

Glen Cove has the best of both worlds: it is a community of suburban neighborhoods; and it is a community with a broad array of social diversity and civic amenities.

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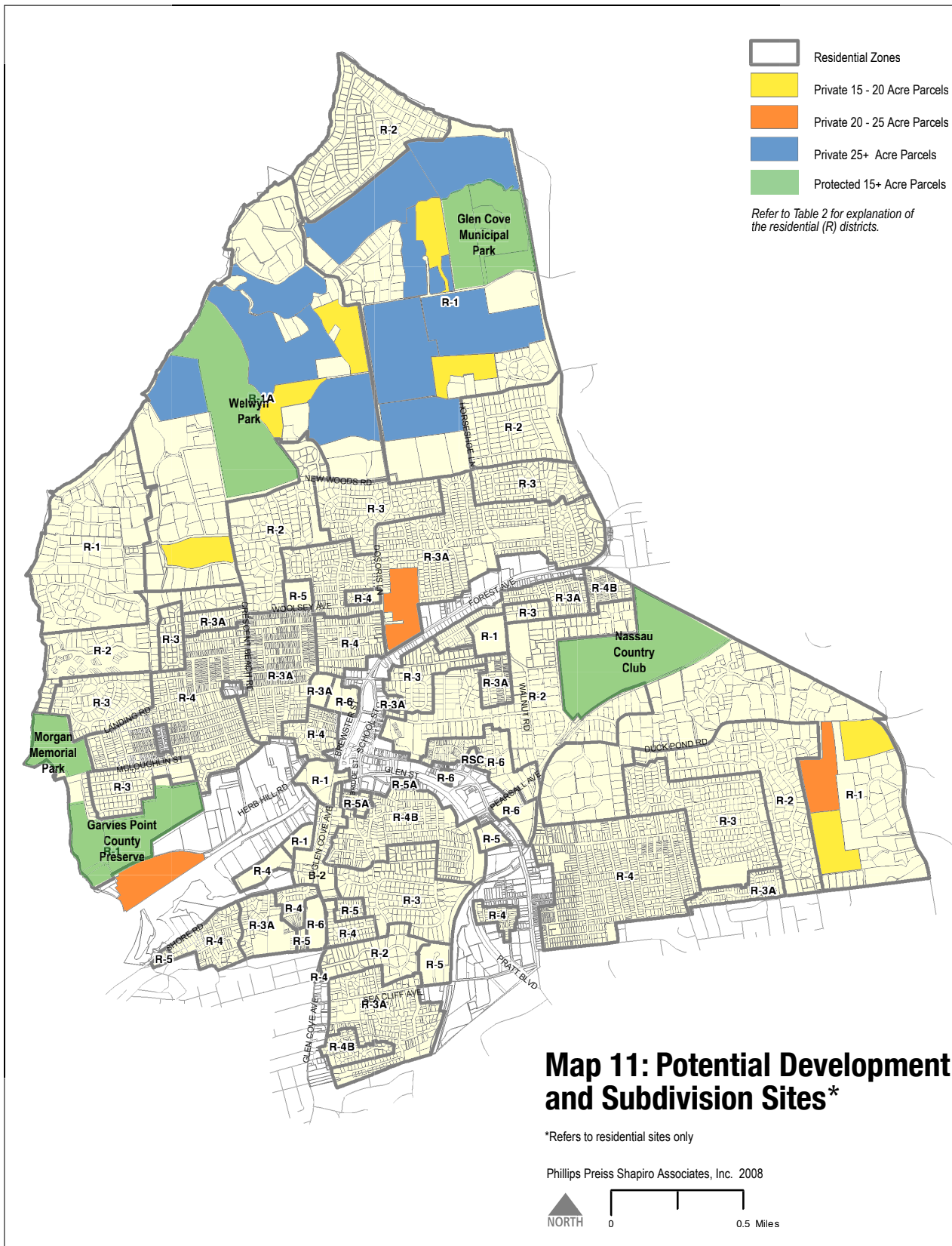
Neighborhoods

The City would like to ensure that Glen Cove maintains its small-town, suburban feel with big town assets and options. This combination is all-important given that Glen Cove is at the end of a peninsula, relatively distant from Long Island’s highways, with access through highly congested areas.

