded this initiative to formulate a new Master Plan and revamp the existing zoning ordinance for the City of Glen Cove. Though it should do so every ten years, the City had not updated its Master Plan for approximately 50 years. The existing zoning regulations reflect decades of unreconciled appendages without taking advantage of all manner of regulatory innovation: conservation districts, design guidelines, “green” principles, incentive zoning, open space preservation, and more.

As significantly, after a half-century of relative stability, this is a pivotal time for Glen Cove. Development pressures are significant; 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 As both the old Master Plan and out-of-date zoning ordinance were inadequate to the task, the City Council adopted a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 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 Glen Cove 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 also allowed resumption of the processing of subdivisions of land into less than three lots without a new road, with larger sites remaining subject to the moratorium. The overall purpose of the moratorium 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.

COMMUNITY ENGAGEMENT

From the start, the directive was to assure that the citizenry and leadership of Glen Cove, informed by planners and other professional advisors, would generate a unified vision of Glen Cove's future. Although there is a significant long-time resident population in Glen Cove, a turnover of residents exists as well as vast

CURRENT PLANNING INITIATIVES (see Map 7, *Current Initiatives*)

The **Glen Cove Ferry Terminal and Boat Basin Project** (#1 in Map 7) will not only provide commuter oriented ferry service to Manhattan, but also remove cars from local roadways. Related marine improvements will accommodate leisure and excursion vessels. The project will include a ferry building which will also be used for public events. Alternative clean fuels and high-speed ferries are being considered. Further, long-term goals are to expand the service to LaGuardia Airport and Connecticut; and to attract visitors to Glen Cove's Downtown and waterfront. The Federal government is partially providing the funding, and the New York State Department of Transportation is administering the project. The project recently won the Transportation Choices award from Vision Long Island, and has been recognized for its revitalization of a former Federal superfund site into an energy efficient commuter service.

The proposed **Glen Cove Creek Esplanade** (#2 in Map 7) will significantly improve the public's access to and enjoyment of Glen Cove Creek. The Esplanade's construction is linked to and will be paid by private development on the north shore of the Creek (discussed next). The esplanade (as with the ferry project) will feature marine and waterside improvements, public access, pedestrian spaces, and public parking. The esplanade will further feature the Ferry Terminal at its midpoint, with a park overlooking the Long Island Sound at its far west point, and linkages to Downtown at its far east point (discussed next).

The **Glen Isle Project** (#3 in Map 7) is proposed for 52 acres of land that was severely polluted, including hazardous waste. The site was condemned and acquired by the Glen Cove Industrial Development Agency and Community Development Agency (IDA / CDA), which oversaw its clean up with Federal grants. In 2003, the IDA / CDA designated the re-developer and is presently revising its preliminary plans, with input from staff and consultants. The Glen Isle Project remains in its planning stage, and will be subject to substantial negotiation and review by the IDA / CDA, as well as by staff, the Planning Board and the City Council.

So as to create better linkages between the Glen Cove Creek Waterfront and Downtown, the City initiated the **Downtown Gateway Revitalization Plan** (#4 in Map 7), funded by the State of New York, Division of Coastal Resources. The study addresses accessibility, density, economic strategies, market viability, roadway design, and uses – with particular focus on the heart of Downtown (emanating from the intersection of Glen Street and School Street) and the Brewster Street / Glen Cove Avenue Corridor. The proposition is that park and pedestrian connections, retail tenantry, parking management, and high-value housing development will create a vibrant Downtown that will improve Glen Cove's amenities and housing values, and especially its economic value.

The **Cedar Swamp Road Corridor Study** (#5 in Map 7) was launched in 2007, with funding from Nassau County and the City of Glen Cove. The study is focused on generating strategies that will improve pedestrian connectivity and traffic circulation along this entry route to Glen Cove's Downtown and to identify strategies that will improve the economic viability of the corridor. The study focuses its recommendations on place-making techniques, Downtown linkage improvements, public linkages and usage improvements, and addressing the needs of minority and low-income communities.

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changes in Glen Cove's demographic, market, physical and other challenges. Nothing, it was felt, should be taken for granted.

