



Town of Glenville Open Space Plan

Adopted May 7, 2008

Acknowledgements

Open Space Committee Members

Mark Storti, Chairman
Donald Snell, Deputy Chairman
Michael Sterthous, Deputy Chairman
Charlie Beers, III
Diane Berning
Maureen Crowley
Dan Grzybowski
Al Haugen
Dan Hill
Stephen Janack
Ray Koch
Stanley Lee
Larry McArthur
Michael McHale
Clarence Mosher
George Nigriny
Jack Osterlitz
Michael Pileggi
Mike Sheppeck
Hank Stebbins
Daniel Testo
Harry Willis
Joseph Zeglen

Glenville Town Board

Frank X. Quinn, Town Supervisor
Christopher A. Koetzle, Town Councilman
Valerie M. DiGiandomenico, Town Councilman, Open Space Liaison
Mark A. Quinn, Town Councilman
Edward F. Rosenberg, Town Councilman
Robert E. Bailey, Town Councilman, 2004-2007

Town of Glenville Planning Department Staff

Kevin Corcoran, Town Planner
Michael Burns, Planner I
Chris Flanders, Executive Secretary I
Matthew Smith, Planning Intern

Table of Contents

EXECUTIVE SUMMARY	1
I. INTRODUCTION.....	5
II. AN OVERVIEW OF GLENVILLE.....	7
III. GOALS AND OBJECTIVES	11
IV. OPEN SPACE INVENTORY AND MAPPING	16
V. OPEN SPACE SCORING SYSTEM.....	36
VI. OPEN SPACE PRESERVATION OPTIONS	38
VII. SUMMARY OF PUBLIC INPUT	42
VIII. RECOMMENDED ACTIONS.....	44
IX. FINANCING OPTIONS FOR IMPLEMENTATION	51
APPENDICES:.....	54
Appendix A: Town Board Resolution Establishing the Open Space Committee	55
Appendix B: Open Space Questionnaire Results	57
Appendix C: Open Space Scoring System	59
Appendix D: Cost Comparisons for Servicing Development vs. Open Space.....	61
Appendix E: Public Information Meeting Minutes	65
MAPS:	
MAP 1 – PUBLICLY-OWNED OPEN SPACES.....	20
MAP 2 – ENVIRONMENTAL FEATURES.....	25
MAP 3 – NATURAL, SCENIC & HISTORIC FEATURES.....	32
MAP 4 – OPEN SPACE AREAS	35

Executive Summary

Time for Action

The Town of Glenville, encompassing 50 square miles, has a number of distinct personalities but it is the Town's pleasant mix of pastoral lands, hilly terrain, parks, preserves, forests and streams that appeal to a great many residents. Unfortunately, the open spaces that we hold in such high regard are being seriously threatened by suburban and rural sprawl. Large lot suburban development is pushing into the rural hills of western Glenville even as the woodlots and high value agricultural lands in the developed eastern portion of town disappear to in-fill and expansion of existing neighborhoods.

Not only is sprawl unsightly and environmentally harmful, it is costly. Fiscal impact studies in nearby Clifton Park, in the lower Hudson Valley and elsewhere conclude that sprawl constitutes a property tax drain. It costs more money for schools and municipalities to provide services to residential sprawl areas than is derived in tax revenue from these growth areas. Conversely, these studies have demonstrated that maintaining open space and farmland results in a property tax *gain*. This occurs because more tax revenue is derived from open space properties than is spent on provided services for these properties.

The Town of Glenville needs to act now if it hopes to retain its distinct and appealing character, and if it wishes to reduce the fiscal impacts of low density residential growth. The Town must establish a clear and focused plan of action to preserve its valuable open spaces, yet it must also be conscious of the desire to provide for properly scaled and located commercial growth. Adoption of an open space plan is a critical first step in this plan of action.

Public Support

The *Open Space Questionnaire* results indicate strong support for open space preservation, but both the survey results and comments raised at the three public information meetings reveal that there is reluctance to preserve open space through the levy of property taxes for bonding, or through eminent domain. The challenge, then, is to craft an open space preservation program that is both effective and fiscally frugal.

Protection of our aquifer was cited by an overwhelming majority of residents as the most important open space goal. Other features that were deemed highly worthy of preservation include stream corridors, wildlife and ecological resources, forests/woodlands, wetlands, and historical resources, to name a few.

Further, to achieve open space preservation, the public strongly supports the use of voluntary land donations and easements, tax incentives and land use regulations. There is also support for partnerships between landowners and the Town and/or land trusts. Support is also evident for open space acquisition, provided there is a clear policy for acquisition and property taxes are not increased to fund acquisition.

Where do we want Open Space?

Chapter IV (Open Space Inventory and Mapping) provides a table identifying existing publicly-owned open spaces in addition to offering several maps that identify various environmental, natural, scenic, cultural and historic features in Glenville. This chapter culminates with a description and depiction of the “Open Space Areas Map” (Map 4), arguably the most important graphic in the Open Space Plan.

The Open Space Areas Map is a very valuable tool in that it identifies regions of Glenville where open space preservation should be a priority due to environmental sensitivity, the clustering of natural resources and amenities and/or the presence of already existing parks, preserves and cultural or historic features, etc. The 10 open space areas that have been identified include:

- Hoffman’s Fault/Wolf Hollow
- Western Glenville
- Sanders Preserve
- Aquifer Protection Zones
- Mohawk River
- Indian Meadows
- Van Vorst Road
- Horstman Creek
- Indian Kill Greenway
- Alplaus Kill

The above areas are “ripe” for open space preservation. The Glenville Environmental Conservation Commission (GECC) and Planning & Zoning Commission (PZC) should consult the Open Space Areas Map whenever a site plan or subdivision application comes before them to determine if the property being targeted for development is located within these open space areas. If the property is located in one of these areas, the GECC and PZC needs to consider the potential open space impacts of the proposed development to a higher degree than would normally be considered. If warranted, the GECC and PZC should then mandate that the applicant incorporate open space preservation into the development plan and/or require the applicant to pursue a layout and design that best protects open space features both on and near the project site.

Recommended Actions

Without a commitment to establishing a large funding source for the acquisition of conservation easements, development rights and open space properties, the Town must approach the topic of open space preservation through a multitude of strategies. This Open Space Plan calls for a comprehensive approach to open space preservation by citing 12 different actions to foster conservation. This list of actions below represent a mix of primarily regulatory and passive approaches, that if pursued earnestly, can result in meaningful open space preservation.

The 12 recommended actions are as follows:

- Adoption of this Open Space Plan by the Glenville Town Board
- Accept donations of property that have merit as open space
- Revise the Town's Zoning Ordinance and Subdivision Regulations so that open space preservation is integrated into the planning/zoning review process
- Grant the Planning & Zoning Commission the authority to mandate clustered subdivisions
- Revise the Town's Subdivision Regulations to mandate conservation subdivision design
- Educate landowners on and promote the use of conservation easements
- Continue development of the Town's pending transfer of development rights (TDR) program
- Designate Glenville and Scotia's well fields as Critical Environmental Areas
- Promote enrollment in the Agricultural District Program
- Revise the Town of Glenville Comprehensive Plan
- Adopt a Capital Plan
- Tap the subdivision recreation impact fee account for extension of existing parks and preserves and for the acquisition of critical open space properties

It should be noted that the actions outlined above, as well as the goals and objectives, are not necessarily in conflict with the Town Board's desire to attract new commercial and industrial development to the Town. New commercial and industrial development is going to occur in and around existing built-up areas, such as Route 50, Freemans Bridge Road and Route 5, where open space preservation is not of particularly high importance.

It is actually residential sprawl that poses the greatest threat to the Town's open spaces. Consequently, most of the recommended actions of this plan are tailored to the residential development sector in an attempt to confine new housing development to areas where appropriate infrastructure is already in place, and to ensure that residential development in rural areas is more compact and complementary of existing natural features.

Financing Options for Implementation

The financing piece of the Open Space Plan would apply only in those instances when the Town is considering the purchase of open space properties, development rights or conservation easements. Below is a list of local, state and federal funding sources that can be used for the broad purpose of open space preservation. Each of the funding sources is targeted for a specific application, with the parameters of the each program being unique. Consequently, should Glenville be presented with an opportunity to acquire property, development rights or conservation easements, care must be taken in selecting the funding source(s) that gives the Town the best opportunity for funding success.