In addition, housing is in high demand throughout the North Shore, Glen Cove included. There is pressure for incremental housing construction in existing neighborhoods (“in-fill housing”⁹), as well as for larger-scale housing development. It is essential to act proactively: while Glen Cove appears built out with little development opportunity, the contrary is in fact true, especially during boom times when no site seems uninviting for subdivision or development. (*See Map 11, Potential Development and Subdivision Sites.*) The question is how much should be tolerated, and for what public benefit, respectful of private property rights.

Glen Cove has the opportunity to generate a strategy that would preserve the community’s suburban scale and allow strategic development (along specified corridors, in Downtown, and at Glen Cove Creek – as discussed in the next three chapters). The intent is to contain growth pressures in the neighborhoods, yet capitalize on the public benefits of selective new development (e.g., active open space). Based on the

9. In-fill housing is generally defined as the insertion of additional housing units into an existing neighborhood or subdivision. New homes or units could be built on lots that were previously vacant, by dividing existing homes into multiple units, or by creating new residential lots by further subdivision or lot line adjustments.





Elsinor Estate / Barlow Mansion circa 1900

R1-A	Two-acre Residence District
R-1	Once-Acre Residence District
R-2	Half-Acre Residence District
R-3	Quarter-Acre Residence District
R-3A	6,500 Sq Ft Single-Family Residence District
R-4	6,500 – 7,500 Sq Ft One & Two-Family District
R-4B	6,500 – 7,500 Sq Ft One & Two-Family District
R-5	Garden Apartment- Office District
R-5A	Residence
R6	Residence – Office District
RSC	Senior Citizen Housing District

Table 2: Residential Districts

Master Plan, the City could generate a regulatory framework that advances this balanced approach: protecting Areas of Stability while encouraging appropriate development and improvements in Areas of Change. (Refer to Map 3, *Areas of Stability and Change*, on page 5.)

In order to preserve Glen Cove’s existing scale, diverse housing and high-quality residential standards, the Master Plan recommendations, and, ultimately, the revised zoning regulations must address a broad array of issues: estate site planning, historic preservation, accessory unit and multi-family enforcement regulations, as well as others.

Considering these factors, the following goal and objectives have been

set for Glen Cove neighborhoods:

Protect and enhance Glen Cove’s established residential neighborhoods, while providing a variety of housing options to meet the needs of current and future residents.

1. Protect the scale, density and character of Glen Cove’s stable and well-maintained neighborhoods.
2. Accommodate a diverse population by providing a variety of housing options, in terms of type and affordability.
3. 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.
4. Develop creative strategies to address issues of overcrowding and illegal uses in struggling neighborhoods.
5. Generate administrative and regulatory changes that advance the City’s and community’s goals.