Phillips Preiss Shapiro Associates (PPSA) was retained as lead consultants for the Master Plan, and also in connection with the City's review and consideration of major proposals, especially along Glen Cove Creek. The team also included the Turner Miller Group (TMG, formerly Stuart Turner and Associates), which serves as the

Planning Board's on-call consultants, thus assuring full coordination with that Board as well as providing institutional memory. TMG was also retained in connection with the City's moratorium and as lead team member for the zoning rewrite. Other active professionals have notably included Urbitran Associates (a division of DMJM Harris / AECOM), which the City retained for several key initiatives: the Downtown Gateway Revitalization Plan, and the Cedar Swamp Road Corridor Study. The City's Mayor's Office in conjunction with the IDA / CDA Executive Director oversaw all of the professionals.

The further directives were to make meaningful decisions, even on controversial issues; and to craft the appropriate strategies, so that planning and doing would go hand-in-hand. The Glen Cove Master Plan is a valuable *planning* tool only if it is tied to *implementation* tools. For a diverse community subject to major development pressure it would be a disservice if the Master Plan merely satisfied the lowest common denominator of generic-only policies without a drill-down as to implementation.

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The Glen Cove Brownfield Opportunity Program (Number 6 in Map 7.)

The City of Glen Cove recently was invited to submit a Nomination Study for the Orchard Neighborhood, under the Brownfield Opportunity Area program, sponsored by the NYS Department of State. This program allows communities to develop conceptual plans for areas which have suffered from neglect due to contamination of lands and buildings from prior industrial uses. The program, which includes money for study, public outreach and planning, will allow the City to develop a plan for the Orchard neighborhood in order to improve the economic conditions for people who live and work in and adjacent to the neighborhood.

Consistent with City policy, all of these initiatives have involved extensive community dialogue, public meetings, task forces, and / or interactive workshops. The Master Plan process has dovetailed with these efforts; and the consultant and involved City staff have held frequent and consistent coordination work-sessions to assure the compatibility of the projects and most importantly full consideration of what was gleaned or produced in connection with community participation and outreach.

PAST PLANNING INITIATIVES

The consultant team reviewed previous planning studies in order to better understand planning decisions and rationale; gathered existing conditions information (density, environmental constraints, land use, natural resources); created a series of Geographic Information System (GIS) maps; and went on guided driving and walking tours of Glen Cove. Previous studies include, but are not limited to the following:

Retail Area Study, City of Glen Cove 1958
 Comprehensive Development Plan, City of Glen Cove, Raymond & May Associates, 1961
 Neighborhood Analyses, City of Glen Cove, Raymond & May Associates, 1966
 Report of the Vacant Land Study Committee, City of Glen Cove, New York, 1974
 Comprehensive Development Plan: Update of Development Policies, City of Glen Cove, 1980
 Local Waterfront Revitalization Program (Draft), City of Glen Cove, RPPW, 1985
 Water Supply and Distribution, Status Update, City of Glen Cove, 1985
 Comprehensive Plan Map, Showing Improvements to the Water Distribution System, City of Glen Cove, 1985
 Update of Water Supply Study, City of Glen Cove, 1988
 Special Areas Study, City of Glen Cove, RPPW, Inc., 1988
 A Study of the Glen Cove City School District, 1996
 Code Enforcement Program, Report to the Mayor, City of Glen Cove, 1996
 Official Zoning Map, City of Glen Cove, Revised 2000
 Large Homes Study, City of Glen Cove, TMG (Stuart Turner & Associates formally), 2002
 Waterfront: Residential Market Analysis, 2008, PPSA



Comprehensive Development Plan

Update of Development Policies

Glen Cove, New York

NEIGHBORHOOD ANALYSES

CITY OF GLEN COVE, NEW YORK
 RAYMOND & MAY ASSOCIATES, PLANNING AND URBAN RENEWAL CONSULTANTS, WHITE PLAINS, N.Y.
 NOVEMBER 1966

The final directive was to assure diversity of opinion, with maximum consensus building, nonetheless. After establishing a baseline knowledge of what has gone before by way of planning (*see the sidebar*), this meant employing a diversity of community engagement methods, as highlighted below.

- In 2006, the City mailed out a **questionnaire** to all of the Glen Cove's home- and property owners. The surveys were used to seek input on a broad array of community topics: Downtown, housing, quality of life, recreation, redevelopment, traffic, waterfront, and more. In addition, the survey asked for demographic information and the resident's level of community involvement. To forestall a wish list, the survey asked respondents to prioritize what was most important in Glen Cove. Over 900 surveys (10 percent of the surveys) were returned, which is significantly higher than the typical response rate of 2 percent for mailed surveys.