Local Funding Programs

- Town of Glenville Subdivision Recreation Fee Account
- Dedicated Revenue Source (budgeted line item)
- Local Bond Act
- Real Estate Transfer Fee

State Funding Programs

- Environmental Protection Fund
- Clean Water State Revolving Fund
- Habitat/Access Stamp Program

Federal Funding Programs

- Land and Water Conservation Fund
- Pittman-Robertson Program (Federal Aid in Wildlife Restoration Act)
- Landowner Incentive Program
- Federal Farm Bill

In determining if a property or development rights has merit for purchase (or donation) by the Town of Glenville, the Town is to be guided, in part, by the open space scoring system that has been prepared in order to assess and prioritize the public value of open space properties. Outlined in Chapter V and Appendix C, the open space scoring system will take some of the subjectivity out of determining if properties are worthy of acquisition by the Town.

Conclusion

Open space and “quality of life” are intrinsically linked terms. When open space is lost to development, it is typically lost forever, and our collective quality of life suffers as a result. This Open Space Plan gives the Town of Glenville a variety of recommendations and tools to ensure that valuable open spaces are preserved for future generations. The time to act is now, however, while the natural, environmental, cultural and historic features that make Glenville unique still exist.

I. Introduction

What is open space?

Open space is land that has not been exhaustively developed for residential, commercial, industrial or institutional purposes. Open space comes in many forms. It can be land that is either privately or publicly owned. It can consist of agricultural land, forest land, scenic landscapes, public parks, nature preserves, historic sites, undeveloped waterfront, wildlife habitat, lakes, bays and other natural and cultural landscapes. Open space can even be land that has been cleared of former development. The size of open space can range from a small pocket park in an urbanized area, to a large nature preserve spread over hundreds or thousands of acres. Regardless of size however, open space is meant to protect our natural and cultural resources and to help connect people to their natural environment.

In the Town of Glenville, there are several examples of open space that are easily recognizable. These include Sanders Preserve, Maalwyck Park, Indian Meadows Town Park, the Indian Kill Nature Preserve, the Alplaus Kill Natural Area and Berkley Square, to name a few. Less obvious but still important open spaces include open fields and pastures, the playgrounds and ball fields of school properties, wooded areas between neighborhoods, agricultural land and cemeteries.

In addition to the obvious parks, preserves and agricultural properties, Glenville possesses open lands and sites that define much of its character (i.e. streams, ponds, forests, wetlands, ravines, flood plains, hills, historic sites, etc.). These landscapes are finite and vulnerable and once gone, it is not just a location lost but a compromise of the greater whole. Without the implementation of safeguarding strategies through an effective open space plan, these distinctive landscapes slip away, and Glenville becomes less unique.



Pastoral setting along Touareuna Road

Why do we want to preserve open space?

Open space is one of a community's most important qualities, be it the Town of Glenville or any other municipality. As communities grow, the increased development puts pressure and strain on the natural environment: wildlife is forced from its natural habitats; streams and rivers become contaminated from human activity; hillsides and wooded parcels get leveled for new, look-alike buildings and parking; scenic views become compromised or are destroyed entirely; historic structures get buried under contemporary expansions or get torn down altogether. The end result is that residents have fewer places to go to enjoy and appreciate their natural surroundings. An important component of "quality of life" is eroded. The natural features that made the community attractive to its residents are lost.

Preserving open space allows wildlife to thrive in an undisturbed environment. It gives communities an opportunity to protect their environmentally sensitive areas and cultural resources from the impact of development. Open space conservation results in the preservation of the community's special qualities that contribute to livability ... those locational attributes that contribute to quality of life.

More simply, open space allows a place for residents to just “get away” from the stresses of everyday life. The desire to escape becomes even more important as population increases and the built environment continues to overrun what was once open land.

Open space is an important factor in determining people’s quality of life within a community. A healthy natural environment that is free from pollutants, promotes outdoor activities, and provides retreat from man’s built environment all contribute to the mental and physical well-being of its inhabitants. Mountains, streams, rivers, lakes, forests, wetlands and seashores all provide a diversity of plant and animal life that help to serve human needs. The presence and preservation of cultural and historic resources also adds to one’s quality of life. These assets affect how and where a community develops, and they define a community’s perception of itself as well as other communities’ perceptions of it.

While Glenville is certainly not a vacation destination, it does possess many of the quality of life virtues that make a community a desirable place to live, work and visit. Most Glenville residents would tell you that they enjoy the open spaces of our town, which include a pleasant blend of woods, hills, streams, parks, preserves and working landscapes. Glenville also has a colorful history that has left us with a number of historic buildings and sites. Several interesting cemeteries and numerous public school buildings and properties add to the quality and quantity of our open space.

What are the benefits of open space?

The advantages of open space are numerous and diverse. Open space provides short and long-term social, environmental and economic benefits. By preserving open space, a community protects its natural landscapes, cultural resources, water quality, wildlife habitat and air quality. Preserving open space encourages the connection between a community and its history by protecting the natural environment in which its settlers and ancestors once inhabited. Economically, open space attracts quality businesses that prioritize environmental amenities for its employees. These businesses foster local economic growth and quality communities. Socially, the preservation of open space allows “third places” to be created. These places represent social settings, aside from work and home, where community residents can meet, converse, and take part in recreational activities together. Overall, the preservation of open space helps to create high quality, well-balanced, thriving communities.

II. An Overview of Glenville

Four communities in one

The Town of Glenville encompasses 50 square miles, or over 31,000 acres. *The Town of Glenville Comprehensive Plan*, adopted in 1990, notes that Glenville is really a story of four interconnecting communities; a “Suburban Residential Town,” “Rural Town of Hills and Hamlets,” “River Town,” and “Commercial and Industrial Town.” These are the hallmarks that

define the character and heart of Glenville, a very livable community of diverse appeal and opportunity.

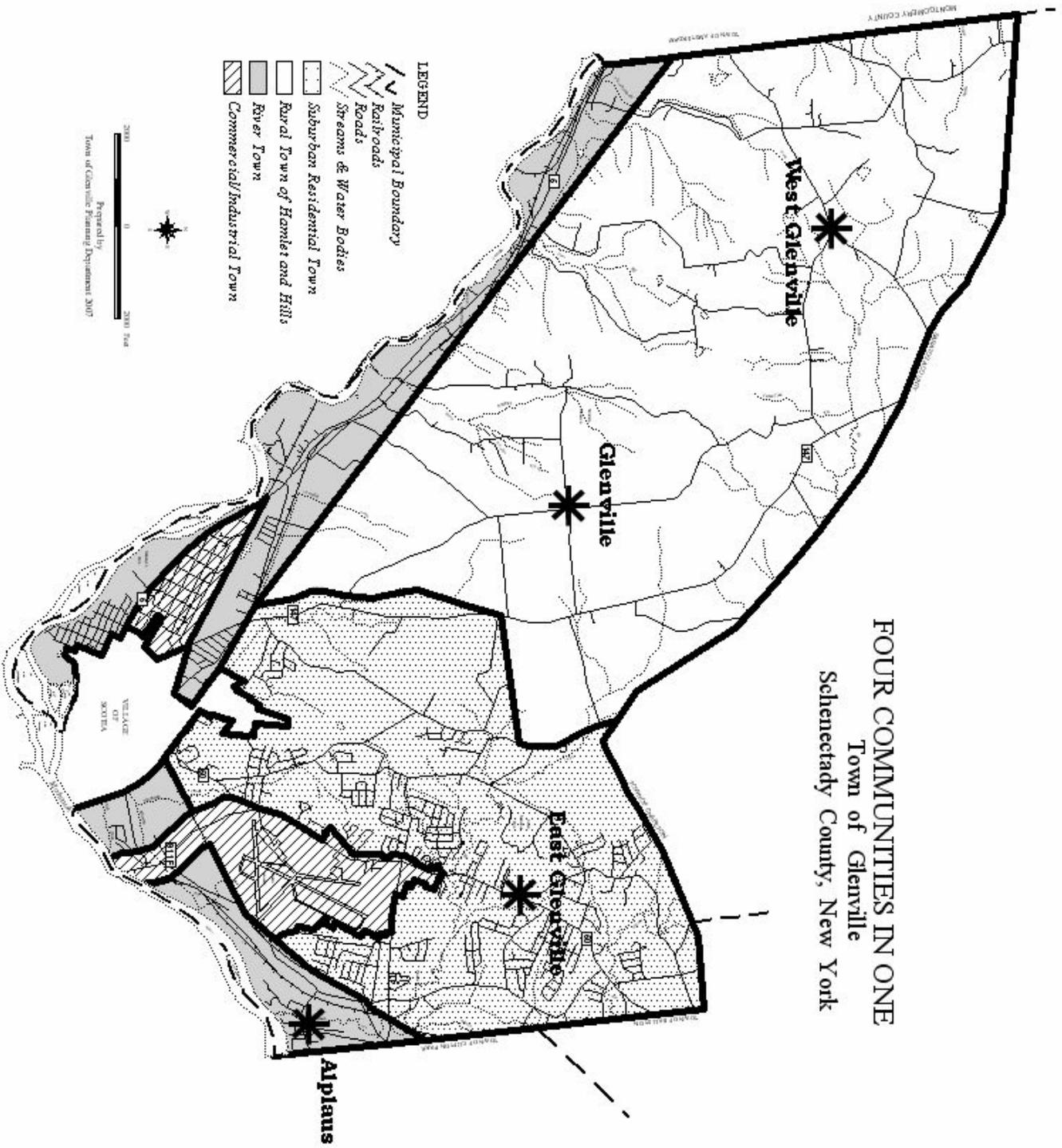
Glenville's *Rural "Town" of Hills and Hamlets* character, generally represented west of Sacandaga Road, is found in its expansive open fields, meadows, woodlands and hedgerows, a landscape held in high esteem by residents of Glenville. Yet the countryside is in jeopardy of being lost as low density sprawl erases the beauty of Glenville's pastoral settings. Open space gets consumed by numerous, large residential lots, with the result being a hodge-podge appearance that is dictated by the size, location, orientation, and style of home and the individual treatment of the landscape. Over time, if unchecked, the landscape will look no different than any other place in American suburbia, which is to say, nowhere in particular.