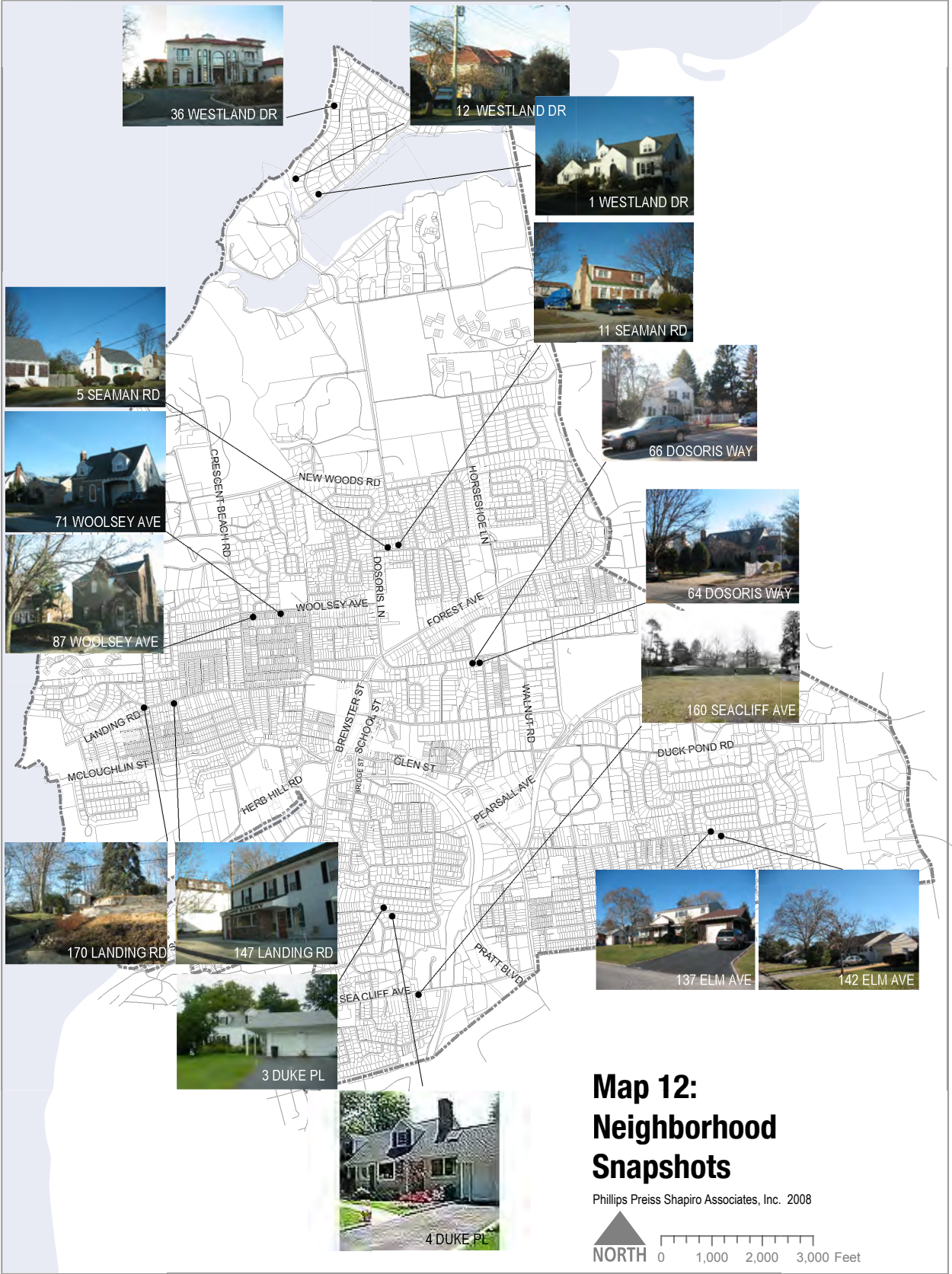
RESIDENTIAL STABILITY

The vast majority of Glen Cove’s neighborhoods are viewed as areas of stability, with a priority on preserving the suburban quality and low density of these neighborhoods. A variety of tools that focus on maintaining community character in Glen Cove’s stable neighborhoods is suggested by the objectives and policies that follow. In general, these new measures provide tools that help shape where and how redevelopment occurs, and raises the bar for the design of new development. In some

locations, designation as historic or conservation districts may be appropriate to provide an additional level of protection.