- Stakeholder **interviews** were conducted with community groups and Glen Cove representatives, with developers and significant property owners, as well as with focus groups. Through such discussions, the team found out about significant issues and opportunities and community perspectives. Over 20 such interviews / small group discussions were conducted.
- In July 2006, Glen Isle Partners, LLC organized a **Glen Isle Partners, LLC Public Open House Showcase** to bring before the public their waterfront development. Glen Isle Partners, LLC had been selected by the Glen Cove Industrial Development Authority / Community Development Authority (IDA / CDA) as the redeveloper for 52 acres of Urban Renewal land for City-controlled parcels on the north side of Glen Cove Creek. The Open House's purpose was to inform the public about the project as then proposed, and provide an opportunity for feedback. Many hundreds of local residents and businesspeople participated in the course of the afternoon and evening. Stations were set up with boards displaying information on the Glen Isle Partners, LLC Plan. The stations were organized by topic; e.g., public amenities, transportation, and urban design. At each topical station, there was a representative or consultant with Glen Isle Partners, LLC to explain the plan, along with a representative or consultant with the City to serve as a neutral facilitator and to take note of public comments. The Open House was employed as it allowed for a great degree of disclosure, with commensurate feedback. (Note that in early 2008, the IDA / CDA approved an enhanced partnership of RexCorp Realty and Glen Isle Partners, hereafter referred to as "RexCorp–Glen Isle Partners LLC".)
- Around this time, the Mayor appointed a **Master Plan Task Force** comprised of Glen Cove residents and businesspeople. (Refer to the Acknowledgments.) The membership was intentionally eclectic, adopting a "big tent" approach in which people known to have very different perspectives and represent very different constituencies were recruited. This meant that unanimity would be rare, but that all sorts of outlooks and interests would be addressed. The Task Force met on over a dozen occasions (as detailed in the next two paragraphs and on pages 22 and 23). Depending on the topic and as the Master Plan

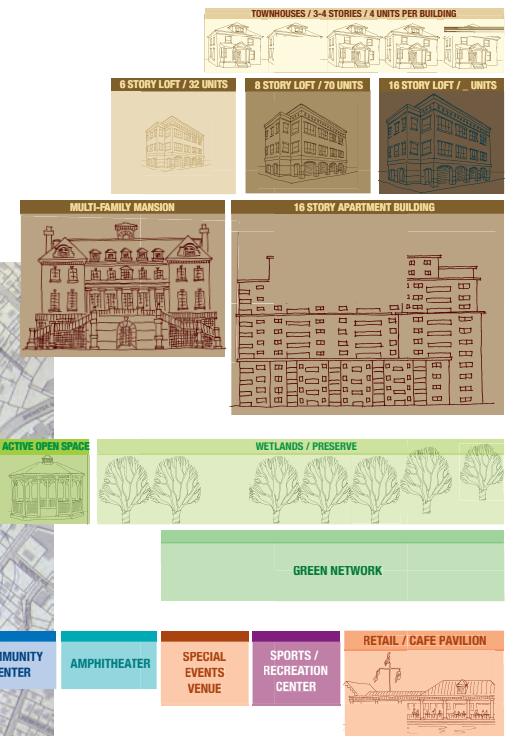
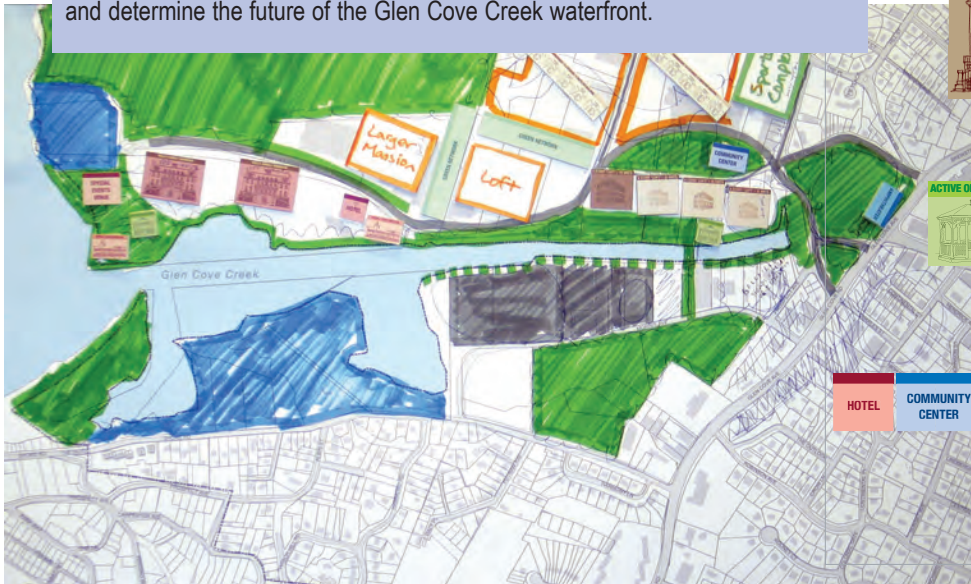
process became extenuated, Task Force attendance tended to wax and wane. Yet nearly full participation was achieved for the critical start-up and finishing meetings – when the main agenda items were first laid out, and later when the controversies and decisions were finally put to bed.