Our *Suburban Residential "Town,"* generally east of Sacandaga Road, became suburbanized between 1950 and 1970 when the number of housing units more than doubled. Yet today important vestiges of open space remain as cultivated fields, working orchards, woodlots and wetlands. These pockets of working lands and natural areas aesthetically punctuate an otherwise suburban landscape. Protecting these open lands is important to the community's scenic attributes and quality of life. This is proving difficult, however, as in-fill suburban growth nibbles away at these remaining open spaces.

The *River "Town"* aspect of Glenville includes 14 miles of frontage along the Mohawk River, contributing significantly to the beauty and diversity of Glenville's open spaces. The Mohawk River includes not only its islands and the riverbanks, but its expansive floodplains and multiple tributaries. The River defines Glenville's lowest elevation of approximately 200 feet, while the Town's highest elevations reach over 1,000 feet, a topography that has created an abundance of pristine streams. These streams have cut through the countryside to the Mohawk, shaping ravines and waterfalls. Collectively, Glenville's watercourses are irreplaceable attributes that warrant greater consideration as integral to the Town's distinctiveness.

Our *Commercial and Industrial "Town"* is the economic engine of the larger community. The Route 50 and Freemans Bridge Road corridors comprise much of our commercial town, while the industrial park complex off of Route 5 serves as our industrial town. Too often, though, open space considerations are lost to the narrow focusing on footprints and parking lots. If economic development efforts were broadened to include not only commercial and industrial land uses, but their impact on open space values, opportunities could be created for neighboring land areas to significantly enhance civic space. The area encompassing big box stores, for example, could be improved with the aesthetic use of open space if this kind of land use objective was considered during the blueprint phase. Vest-pocket parks or linear walkways along adjacent streams would greatly contribute to the physical setting without significant costs to the developer.

FOUR COMMUNITIES IN ONE
 Town of Glenville
 Schenectady County, New York



Sprawl verses open space

Since 1960, Glenville's population has hovered between 28,000 and 29,000. Yet, in the past few years Glenville's population has begun to increase, mirroring the robust housing market that until very recently has characterized much of the country over the last eight or nine years.

With its good schools and accessibility, Glenville will likely remain reasonably attractive for growth. Water lines are extending beyond the suburban fringe to support this development, and commercial space is expanding somewhat to meet the demands of the increasing population. As time goes by, development demands will continue to gobble up farms, fields and woods. Recognizing this, Glenville needs a comprehensive and coordinated action plan to protect significant open spaces that will help serve to keep the distinctive and interconnecting communities intact and to keep sprawl and the higher taxes that come with infrastructure expansion in check.

Were western Glenville built out to its allowed density of 3 acres, school and property taxes would increase significantly to cover the expenses of new services and education. In contrast, farmlands, forests, and wetlands require little in maintenance costs and no costly infrastructure.

Appendix D (Cost Comparisons for Servicing Development vs. Open Space) offers numerous municipal examples of the cost of development and the property tax implications of growth, based on several studies which covered a number of municipalities in New York, Pennsylvania, Massachusetts, Connecticut and New Jersey. These studies and others have consistently shown that single-family residential development is a tax drain. This is particularly true of low to moderate density residential development that one most associates with suburban communities. It costs more to service residential growth than can be derived in property tax revenue.

For example, of the dozens of municipalities highlighted in Appendix D, the revenue-to-expenditure ratio in dollars for residential development ranged from a low of 1: 1.02 to a high of 1: 1.88. The average of all communities examined was 1: 1.15. In other words, on average, for every dollar derived in property tax revenue from residential growth, \$1.15 is spent servicing the residential development.

Conversely, industrial/manufacturing growth and various types of commercial development have a *positive* financial impact on the community. The revenue-to-expenditure ratio in dollars for industrial and commercial growth ranged from 1: 0.12 to 1: 0.83. The average was 1: 0.29, meaning for every dollar derived in property tax revenue from industrial and commercial growth, \$0.29 was spend servicing this growth. This is a tax positive ratio of nearly 4 to 1.

Open space also exhibits a positive revenue/expenditure ratio. The revenue-to-expenditure rate for farm/forest/open land ranged from 1: 0.16 to 1: 0.86, with an average of 1: 0.37. Admittedly open space does not generate a great deal of tax revenue, but the preservation of open space doesn't place a financial burden on communities wither, unlike single-family residential development.

Optimally, Glenville needs to strive to develop a positive tax base through a good mix and balance of land uses. Working to protect significant open spaces can greatly foster and promote

positive environments for residential, commercial and industrial development. It has been said that quality development follows quality development. Glenville has the opportunity to represent this maxim.

III. Goals and Objectives

An open space preservation program is typically multi-faceted in that it applies to planning/zoning decision-making, the management of agricultural lands, water resources protection, preservation of wildlife habitat, the identification and retention of historic resources and the management of parks and recreation facilities. This comprehensive approach is reflected in the open space goals and objectives, which were established by the Open Space Committee and presented for review and comment at one of the Committee's public information meetings. The goals and objectives are as follows:

Goal 1: Preserve and enhance the natural and cultural features of the community that form its unique qualities.

Objectives

- Maintain and frequently update the *Open Space Areas* map, as well as the *Natural, Scenic and Historical Features* map, as needed.
- Evaluate properties being earmarked for development using the open space scoring system to determine the merits of maintaining these properties, or portions of these properties, as open space.
- Integrate open space planning into the Town's planning/zoning review process to ensure that open space protection opportunities are considered for all areas of town.
- Pursue options and funding sources for the periodic acquisition of properties and easements.
- Partner with land trusts to secure open space lands and to assist in the stewardship of these lands.

Goal 2: Promote a land use development pattern that is consistent with the carrying capacity of natural resources and the ability to provide services.

Objectives

- Promote conservation subdivision design and/or clustering to preserve open space within housing subdivisions.

- Limit water district and sewer district extensions to the non-rural portions of Glenville.
- Pursue the use of transfer of development rights, where practical, to preserve open spaces in rural areas while allowing for greater density where appropriate.
- Consider alternatives to large lot zoning such as clustering, conservation subdivision design, transfer of development rights and the planned unit development process.

Goal 3: Ensure the quality of the Town of Glenville’s water resources.

Objectives

- Pursue options and funding sources for the acquisition of properties in the most critical areas of the aquifer, most notably within the Town of Glenville and Village of Scotia wellhead protection zones and primary recharge zones.
- Protect streams, ponds and wetlands from the impacts of development through the imposition of buffers as part of the subdivision and site plan review procedures, and identify guidelines/standards for these buffer zones.
- Pursue conservation easements or outright acquisitions of parcels or portions of parcels within stream headwater areas and along stream banks.



Muran and Bintz barn on West Glenville Road

Goal 4: Protect and promote agricultural and forestry operations.

Objectives

- Reach out to landowners who may be eligible for agricultural and forestry tax exemptions to make them aware of the open space preservation and monetary benefits of these New York State programs.
- Identify key agricultural lands that would be well-suited for preservation and earmark these lands as “sending areas” for the Town’s pending *Transfer of Development Rights* program.
- Encourage the use of conservation easements for the preservation of forest lands and agricultural operations.
- Use the Town’s website to promote agricultural and forestry operations and preservation, including links to agencies/resources and advertising of farmers’ markets.

Goal 5: Preserve the rural character of western Glenville, which is the portion of Town generally defined as the area west of Sacandaga Road and north of the Mohawk River.

Objectives

- Limit water district and sewer district extensions to the non-rural portions of Glenville.
- Encourage cluster subdivisions and/or conservation subdivision design for new subdivision proposals in western Glenville.
- Consider adoption of higher minimum well yield thresholds as a prerequisite for issuance of building permits for new homes.