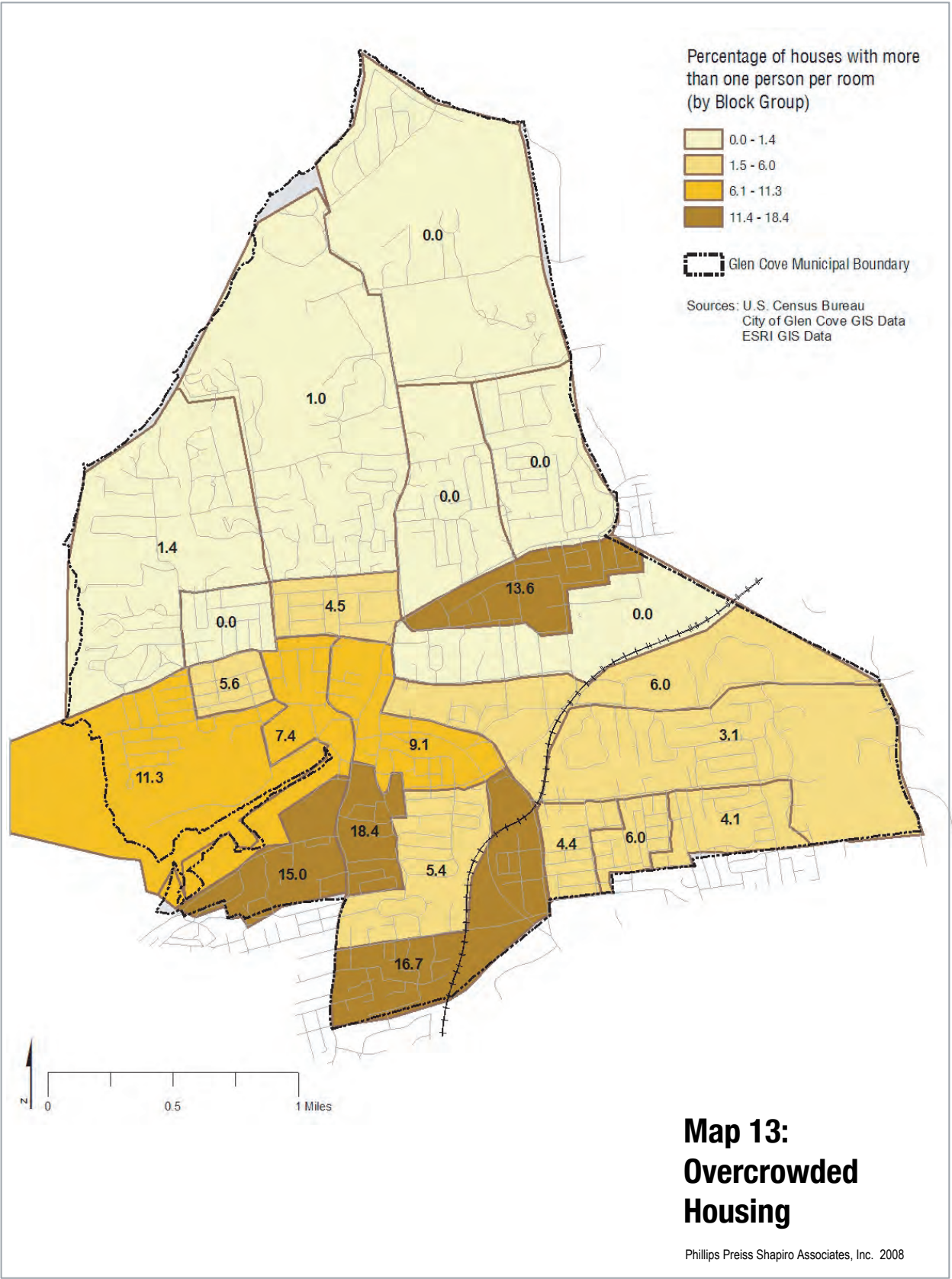
Residential neighborhoods in Glen Cove are not uniform. (*See Map 12, Neighborhood Snapshot.*) There are a wide variety of housing types, styles and qualities throughout Glen Cove's neighborhoods. Contrast Morgan's (East) Island with the Orchard, for instance. A number of issues need attending to, as listed below. (*Refer also to Map 4, Some Issues on page 7.*)

- Glen Cove has approximately eight former or existing estates on sites of 13 acres or more, which harken back to the days when Glen Cove was an integral part of Long Island's Gold Coast. Every effort should be made to preserve the historic buildings and open space of these sites – whether in connection with their current institutional or commercial use, or with their possible reuse. Redevelopment is not preferred except as a means to achieve such historic and open space preservation. New estate related guidelines would be a way to ensure that the scale of any new development on these sites is compatible with these goals, as well as assure compatibility with surrounding residential neighborhoods.
- The built character of Glen Cove is being compromised by residential structures, known in many circles as “McMansions,” constructed out of scale with the historic nature of adjoining existing dwellings. This phenomenon has negatively changed the look and feel of certain blocks within Glen Cove. New construction should not be viewed as a negative. However, the importance of tighter zoning regulations (e.g., strict setback requirements, sky exposure planes) could be employed to allow development but control bulky houses.
- The traditional suburban paradigm of single-family home-ownership houses on lots worked phenomenally when the nation was rapidly suburbanizing with young families; but the paradigm increasingly proves problematic in suburbs that now have a far more diverse population: empty nesters, divorcees, and in particular seniors as well as young adults starting out in life. The Avalon Glen Cove South and North developments are two local examples of market-rate



rental residential complexes, and illustrate the demand for alternatives to the single-family home. There are a total of approximately 370 units. The larger South complex was constructed in 2005, and the North complex was completed in 2007. Rents range from \$1,500 to \$5,000 a month. But however popular Avalon Glen Cove South has proved in the marketplace, it has by all accounts been unpopular with the general population, which perceives the project to be too imposing and not attractive. Design guidelines would be needed to achieve a higher design standard.