- At the first Task Force’s **orientation work-session**, a “SWOT” analysis was prepared, analyzing Glen Cove’s Strengths and Weaknesses, and looking to the future, its Opportunities and Threats (hence “SWOT”). It was also explained that the Task Force serves as a group independent of the City’s Boards and as advisory to the City Council. The Council is the ultimate adopting entity for the Master Plan and zoning under New York State law. Finally, it was explained that the Task Force and consultant team’s role was to act as problem-solvers, to engage in proactive planning, and to interpret community viewpoints, rather than merely voice what Glen Cove does not want or even to settle for broad easily agreed upon policies.
- The Master Plan Task Force then participated in interactive, **topical work sessions** on neighborhoods, housing, connections, transportation, Downtown, and natural resources and the waterfront. The selected topics were based on the existing conditions analysis and stakeholder interviews. Each work session’s hands-on format allowed participants the freedom to express their own visions while working within the context of the physical capacity, market realities, legal parameters, and fiscal resources of Glen Cove. In addition, the in-depth discussion allowed participants to understand the linkages between, for instance, land use and transportation, as well as to understand the trade-offs between, for instance, urban design controls and creativity in the built environment. Multiple work-sessions were conducted on affordable housing, Downtown and the Glen Cove Creek waterfront. (*See the sidebar on page 23.*) Two final meetings were conducted to resolve differences and controversies.
- Parallel **public workshops** were conducted (*as listed in the subsequent sidebar*). Task Force members were encouraged to attend these workshops, as were City officials and staff. The first workshop was held on November 29, 2006, and served as an introduction to the Master Plan and planning process. As

GLEN COVE CREEK WATERFRONT WORKSHOP “GAME”

Master Plan Task Force October 2007

The October 2007 Task Force work-session was especially interactive. Using the existing development assumptions and restrictions, the Task Force members used open space and building typology pieces to create the preferred design concept. The objective of the meeting was to review waterfront opportunities and generate a plan based on both public and private benefits. The meeting was a forum for all Task Force members to participate and contribute to the waterfront planning and decision-making process. It was a critical occasion to get meaningful feedback and determine the future of the Glen Cove Creek waterfront.



Workshop Icons

with the Task Force, a SWOT analysis was prepared. Five subsequent public workshops addressed Neighborhoods, Housing (twice), Downtown and the waterfront – mirroring the topics employed with the Task Force. For all of the workshops, a PowerPoint was prepared summarizing conditions, analysis, and policy options. The PowerPoint was not used as a presentation tool with comment after (the usual technique). Rather, it was used as the outline for a continuous discussion. This assured a level of discussion on all topics and ideas, rather just on those that were the last addressed or most controversial. These public workshops were widely publicized, and typically garnered over 100 people in attendance.

- To assure that implementation accompanied planning, the Mayor also appointed a Zoning Advisory Committee, comprised of representatives of the

KEY PUBLIC WORKSHOPS

Neighborhoods (November 2006). The workshop focused on the trends affecting Glen Cove, such as development intensification and traffic, and distressed and struggling neighborhoods. Neighborhood quality of life is a critical, complicated issue for many Long Island communities.

Housing (November 2006 and January 2007). The presentations and discussions focused on the full range of housing issues and possible solutions. Half of the dialogue addressed affordable housing need and inclusionary housing solutions. The other half addressed preservation of existing affordable units, sub-standard units, overcrowding, and enforcement. The objective was to identify ways to maintain a broad range of housing options for a diverse, mixed-income community.