Goal 6: Retain forested areas, fields, stream corridors, wetlands and other open spaces in the eastern portion of Glenville, to the maximum extent practical, so as to establish and preserve buffers between developed areas.

Objectives

- Revise the Town’s Subdivision Regulations to eliminate the clear-cutting of housing development sites.
- Apply conservation subdivision design, clustering and other non-traditional housing development patterns in order to preserve buffers on new housing sites.

Goal 7: Provide increased protection for environmentally sensitive areas such as wetlands, flood plains, steep slopes, wildlife habitat areas, unique geological formations, etc.

Objectives

- Promote land use development patterns that direct growth to land without natural resource constraints.
- Protect sensitive areas via “Land Conservation” zoning.

Goal 8: Preserve the character of historical sites and structures throughout the Town.

Objectives

- Build awareness and appreciation of the importance of the Town’s historical heritage.
- Develop an inventory and map of local historic sites and buildings.
- Investigate the merit of establishing historic district(s) within the Town.
- Seek state and national historic registry designation for worthy properties.
- Designate local historic “landmarks” worthy of protection.
- Develop tax incentives and regulations encouraging the preservation of historic properties.



Historic Swart Home on Amsterdam Road

Goal 9: Protect, expand, and/or create active and passive recreational facilities and opportunities.

Objectives

- Preserve and improve public access to the Mohawk riverfront as well as stream corridors throughout the Town.
- Pursue land acquisitions near existing recreation lands, parks and preserves.
- Acquire land and/or develop recreational facilities in and near major housing subdivisions.
- Develop a network of trail systems throughout the Town, with initial focus on establishment of the Glenville portion of the Long Path.
- Continue to support and recognize the heritage values of traditional outdoor recreational activities such as fishing, hunting and trapping, consistent with New York State’s Open Space Plan for Region IV.
- With assistance from NYSDEC, the Town should pursue public fishing rights (PFR) along suitable stream corridors.

Goal 10: Identify and protect scenic views as seen from roadsides, parks, preserves and other areas frequented by the public.

Objectives

- Locate development away from viewsheds. If new development can’t be directed entirely away from viewsheds, visual impacts should be minimized through appropriate building placement, orientation, height, bulk, style and color selection.

Goal 11: Preserve and enhance key entryways or gateways to Glenville.

Objectives

- Clarify and enforce existing zoning regulations that require identification and ornamentation of the various Town gateways.
- Establish a desired or preferred design/appearance for gateways.
- Seek assistance and/or donations from local entities for landscaping and beautification of gateways and installation of Town entrance signs.

It is recognized that all of the goals and objectives outlined above – even in consideration that there is considerable overlap in subject matter - cannot be immediately achieved in the short-term, regardless of the level of commitment to this Open Space Plan by the Town’s citizens and

the Glenville Town Board. Open space preservation, by its nature, requires a long term commitment on the part of the Town’s citizens and leaders.

What can and should be done immediately is to require that the Town’s various review commissions and boards consider the above goals and objectives as part of their decision-making process for review of subdivision, site plan review and variance applications. Further, the Open Space Committee, or some offshoot of the Committee, should remain active in pursuit of the above goals and objectives, in some as yet undetermined capacity.

IV. Open Space Inventory and Mapping

Publicly-Owned Open Space (Map 1, page 20)

One of the first tasks to be undertaken by the Open Space Committee was to inventory and map publicly-owned open spaces that already exist in the Town of Glenville. Table 1 below is a summary of the 17 publicly-owned properties within Glenville. For practical purposes, only those parcels greater than 1/10 of an acre were included in the table. Also, this table does not include properties within the Village of Scotia.

Table 1: Publicly-Owned Open Space in the Town of Glenville

LOCATION	OWNER	ACREAGE
Sanders Preserve	Town of Glenville	370.00
Indian Meadows Park	Town of Glenville	190.00
Various State-owned parcels along the Mohawk River/Exit 26 Bridge	State of New York	108.13
Indian Kill Nature Preserve	Schenectady County	108.00
Big Island (Isle of the Onondagas)	State of New York	69.40
Maalwyck Park	Town of Glenville	57.55
Lock 9 Canal Park	State of New York	21.20
Daly’s Island	State of New York	20.80
Little Island (Isle of the Senecas)	Schenectady County	14.00
<u>Alplaus Kill Natural Area</u>	Town of Glenville	11.40
Unnamed Island (“Conor Island” on some maps)	State of New York	10.00
Hemlock Hollow	Town of Glenville	9.00
Berkley Square	Town of Glenville	2.93
Indian Kill Park	Town of Glenville	1.80
Veteran’s Memorial Park	Schenectady County	1.70
Freemans Bridge Boat Launch	State of New York	0.46

Green Corners School	Town of Glenville	0.10
Total Open Space Acreage		996.47
Total Acreage in Town		31,293.32
Percent of Open Space		3.18%

These publicly-owned open space parcels have also been mapped. They can be found on Map 1 of this Plan.



Railroad bridge over the Alplaus Kill on the town-owned Alplaus Kill Natural Area property

As noted in Table 1, ownership of these open space properties rests with the Town of Glenville, Schenectady County or New York State. The breakdown of ownership is as follows:

<u>Owner</u>	<u>Acreage</u>
Town of Glenville	642.78 (64.5%)
New York State	229.99 (23.1%)
<u>Schenectady County</u>	<u>123.7 (12.4%)</u>
Total	996.47

One question that always surfaces whenever an open space plan is under consideration is *how much publicly-owned open space is enough?* As noted in Table 1, Glenville has 996 acres of

publicly-owned land that qualifies as open space, or 3.18% of the total land area of Glenville. Is this too much, too little, or just right? Does it really matter?

Some organizations and publications suggest 5% as a target for publicly-owned open space, while others go as high as 10% to 20%. But there is no “standard” or widely-accepted threshold. Nor should there be. There are more important factors that need to be considered as a municipality ponders its open space goals.

For instance, accessibility and visibility are two qualities that increase the “value” of open space, particularly if the open space is publicly-owned and meant to be used by the community’s citizens. A 20-acre wooded parcel tucked behind a subdivision, while beneficial, probably wouldn’t carry the same public value as a 5-acre “square” within a residential neighborhood or even a 3-acre parcel along the Mohawk River with good access from a public road.

Similarly, location relative to the population is another important quality for publicly-owned open spaces, especially those that are used for recreation purposes. Indian Meadows enjoys a great deal of use in large part because of the recreational facilities and ball fields that it offers but also because of its location in the middle of the suburban eastern portion of Glenville. If a similar facility were to be established on Green Corners Road or in any other rural western Glenville setting, far fewer people would take advantage of the park.



New playground equipment at Indian Meadows Park

Another highly desirable quality for publicly-owned open space is access to water, be it a river like the Mohawk, a small fishing stream or a pond. Water in all its forms is a draw. All other things being equal, a five-acre property along the Alplaus Kill is going to be viewed as more desirable by the public than a five-acre property without access to any water body.

Ecological value is yet another factor that needs to be considered when a community contemplates open space preservation. Wetland complexes, aquifer recharge zones, headwaters of streams and wildlife habitats are all widely-viewed as being worthy of preservation. There likely would be greater benefit to permanently preserving a 20-acre pond/wetland complex than a 50-acre former Christmas tree farm.

While this discussion could be carried further, the point is that it is fairly meaningless to target a certain percentage of a municipality for open space preservation. Whether the figure is 3% or 20%, this number would be artificial. Proper stewardship of open space dictates that a community consider the *quality* of open space rather than the *quantity*, in most cases.

In terms of the character of the existing publicly-owned open spaces in Glenville, they cover a spectrum of uses including undisturbed islands in the Mohawk River, traditional day use municipal parks, an extensive riverside soccer complex, a one room school house, and Mohawk River boat and canoe launch facilities. The largest parcel (the Town's Sanders Preserve) and the County-owned Indian Kill Nature Preserve are very similar properties; both heavily wooded, hilly preserves with hiking trails and streams traversing the properties. These two preserves comprise 478 acres, which amounts to almost ½ of the total publicly-owned open space acreage in Glenville. Perhaps the key notable difference between these two preserves, aside from ownership, is that hunting is allowed in Sanders Preserve (by permit) while it is not allowed within the Indian Kill Nature Preserve.

As for usage, Indian Meadows Town Park, Maalwyck Park, the Indian Kill Nature Preserve, Lock 9 Canal Park, the Freemans Bridge Boat Launch, Sanders Preserve and Berkley Square are all popular destinations. The various New York State Canal Corps properties and the four undeveloped islands within the Mohawk River see little usage, primarily due to limited access and the fact that there are no recreation facilities on these parcels. Yet these properties have value as open space, offering aesthetic buffers along the Mohawk River and protection of wetlands and wildlife habitats.