- Housing affordability is an issue, as well. Glen Cove's year 2000 median household income of \$57,000 does not translate to the median value of owner-occupied housing in the City of \$250,000. The high cost of housing has negative effects on the character and makeup of Glen Cove. Providing a wider range of housing types and establishing requirements for affordable housing components in larger development projects will help stem the loss of Glen Cove's younger population while providing additional opportunities for seniors and local workers to find adequate housing in the community.
- On the other end of the housing spectrum from the estates are older residential neighborhoods that are struggling with issues of overcrowding and illegal uses. (*See Map 13, Overcrowded Housing Units.*) These areas could benefit from better maintenance, management and reinvestment, which are stymied by a high rate of absentee landlordism. In the older neighborhoods and more densely populated parts of town like the Landing and the Orchard, the City has increased its code enforcement activity in response to illegal subdivision of homes and overcrowding issues. Unfortunately, some areas of Glen Cove are defined by their distressed housing stock.



RECOMMENDATIONS

1. 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. 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.

Revise development standards to set a clear direction on key elements of new construction. 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.

Craft neighborhood-specific design guidelines. 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.

Generate regulatory changes that reduce development’s impact on the environment. 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, 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.

Consider the impacts of development standards on landscaping. 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.

Limit the impacts of development on steep slopes and sensitive lands. 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.

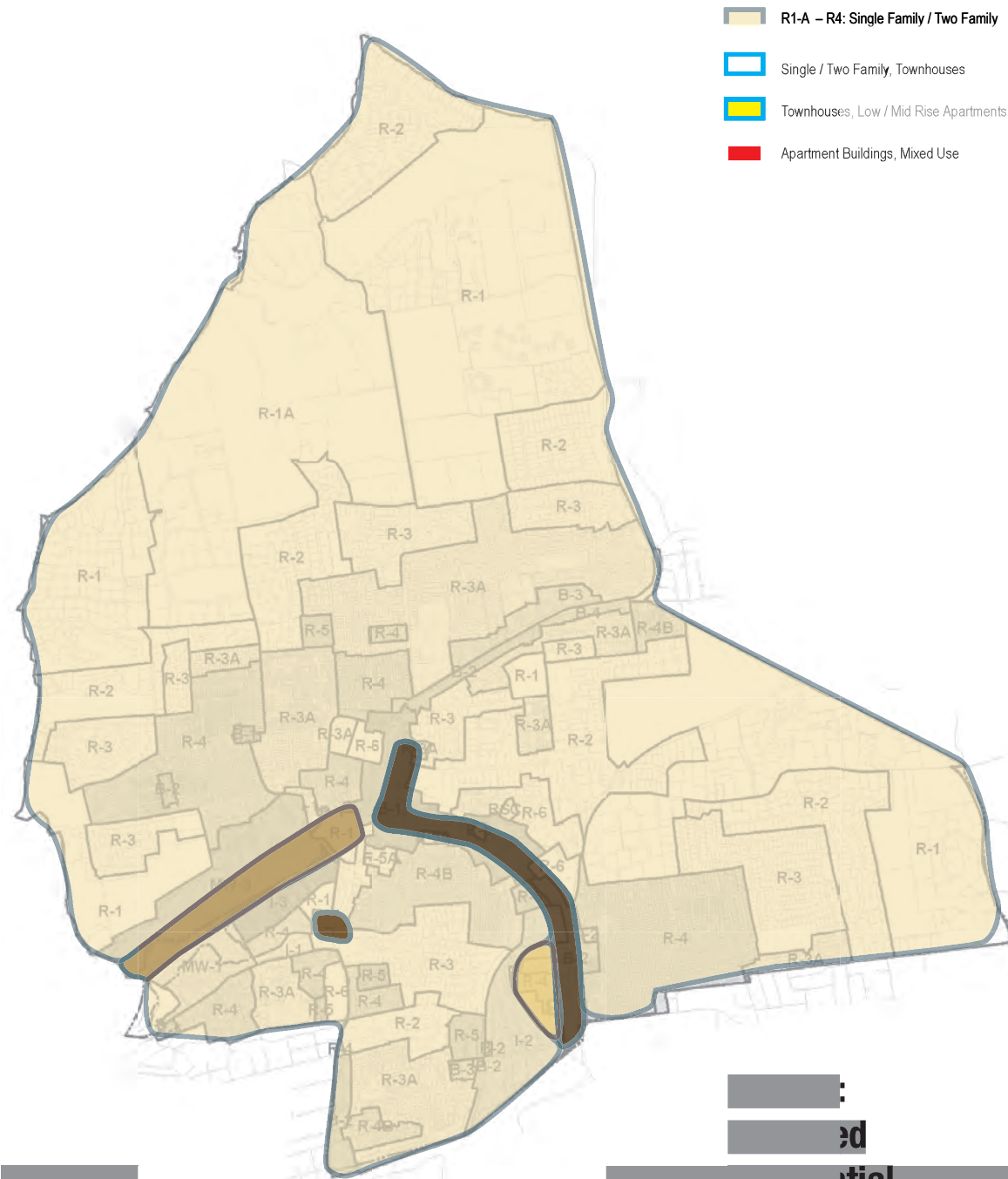
Prohibit flag lot developments. Development on flag lots – properties largely set back from a street but accessed by a narrow strip of land (the pole on the flag) – disrupts the typical development pattern.