Downtown (January 2007). This workshop focused on Downtown opportunities. Though much improved with streetscape and other public investments, Glen Cove's Downtown is still an under-utilized resource. In order to generate a unified vision for Downtown, participants were asked to brainstorm ideas mindful of market-based realities.

Waterfront (February 2007). This workshop considered the entire Glen Cove Creek area, of which the Glen Isle Project approximates only one-fourth, as well as the extensive Glen Cove waterfront in its entirety. The workshop was attended by hundreds of people, and involved breakout working groups focusing on different topics, such as recreation and urban design.

Thanks are due The Glen Cove Mansion Hotel and Conference Center, which graciously hosted most of the Task Force meetings and public workshops. The remainder of the meetings were held at City Hall.

relevant City departments (the Buildings Department, for instance) and boards (the Zoning Board of Appeals, for instance; refer to the Acknowledgments). As the Master Plan Task Force drafted the preliminary recommendations, the Zoning Advisory Committee discussed the corresponding district and zoning text. These work sessions also provided checks and balances, since the Task Force was drawn from a roster of Glen Cove activists, while the Zoning Advisory Committee was drawn from a roster of people working with regulations. As an example of this interaction: Task Force concerns about the impact of density led the Zoning Advisory Committee to propose form-based zoning – where design controls protect community character or achieve public benefits. And Zoning Advisory Committee concerns about upper floor apartments encouraged the Task Force to discuss ways to ensure quality housing through zoning regulations.

- Parallel to the Master Plan process, the City, with Urbitran Associates (a division of DMJM Harris / AECOM) as its consultant, pursued three **separate study efforts**, each with their own process assuring full community dialogue: the Glen Cove Ferry Terminal Project, the Downtown Gateway Revitalization Plan, and the Cedar Swamp Road Corridor Study, as well as several others. Notable public meetings included: the Cedar Swamp Road Visioning Session (March 2008), and the Gateway Study Public Meeting #1 (June 2008) and Public Meeting #2 (July 2008). Constant dialogue between the consultant team, as well as attendance at each other's public forums, allowed for full sharing and cross-acceptance.

With the full spectrum of outlooks and a good measure of consensus, PPSA set about drafting the Master Plan and, with TMG, the relevant zoning text. This proved challenging in light of the ever-changing nature of planning and proposals for several corridors, the Downtown, and the Glen Cove Creek waterfront area. This draft was shared with City staff and other City consultants, the Task Force, and the Planning Board for input, each time with a new iteration of the Master Plan.

The official Draft Master Plan was then submitted to the City Council for its official review and consideration. This document was accompanied by a Preliminary

Garvie Point Clay Pits

The entire premise of the process was that that the new Master Plan fully resonate with the community's priorities. (See Figure 1, *Master Plan and Zoning Process*.) Glen Cove is both complex and changing demographically as well as physically. The City is ill served by a Master Plan and zoning ordinance designed for the suburban building boom a half century ago. It now faces dramatic changes and striking opportunities along its corridors, in Downtown, and at its waterfront; as well as the abiding need to assure neighborhood quality of life in the face of crunching traffic congestion and a marketplace that would eat up every available acre for new development. As Yogi Berra once said: "You've got to be very careful if you don't know where you're going, because you might not get there."

MOVING FORWARD

Immediately following this Introduction, Chapter 2 provides an overview of existing conditions and trends in Glen Cove and the region. The bulk of the Master Plan is then comprised of Chapters 3 through 6, which outline goals and policies related to the four key building blocks of Glen Cove. These building blocks, identified through the community workshops and Task Force meetings, offer a simple

way of understanding the overall structure of Glen Cove.

- **Neighborhoods** – the largely residential areas that make up the majority of Glen Cove and define its suburban character
- **Connections** – the primary roadways, paths and infrastructure that connect the other building blocks, and the uses that line them
- **Downtown** – the historic heart of Glen Cove, focused around the intersection of Glen Street and School Street
- **Waterfront, Parks and Natural Resources** – including parks, open spaces, and sensitive lands throughout Glen Cove and especially along the waterfront.

This Master Plan has been prepared consistent with the general State of New York statutory guidance and parameters of *General City Law* Section 28-a. Further, the approach used in this Plan allows for greater consideration of quality of life issues, and greater focus on the real opportunities and issues as residents and others perceive and experience them while still providing the necessary analysis and content typically provided in a traditional Master Plan.