The distribution of publicly-owned open space properties in Glenville is relatively good. As illustrated on Map 1, publicly-owned properties can be found throughout the Town. The rural western portion of Glenville is well-served by both Sanders Preserve and Lock 9 Canal Park, with the Green Corners School property, albeit quite small, constituting a unique amenity.

Map 1



The Green Corners School on Potter Road

The more heavily developed eastern portion of Glenville also includes two of our larger properties; Indian Meadows Town Park and the Indian Kill Nature Preserve. The popular Berkley Square neighborhood park parcel is also found in the suburbanized portion of town.

The Mohawk River abuts 10 distinct open space properties throughout Glenville. Maalwyck Park and Lock 9 Canal Park are the most notable in terms of size and usage, with the recently rebuilt Freemans Bridge Road Boat Launch, although less than ½ acre in size, attracting large numbers of fishermen and boaters from late spring to mid-fall. The remaining riverfront properties are either undeveloped publicly-owned islands or New York State Canal Corps parcels.

Environmental Features (*Map 2, page 25*)

Having examined the publicly-owned open space properties within the Town of Glenville, the next logical step was to assess the Town's natural resources and environmentally-sensitive lands. These types of features are typically maintained as open space due to regulatory or physical restrictions for development (i.e. wetlands, flood plains, steep slopes, etc.) or because the nature of the land use (agricultural or forest management) lends itself to the maintenance of open space.

Map 2 of this Plan (Environmental Features) details the location and extent of various features such as wellhead protection zones, primary recharge zones, streams and ponds, slopes in excess of 15%, wetlands, flood plains, farms, and Hoffman’s Fault, to name a few. Cemeteries and school properties are also identified on the map, since these institutional land uses are typically regarded as open space features.

The Environmental Features map is really a companion to the Publicly-Owned Open Space map. The Publicly-Owned Open Space Map identifies those properties that are more or less permanently preserved as open space since they are owned by a governmental entity, while the Environmental Features map illustrates much of the privately-owned open space. Not surprisingly, certain natural resources/environmental features intersect with publicly-owned lands, as is evident in Sanders Preserve where steep slopes are common, in Indian Meadows Park where a large wetland leaves a horseshoe imprint in the southern third of the Park and within the Indian Kill Nature Preserve where flood plains, steep slopes and wetlands can all be found.



The Van Vorst Farm

In contemplating the “big picture” theme of the Environmental Features map, it is clear that Glenville is home to an abundance of natural resources and environmental features, and perhaps more agricultural land than most people would suspect. It is also evident that natural resources/environmental features are not confined to the rural western portion of Glenville. While it is true that the majority of steep slopes are found in the hillier western half of Glenville, there is no shortage of wetlands, flood plains, agricultural land and institutional open space in the suburban eastern portion of the Town.

Arguably the two most important environmental features in Glenville are the well fields for the Town of Glenville and Village of Scotia. The Town's well field is located northwest of the Village of Scotia, off of Van Buren Road and along the Mohawk River. The Village of Scotia's well field is also located within the Town, about 1 ½ miles east of the Town's well field, off of Vley Road (see page 24).

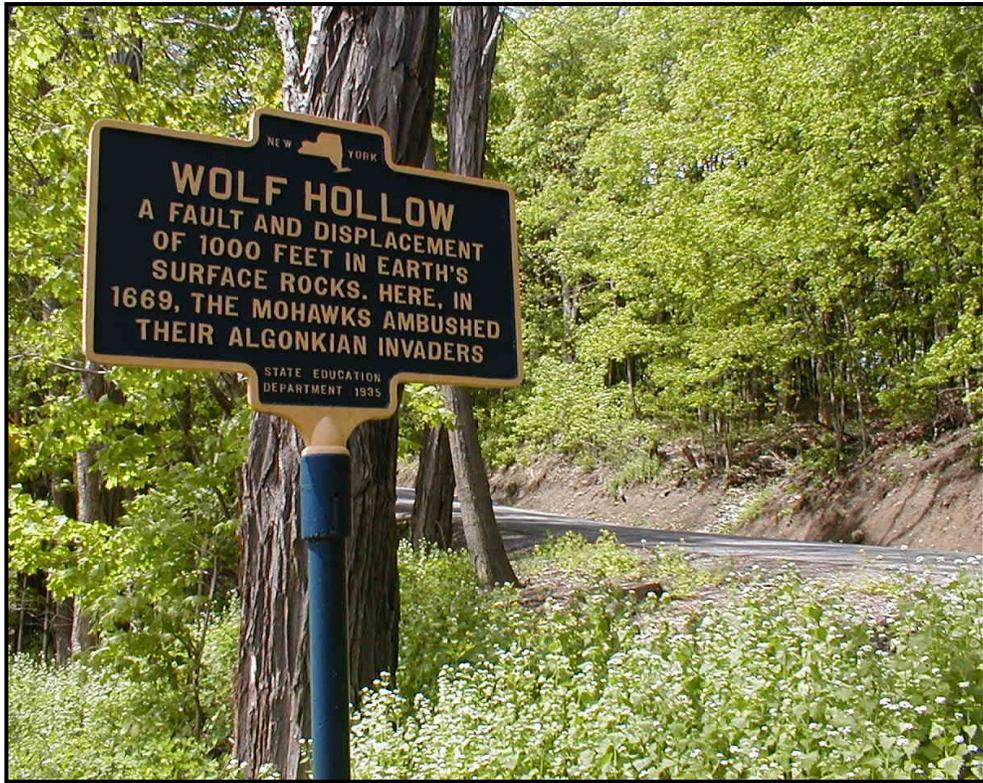
Each well field actually consists of two different zones; the wellhead protection zone and the primary recharge zone. Both of these zones of the Schenectady/Great Flats Aquifer are vulnerable to contamination given the high permeability of the gravelly soils that comprise the aquifer. And while the "outlying" general recharge zones of the aquifer (not shown on the map) are also susceptible to contamination, the proximity of the wellhead protection zone and primary recharge zone to the actual municipal wells means that any contamination that occurs within these two zones could very well pollute the Town's and/or Village's water supply.

As one would expect, flood plains are found in abundance along the Mohawk River. The Alplaus Kill is also characterized by a considerable amount of flood plain. The Indian Kill, a tributary to the Alplaus Kill, has a companion flood plain, though much of it is confined to the Indian Kill Nature Preserve. Even smaller streams such as the Kromme Kill and Horstman Creek are accompanied in stretches by a surprisingly wide flood plain.

New York State-regulated freshwater wetlands can be found throughout most areas of Glenville, particularly along streams and in low-lying flat areas. You won't find wetlands in steeper areas of town, particularly in the southward facing slopes above the Mohawk River because the topography doesn't allow for large, flat areas where surface water can pool.

Hoffman's Fault, oriented more or less north/south, cuts through the western portion of town. The fault exhibits a prominent outcrop of limestone and dolomite. The land east of Hoffman's Fault is said to have subsided over 1,000 feet when the fault gave way millennia ago. The fault also gives rise to the most prominent geological feature in Glenville – Wolf Hollow Gorge. Here one can find a considerable stretch of 100+ foot sheer cliffs, unique vegetation and an ancient path that accommodated migrations of the Algonkian Indian tribe. Wolf Hollow is also the site of a battle in 1669 between the Algonkians and Mohawks.

Map 2



Wolf Hollow Historic Marker

Natural, Scenic and Historic Features (Map 3, page 32)

The Town of Glenville has a very interesting history that in no small way was shaped by the presence of the Mohawk River. If one were to thumb through “The Van Epps Papers: On the History of the Town of Glenville,” by the Town’s first historian, Percy Van Epps, it would be difficult *not* to appreciate the Town’s colorful past.

Glenville was incorporated as a town in 1821. However, settlement within the area now known as Glenville goes back much further, before the Colonial period and long before 1665 when Alexander Lindsey (more commonly known as Alexander Lindsey Glen) became the first white man to settle in Glenville when he built his home along the north side of the Mohawk River in what is now the Village of Scotia.

As noted in the Van Epps Papers, it has been estimated that the Mohawk Indians settled in the Mohawk Valley, and quite likely in the area that became Glenville, at some point between 1560 and 1580. The Algonkian people were here long before the Mohawks. Prior to the Algonkians there is evidence of prehistoric peoples having been in the Mohawk Valley as far back as shortly after the retreat of the last ice sheet, approximately 10,000 years ago.