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

2. 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. 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



Land Use Plan*

*See Housing Type Chart for Density

Phillips Preiss Shapiro Associates, Inc. 2008

RESIDENTIAL BUILDING TYPES**SINGLE FAMILY****TWO FAMILY****TOWNHOUSE****APARTMENT BUILDING****MIXED-USE BUILDING**

13 acres or larger. (Refer to Map 11, *Potential Development and Subdivision Sites*, on page 42.) 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 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.

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.*)

Provide additional affordable units in new residential developments.

“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.)* 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 (as is now the case in connection with proposed development on the north side of Glen Cove Creek). 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 necessary for larger projects. In all cases, preference for the affordable units should be marketed to young professionals and given to people who currently live or work in Glen Cove, with a further preference for seniors.

Work to protect existing affordable housing. 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, Introduction.)* 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.

Provide services and facilities for low-income residents. 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 Area Median Income.

3. **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.**

INCLUSIONARY ZONING REQUIREMENT:

- 10% (at least one unit) at 80% of AMI; or
- 15% at 100% of AMI; or
- 20% at 130% of AMI

AMI = Area Median Income

Each year, the federal government calculates the median income for areas across the country. Area median incomes are adjusted for family size.

Based on 2007 estimates for Nassau County, the median income for a family was \$81,246.

EXAMPLE OF ESTATE PRESERVE (E) DISTRICT OVERLAY REGULATIONS**(1) Purpose**

The Estate (E) 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 overlay district is intended for the northern-most R1 and R1-A districts where the estate is the established and predominant land use pattern.

Conversions or new residential development is encouraged to incorporate estate-type residential conservation designs such as clustering and other open space preservation techniques in order to preserve the existing rural character and limit development in sensitive environmental areas.

(2) Permitted Uses

- Single-family residential
- Multifamily residential
- Public and private park and recreation areas
- State-licensed residential facilities, including child day care facilities and adult foster care facilities
- Essential public services, provided there is no building or outdoor storage yard

Allow a zoning incentive for adaptive reuse of landmark buildings, should their current use prove untenable. This density incentive would complement the Federal financial incentive provided under the National Register Tax Act for listed properties. 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. Owners of landmarks should also be informed of the financial and tax benefits of donating scenic and facade easements to established non-profits (such as the New York Landmark Conservancy).

Establish cluster development provisions for estate and mansion sites. 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 itself was demolished in 1980. The island was developed with half-acre zoning between 1946 and 1980. Many of the original ranch homes have been 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 earmarked for the northern-most R1 and R1-A districts where the estate is the established and predominant land use pattern.

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. The Estate Preserve Overlay District is not intended to increase the overall yield in units or floor area associated with underlying zoning district. (*See the sidebar.*)

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.

Pursue landmark designation for historic buildings and sites. 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 Historical Review Board (*refer to page 61*).

4. 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. 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.