In addition to being home to a number of historic structures and archeological sites, Glenville has no shortage of natural and historic resources. Wolf Hollow comes to mind, of course, as well as various waterfalls along both the Alplaus Kill and Indian Kill. Perhaps the most notable of these

is Buttermilk Falls on the Alplaus Kill, located behind the Mill Stone Speakeasy (formerly the Kristel Inn) on Route 50.



Buttermilk Falls on the Alplaus Kill (behind the Mill Stone Speakeasy on Route 50)

Various locations in western Glenville afford sweeping views, many of the Mohawk River and Valley, some north towards the foothills of the Adirondacks and the mountains of southern Vermont, and others of settled areas such as Scotia and Schenectady. Pleasant vistas of farms, streams, gorges and ponds are plentiful in Glenville, as are views of rolling hills and valleys made possible by the contrast in elevation between the Mohawk River and eastern Glenville and the hills of West Glenville.

This discussion leads us to a look at Map 3, “Natural, Scenic and Historic Features.” The features labeled on this map were identified and hand-drawn on a map by noted local naturalist Vincent Schaefer in 1983. The map shows the general locations of 50 prehistoric, historic, geologic and scenic items that dot Glenville’s landscape. A brief description of these 50 features follows.

Table 2: Items Identified on the Natural, Scenic and Historic Features Map

1	VanderVeer Homestead: Home of Clarence VanderVeer, farmer, historian, quartz crystal expert, inventor, clock and music box repairman.
2	Glacial Straie: In the field opposite the VanderVeer Homestead are areas of surface rock bearing glacial straie.
3	The Green Corners School: A fine example of the “Little Red Schoolhouse” – this one room school of brick construction is located near the junction of Touareuna, Green Corners and Potter Roads. It has been restored to its original condition by the VanderVeers.
4	Quartz Crystals: Along the fault scarp which extends northeasterly from Wolf Hollow toward Galway, quartz crystal can sometimes be found in the vicinity of the limestone outcrops.
5	Karst Structure: On the east side of Wolf Hollow Exentsion Road north of its crossing of West Glenville Road is a circular depression. This is probably a limestone sink hole. Years ago the bottom drainage was plugged and a small pond formed. Later it drained. In the spring its slopes are covered with white trillium.
6	Prehistoric Indian Site: On the north side of the road from Wolf Hollow to West Glenville is a large abandoned gravel bank. When this was being mined a very interesting ancient campsite was uncovered, said to have produced ground slate artifacts which relates to the Laurentian Culture 4,000 to 5,000 years ago.
7	Van Epps Farm: The farm of Percy Van Epps for many years Town Historian for Glenville; farmer, musician, archeologist and philosopher.
8	Shale Breccia: A shale quarry in a field on the west side of the road emerging from Wolf Hollow is noted for a shaly rock which breaks into very small pieces when quarried. This is due apparently to the immediate proximity of the Hoffman Ferry or Wolf Hollow Fault. The dragged rock is shattered and crushed in the shear zone.
9	Wolf Hollow (Ancient Indian Trail): The deep hollow was the route of an ancient Indian Trail to New England via the Hudson and Hoosick (Hoosac) Valleys. This is also the site of a 1669 battle between the Mohawks and Algonkians.
10	Old Fort: Near the top of the west slope not far from the “coal mine” location is a fairly deep “ditch” which seems to have been formed by a large block of stone which tipped toward the east thus producing a depression which local people called a fort.
11	Wolf Hollow (“Coal Mine”): Near the place where the Chaughtanoonda Creek crosses under the Wolf Hollow Road is a horizontal downward sloping hole which was a “mine” that was thought to produce coal. Unfortunately, it is likely that the hole was “salted” with actual coal encouraging the miner to continue digging.
12	Wolf Hollow (Geologic Uniqueness): A deep, narrow ravine produced by a massive displacement of rock strata with the Amsterdam Limestone on the west and Schenectady Shale and Sandstone on the east.
13	View of Mohawk Valley: One of the finest views of the Mohawk Valley toward Schenectady from the Van Epps Farm. This was a favorite ski area at one time, compliments of the Schenectady Wintersports Club.
14	Johnny’s Spring (John Van Epps): A very cold spring which is located at the base of a limestone cliff. It is under a cluster of Hemlock where the Wolf Hollow Road makes a right angle bend at the south of the Hollow.

15	Fault Drag: When a large rock displacement occurs, the strata on one side is dragged upward (or downward). The drag of the Hoffmans fault can be seen at the bend of the road near Johnny's Spring (south end of Hollow).
16	Chaughtanoonda Creek: The lower reaches of this stream are quite beautiful but on private farms.
17	On the Joel Swart Farm near the Chaughtanoonda Creek downstream of Wolf Hollow were a group of ancient Indian cornpits.
18	Prehistoric Indian Site: On the Swart farm, collection of Indian artifacts assembled by John Swart.
19	The Kinaquariones: The limestone knob which marks the place where the Wolf Hollow Fault crosses the Mohawk River has been called the Kinaquariones. Some believe that its definition (apparently a Mohawk word) was "the rock that marks the boundary of the Mohawk country." Support for this interpretation is found in the fact that all Mohawk villages or "castles" are up-river from this location.
20	Prehistoric Burying Ground: Between Routes 5 and the old New York Central Railroad, a very unusual prehistoric Indian burial site was uncovered of a culture similar to the mound builders of Ohio.
21	Touareuna Hill/Glenville: On the northerly end of Waters Road is a spectacular view of the southern Adirondacks.
22	Touareuna Hill: Several roads climb Touareuna Hill which is the dominant hill on the north side of the Mohawk between the Verf Kill and Hoffmans Ferry. Waters Road has excellent views of the Mohawk Valley and the Sand Sea (Zandrige) Kill at Pattersonville.
23	Verf Kill: (Tequatseru) [wooden spoon] A Mohawk River tributary, the Verf Kill carves a deep ravine running southerly between Waters and Johnson Roads. The Mohawk Indians called this stream "Tequatseru" or "place of the wooden spoon." The Dutch then renamed it "Verf Kill" meaning "color creek" for a yellowish mineral deposit along its banks, purportedly used by the Mohawks for paint.
24	Verf Kill Falls: The Verf Kill is a small stream draining the southern slope of Touareuna Hill. It has cut into the Schenectady Shales and Sandstones and in some areas produces waterfalls. Such a falls was the site of an early home occupied by a Vedder descended from the pioneer Harman Albertse Vedder.
25	Vedder Tavern: This interesting old historic building has a fascinating history which unfortunately has many gaps in it. Unfortunately its interesting brick patterns are hidden by a stucco coating. A brick foundation at this site has a date of 1676. The fabrication of roof timbers is quite similar to the Mabie House in Rotterdam Junction across the river. Dewitt Clinton stayed here on his return from the initial inspection of the Erie Canal.
26	Triangle Flat: A triangular piece of ground below the Vedder Tavern and up river from the mouth to the Verf Kill (Tequatseru) [wooden spoon] which has yielded many prehistoric Indian artifacts representing a wide variety of cultures.
27	Chalybeate Spring: Along the lower run of the Verf Kill south of Route 5 and on the west side of the stream is a spring which deposits a yellowish clay-like residue called ocher. It was used as a paint by the prehistoric and historic Indians of the Mohawk Valley.
28	The Swart home built in the late eighteenth century and probably used at one time as a tavern.