GLEN COVE MANSION

The Glen Cove Mansion Hotel and Conference Center property is a good example of how the City and a commercial operation could benefit from an Estate Preserve Overlay District. Under one scenario, the Mansion owners would be permitted to do low-density development to support the Mansion’s operations; and to preserve the Mansion as an important Glen Cove business and local employer. But such development should be on the remote parts of the site where there will be the least impact on views and open space; it should use landscaping and design that is appropriate with the existing mansion building; and it should be contingent on dedication of open space in perpetuity (e.g., with an easement). As a further scenario, should the current conference center later fail and housing or further intensification be contemplated in connection with the reuse of the buildings, then the dedicated open space should be converted to public park if the City agrees. All of the housing should be subject to the inclusionary housing requirements. Thus, the community benefits from preservation of the stately open space, and any further intensification is offset by a new public park.



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.)

Promote homeownership by low- and moderate-income households. 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.

Provide grants or low-interest loans for home improvements. 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 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.

Provide carrots and sticks to bring nonconforming properties into compliance with City requirements. 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 zon-

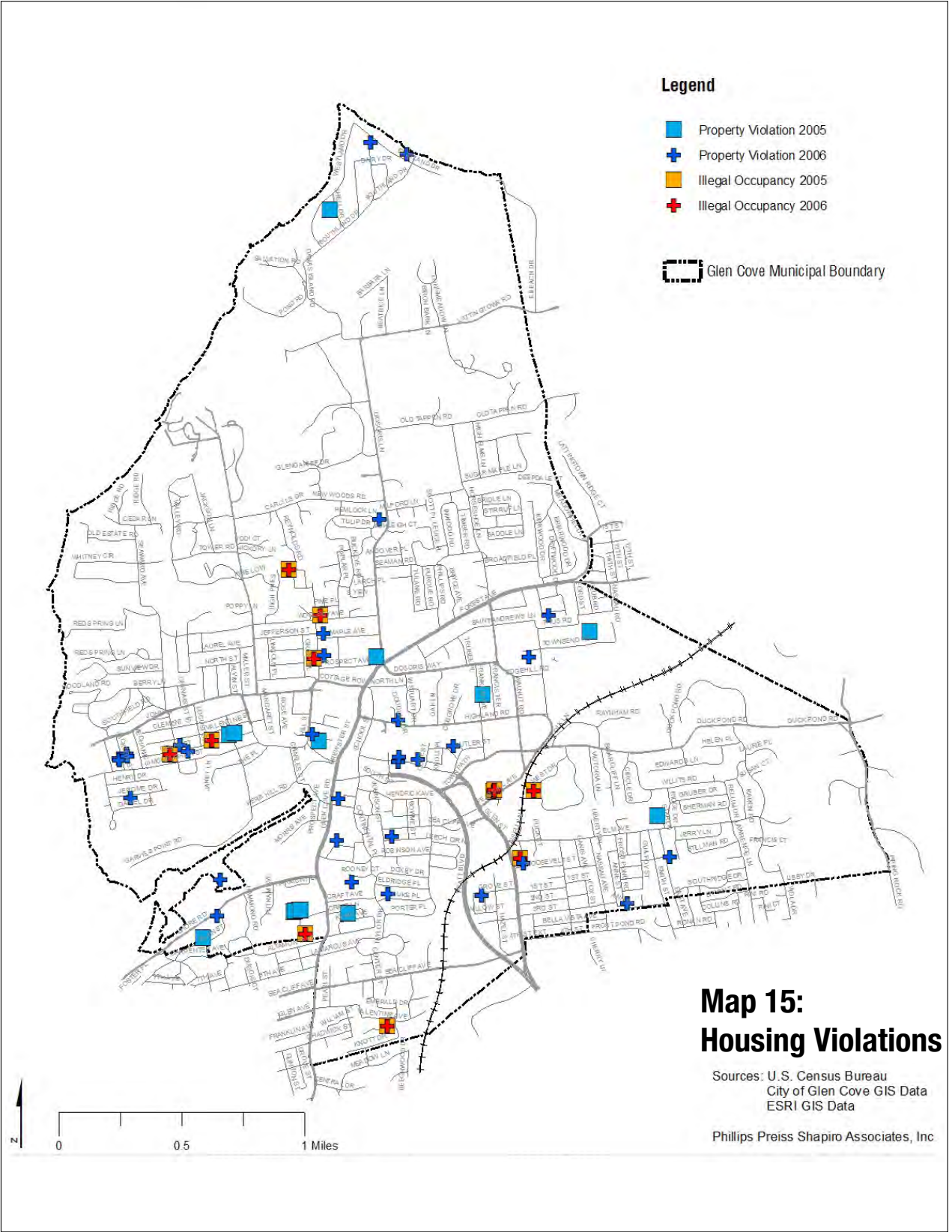
ing standards and should be required to receive special permits for any expansion or modifications as a way to encourage their eventual conversion back to conforming status. Properties that are nonconforming in terms of dimensional standards, like setbacks or building height, generally pose lesser problems 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.

Consider licensing of rental units, allowing for regular inspections and ability to withhold or withdraw a Certificate of Occupancy. 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.

Improve the regulatory capacity of the City to deal with illegal units and other enforcement issues. (*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:

- 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.

Address absentee landlord issues. 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.

5. Generate administrative and regulatory changes that advance the City's and community's development goals.

Create an Architectural Review Board. 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.

Create an Historical Review Board. 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.

Improve the development review process. 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, Zoning Board of Appeals, and advisory boards (i.e., the proposed Architectural Review Board and Historic Review Board) should attend regular mandatory training sessions. In addition, to make certain that every zoning application is properly reviewed, Board members should be required to make a site visit to the subject property.

Integrate visualizations of proposed development into the review process. These would be especially important in providing Boards, City staff and the pub-

lic 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. Mindful of potential



costs, the reviewing City board or agency can adjust the standard for applications for projects 20 or fewer units involving affordable housing only (i.e., this greater latitude does not extend to mixed-income or mixed-use projects). *(See the sidebar.)*

Employ “Conditional Variances.” 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.

Moderate the impacts of all new development in terms of sustainability. LEED began its development in 1994 spearheaded by Natural Resources Defense

VISUALIZING DENSITY

The Environmental Simulation Center is preparing a study for the City: *Using Visual Simulation in Planning, Review, and Permitting Process*. The initiative is meant to provide the City of Glen Cove with a roadmap as to when, where and how visual simulation can be used to inform, enhance and support the public decision-making process. This report is a “how-to” guide, and focuses on Glen Cove’s procedural steps in its discretionary reviews and the specific technical features of visual simulation. It recommends ways that visual simulation tools can be integrated into the public process to offer participants – City Boards,

citizens, and the applicant – clear choices, and help them make informed planning decisions. Evidence from communities throughout the nation shows that visual simulation can help create consensus among all involved, leading to better plans and projects and more liveable communities. This report will articulate standards for the use of visual simulation and the obligations for applicants and the City in the following discretionary reviews:

- Major Subdivision
- Site Plan Review
- Waterfront Revitalization Area Plans
- Area Plans
- Urban Renewal Plans
- Variances
- Zoning Changes
- Landmark Preservation
- SEQRA: Visual Resources

Above: Example of a hand drawn sketch (in this case a landscape plan) draped over a 3D terrain model.

Source: *Environmental Simulation Center, Using Visual Simulation in the Planning, Review and Permitting Process: City of Glen Cove, 2009*

LEADERSHIP IN ENERGY AND ENVIRONMENTAL DESIGN (LEED)

Leadership in Energy and Environmental Design (LEED) Green Building Rating System, developed by the U.S. Green Building Council (USGBC), provides a suite of standards for environmentally sustainable development.

Green Building Council members, representing every sector of the building industry, developed and continue to refine LEED. LEED certification provides independent, third-party verification that a development's location and design meet accepted high levels of environmentally responsible, sustainable development. The rating system addresses six major areas:

- Sustainable sites
- Water efficiency
- Energy and atmosphere
- Materials and resources
- Indoor environmental quality
- Innovation and design process

Different LEED versions have varied scoring systems based on a set of required "prerequisites" and a variety of "credits" in the six major categories listed above. In LEED v2.2 for new construction and major renovations for commercial buildings there are 69 possible points, and buildings can qualify for four levels of certification:

- Certified - 26-32 points
- Silver - 33-38 points
- Gold - 39-51 points
- Platinum - 52-69 points

Point ratings have been distributed as follows. Required "prerequisites" in each category receive no points.

- Water efficiency
- Energy and atmosphere
- Materials and resources
- Indoor environmental quality
- Innovation and design process

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. (*See the sidebar.*)