29	Gravel Bank: A typical deposit of glacial gravel such as extends along the Mohawk River. Much of the gravel has been carried southward from the Adirondack Mountains. Thus the pebbles and boulders consist of granite, gneiss, crystalline limestone, anorthosite and Potsdam sandstone. Greywacke, shale and sandstone from the Mohawk tributaries can also be found.
30	Block House: The foundation and hearth of a historic structure thought to have been a blockhouse for monitoring river traffic during the Revolution. Musket balls, colonial crockery and similar artifacts were found when the river cut into the high bank a short distance south of the B&M Railroad trestle and opposite Schenectady International.
31	Glenville portion of the Aquifer: Water wells sunk into the gravel deposits along the Mohawk River by the Town of Glenville are similar to those on the south side of the river. They tap the delta of the Iromohawk River which drained the Great Lakes region when the St. Lawrence River was blocked with glacial ice. The delta formed in the western edge of the former Lake Albany.
32	Site of prehistoric Indian village, likely destroyed by gravel mining.
33	The Bent Site: An important prehistoric Indian Village excavated by the New York State Museum with the help of members of the Van Epps – Hartley Chapter of the New York State Archeological Association. Fine effigy pestles and bannerstones found.
34	View of Schenectady: A fine view of Schenectady City. The Mohawk Hudson Plain and the Taconics are visible from this area.
35	Site of old G.E. Laboratory: The historically famous Sacandaga Road experimental laboratory where many pioneering experiments were conducted with light and radio waves. Early nuclear experiments were purportedly conducted there, as well.
36	Cache Mound: A low mound of earth on the edge of a farm field. The mound is probably of natural origin. Indian artifacts consisting of large blades of the type frequently reworked into smaller arrowheads, scrapers and knives have been found here.
37	Mohawk Conglomerate: Along the Mohawk River on the north side, a large deposit of sand and gravel is exposed in a bank that is about 50 feet high. At several locations the gravel has been cemented by a natural deposit of calcium carbonate. A number of springs emerge from the gravel in the vicinity of the conglomerate.
38	Upper Mohawk Aquifer: A cross section of sand and gravel – often cemented to form Mohawk Conglomerate is exposed on the north side of the Mohawk. Famous General Electric Company scientist Charles Steinmetz had his river camp near the outcrop – down river.
39	Hackberry Slope: One of the rare trees in the Mohawk Valley is the Hackberry (<i>Celtis occidentalis</i>). Only a few isolated trees can be found throughout the valley area with one exception. On the wooded slope along Route 5, south of the Navy Depot are many hackberry trees – dozens of them ranging in size from inches to feet in diameter. Why this is so is not known. These trees should be protected.
40	Lock 8 Prehistoric Village Site: West of the road crossing the flats between Route 5 (Amsterdam Road) and Lock 8 is a large field which for many years has been planted in corn. Scattered across this field are a number of prehistoric Indian campsites.
41	Buried Village: On the north side of the Mohawk River several hundred yards downstream of Lock 8 was a prehistoric Indian village site. Flood waters cut into the bank of the river exposing fire hearths six to eight feet underground.
42	A series of small prehistoric camp sites on the Flats adjacent to the Mohawk River. Now mostly destroyed by housing development.

43	Location of the Glen Sanders Mansion (1713), one of the best preserved of the old houses along the Mohawk River.
44	Small prehistoric Indian campsite adjacent to the Indian Kill upstream of Route 50.
45	Indian Kill Falls.
46	Site of small Indian (prehistoric) campsite.
47	Site of the large Grist Mill located on the spur of land adjacent to Buttermilk Falls on the Alplaus Kill. This was in operation until the mid 1920's. It is now marked by a depression on the lawn behind the Mill Stone Speakeasy on Route 50.
48	Buttermilk Falls: This is a highest waterfall on the Alplaus Kill. Located behind the Mill Stone Speakeasy, it has been (in the past) the site of Grist and Saw Mills. Both a saw mill and a grist mill were in operation in the 1920's. There was a mill dam a short distance above the falls north of the Route 50 Highway Bridge for the saw mill.
49	Site of small prehistoric Indian Campsite near the B&M Railroad.
50	An extensive prehistoric village site was located on the slope west of the mouth of the Alplaus Kill (Eel Place).

This map and the descriptions that accompany the map are 25 years old, and would benefit from more precise locations, greater narrative detail and verification of the sites' conditions and locations, and whether or not they still exist. Unfortunately, Mr. Schaefer is no longer with us to assist with this task. The good news is that Mr. Schaefer's son, James, *is* available and has already helped the Open Space Committee by bringing this map to our attention and by filling in some of the gaps. Soon to be added to the map are the various historic homes and structures in Glenville, currently being inventoried by Town Historian Joan Szablewski. With James Schaefer's help, and with assistance from other knowledgeable local historians and naturalists, the Town will continue to expand on this map and the accompanying feature descriptions.

Map 3

Open Space Areas (Map 4, page 35)

Map 4, entitled “Open Space Areas,” looks very similar to Map 2, “Environmental Features.” That’s because Map 4 builds off of Map 2 by taking high concentrations of environmental features and natural resources and grouping them into what we are calling “open space areas.” The open space areas have been identified as follows:

Hoffman’s Fault – Discussed previously in the Plan, Hoffman’s Fault is a unique geologic feature that has given rise to the historic, botanic and geologically-interesting Wolf Hollow Gorge. A very narrow landform, Hoffman’s Fault can either stand alone as an open space area or be combined with the adjacent West Glenville open space area.

West Glenville – This pastoral landscape is characterized by a mixture of active farms, hilly terrain, ponds and scenic views. The hamlet of West Glenville is the well-defined cultural center of this region of town.

Sanders Preserve – The centerpiece of this open space area is the 370-acre, Town-owned Sanders Preserve. Steep slopes, streams and gorges both surround and cut through the Preserve.

Aquifer Protection Zone – There are actually two aquifer protection zones; one defines the wellhead protection area and primary recharge zone of the Town of Glenville’s well field while the other identifies the Village of Scotia’s well field and surrounding area. Arguably the most important natural resource within the Town, the aquifer protection zones warrant special attention in terms of open space preservation.

Mohawk River – This open space area includes the entire 14+ mile length of the Mohawk River in Glenville. This open space area includes the river itself, adjacent flood plains, certain land conservation-zoned lands and the various islands within the Mohawk River that lie within the Town of Glenville.

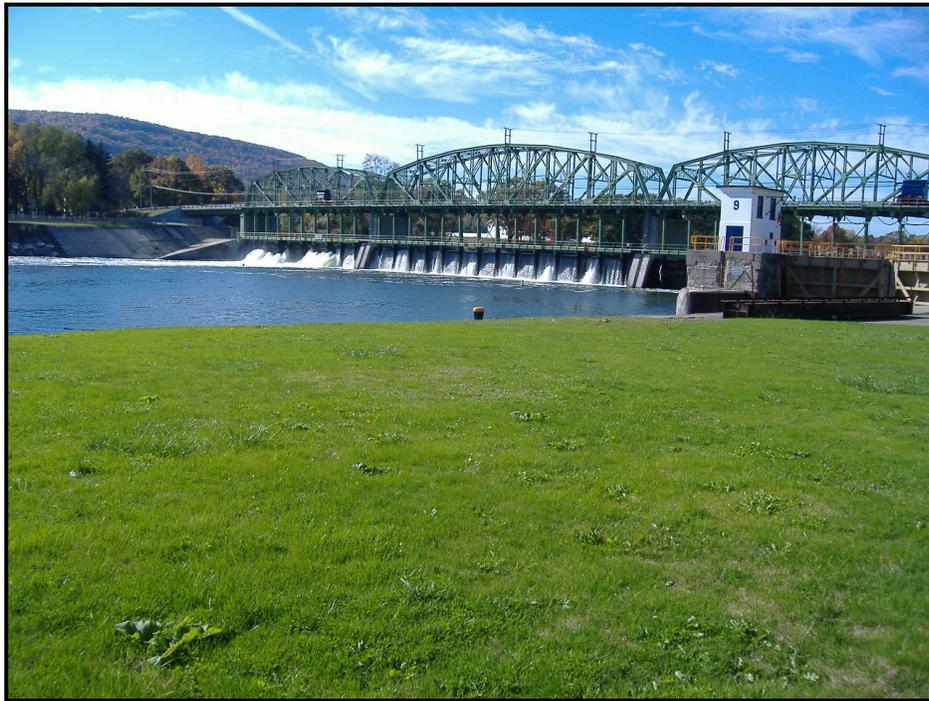
Indian Meadows – As with the Sanders Preserve open space area, the Indian Meadows area is anchored by a Town-owned park (Indian Meadows). This area is also characterized by a significant cluster of freshwater wetlands and the meandering path of the Indian Kill.

Van Vorst Road – The Van Vorst Road open space area exhibits a mix of active agricultural land, flood plains, streams and steep slopes. More so than any other open space area in Glenville, the Van Vorst Road area is witnessing considerable suburban sprawl as new homes and cul-de-sacs continue to pop up.

Horstman Creek – Wetlands and flood plains along Horstman Creek and the Kromme Kill dominate this open space area. Commercial projects such as the recently built Wal Mart and the soon-to-be-built Lowe’s store have and will continue to consume flood plain and agricultural land.

Indian Kill Greenway – This open space area could be incorporated into either the Indian Meadows open space area or the Alplaus Kill area since it is the Indian Kill that is the common denominator for all three areas. Yet, the Indian Kill Greenway is itself distinct due to the presence of the Indian Kill Nature Preserve and the steep slopes that envelop this stream.

Alplaus Kill – This is another open space area with an important water body defining the landscape, in this case, the Alplaus Kill. The Alplaus Kill is the Town’s largest Mohawk River tributary, and not surprisingly, flood plains and wetlands can be found along the stream course.



Lock 9 from Lock 9 Canal Park on the Mohawk River

The Open Space Areas map is a useful tool in that it defines regions of town where open space preservation should be a high priority. Admittedly, many of the features and natural resources identified on this map are already protected through local or state legislation. However, these very features and the open space that typically surrounds them can be compromised or even lost if development starts “chipping away” at the boundaries. Already we are seeing this occur in the West Glenville, Sanders Preserve, Van Vorst Road and Horstman Creek areas outlined above.

Map 4

V. Open Space Scoring System

Why a Scoring System?

One of the more difficult tasks associated with an open space protection program is determining the value of open space properties under consideration for permanent protection. When speaking of “value” in this sense, we are not talking about a monetary figure. Rather, we are speaking of the relative public benefit that comes with protection of open space.

Clearly there is a fair amount of subjectivity when determining whether a particular property or portion of property is worthy of permanent preservation. Five people could all look at the same property and come up with five different opinions about its value as open space. With that in mind, the Open Space Committee opted to develop a scoring or ranking system that can be used to eliminate some of the subjectivity that is inherent in placing a value on open space. That scoring system can be found in Appendix C of this Plan.

How the Scoring System Works

The scoring system assigns a point value to properties based on the presence (or absence) of certain amenities or natural resources. These amenities/natural resources include aquifer recharge areas, freshwater wetlands, steep slopes, historic significance, location adjacent to existing parks and preserves, and scenic views, to name a few. Points for each amenity can range from 0.5 to 5, based on a weighted scoring system that assigns a higher value to resources that are generally viewed as most important. By way of example, any property on which the wellhead protection zone of the aquifer recharge area exists is given a value of 5 points. This high value is appropriate because the vast majority of those who responded to the community survey stated that protection of the aquifer is considered most important.

On the flip side, if a non-classified, year-round stream flows through a property, this is assigned a value of 0.5. This doesn't mean that the protection of that stream is not important, but rather that in a relative sense, it is more important to protect classified streams that are characterized by water quality that supports fishing, primary contact recreation or even suitability as a drinking water source. Depending on the classification of the stream, a value of anywhere from 1 to 3 will be assigned. Class AA are given a 3-point value because the water quality in these streams is good enough where the water can be used for drinking.

This scoring system “rewards” properties that contain several amenities or natural resources. For example, if a property is home to wetlands, flood plains, an agricultural operation and scenic views, it will score relatively high. Conversely, a property characterized by only one amenity – adjacent to the Mohawk-Hudson Bike-Hike Trail, for example – would not score particularly well, although there would still be public value in protecting open space along the Bike Path.

To test the scoring system, Planning staff randomly selected 50 properties throughout Glenville and applied the point system. Scores ranked from a low of 0 to a high of 19. The scoring system appeared to work reasonably well in that the higher scoring properties seemed

to be very strong candidates for preservation. In other words, the scoring system supported the Open Space Committee's collective common sense. It is acknowledged, however, that a fair dose of subjectivity still comes into play in applying the scoring system, but at least there is some logical basis for evaluating the relative merits of properties for open space preservation.

How the Scoring System Should be Used

There are two instances that should trigger application of the scoring system:

1. Offer of donation or property for sale: From time-to-time property owners will offer to donate their property to the Town of Glenville. On other occasions, certain properties with apparent open space value will go on the market. In both cases, the Town Board should apply the open space scoring system to gauge the merit of accepting the property donation or of purchasing the available property.

2. Evaluation of Site Plan and Subdivision Applications: The other circumstance in which the scoring system should be applied is when the Glenville Environmental Conservation Commission and/or Planning and Zoning Commission evaluate site plan or subdivision applications in which the loss of quality open space could occur as a result of the proposed development. There is some subjectivity in this application, obviously, as a judgment has to be made about what constitutes "quality open space." The location of the property can certainly come into play (i.e. is it near an existing park or preserve or along the Mohawk River?) as well as the presence of certain amenities and natural resources (is the property used for agriculture or is the property characterized by a mature forest?). Additionally, the Town can be guided by the size of the property to be developed. The subdivision of a 60-acre vacant parcel into 20 residential building lots should be evaluated in terms of potential loss of quality open space.

It should be cautioned here that the use of the scoring system to evaluate open space impacts associated with site plan and subdivision applications does not mean that the Town will attempt to stop the development proposal, or acquire the property. Rather, the scoring system in this instance is to be used as a means to reshape the proposal, if necessary. For example, if the property scores high, or if there are valuable natural resources on the property, a traditional "cookie cutter" subdivision is probably not the best manner to develop the property. Perhaps clustering or the application of conservation design principles would make more sense in this case. Or, depending on the location of the proposal, perhaps a buffer should be employed to lessen the environmental or visual impacts of the development on adjacent properties.

The Scoring System as a Tool

The temptation might be to apply the scoring system and only the scoring system when evaluating the importance of preserving open space. The scoring system is just one tool to assist the Town in judging the merits of open space. The scoring system should not be the sole determinant in deciding whether a property is worthy of preservation, especially in

instances where common sense might be telling you something different than the score suggests.

For example, a property could score very well, but if the asking price of the property is well above what the market would normally bear, the Town will need to weigh economics vs. open space protection. Conversely, perhaps a property does not score very well at all. Yet, if that open space property happens to be located over a critical area of the aquifer or adjacent to an existing park or preserve, the Town Board should be willing to substitute good judgment and not let a low score cancel what is perhaps a one-time, extremely beneficial opportunity.

VI. Open Space Preservation Options

An effective open space preservation program involves much more than the efforts of local government. Citizen “buy-in” is critical. Understanding on the part of the construction industry is very helpful. Land conservancy involvement is beneficial for the management of land committed to conservation easements. And other levels of government play a role as a funding partner and/or regulatory entity for natural resources protection.

Just as there are many stakeholders and participants involved in open space preservation, there are a variety of tools and strategies that may be used to protect open space and natural resources. These strategies can run the gamut, from passive options such as volunteer land donations to aggressive strategies such as bonding for land acquisition.

What follows is a summary of some of the more commonly used tools for open space preservation. This does not imply that all of these strategies should be employed in Glenville, but rather these are included to educate readers of the various options available to a community for open space protection. In Chapter IX – “Recommended Actions,” we will further refine and select those options that are best-suited to Glenville, given results of public input and local budgeting and staffing considerations.

Preservation Options

Zoning Techniques

1. Land Conservation Zoning: A zoning category/district that significantly limits both the types and density of land uses that can be built within the district. Land conservation zoning is applied in a variety of locations and over a variety of land-forms, with common application over wetlands, flood plains, steep slopes, and critical aquifer recharge zones. In Glenville, land conservation zoning has been in place since 1978, primarily as a means to direct development away from wetlands and flood plains.

2. Planned Unit Development: A development proposal that is planned and built as a whole in a single operation or programmed series of development stages. The development may include streets, circulation ways, utilities, buildings, open spaces,

and other site features and improvements. Typically, planned unit developments (PUDs) are permitted only through a change of zoning. Also, PUDs typically afford flexibility in terms of layout, setbacks, building heights, etc., in exchange for the dedication of significant and meaningful amounts of open space within the project site. The Town of Glenville Zoning Ordinance includes detailed provisions for PUDs.

3. Site Plan Approval: A development review process, typically performed by a municipality's Planning Board, which allows for considerable oversight of development by the municipality. Unlike an "as-of-right" use, site plan uses are held to certain standards articulated in the zoning ordinance, where focus is often on items such as building layout, parking, internal traffic circulation, pedestrian amenities, landscaping, etc. This is a very common review process that is applied frequently in Glenville.

4. Overlay Districts: A zoning technique whereby a second zoning "layer," with attendant regulations, is superimposed over an underlying zoning district, usually in recognition that certain geographic areas possess a quality or qualities worthy of special attention. Overlay districts are commonly used in historic areas and in environmentally-sensitive regions, to ensure that new development does not erode the quality of the unique area that the overlay district is designed to protect. The Town of Glenville employs an overlay zoning district in the Town Center area, where certain uses that might otherwise be allowed are prohibited (i.e. automotive uses), and where specific design and architectural standards have been adopted to promote an attractive built environment and to incorporate pedestrian features.

5. Bonus/Incentive Zoning: A zoning technique whereby the developer is afforded bonuses or incentives for incorporating some type of desired development into their projects. The bonus or incentive usually comes in the form of an increased allowable density or number of units. The most common methods used to achieve these bonuses are either providing affordable housing or other public amenity. However, bonuses can be tailored to achieve a wide variety of desired amenities, including such things as the creation of public parks or playgrounds or the preservation of open space above and beyond what would normally be called for by the zoning.

6. Floating Zones: Floating zones are zoning districts that are described in a zoning ordinance but have not necessarily been included on the zoning map. The zone "floats" over the community until it is affixed to a particular area through an amendment to the zoning map. Typically, floating zones are placed over areas where there are unique and/or common characteristics, such as an historic district or perhaps an area where flood plains, steep slopes or wetlands limit land development.

Subdivision Regulations

7. Cluster Development: Typically a subdivision technique that allows the reviewing municipality to mandate the concentration of new homes in specific areas on a site to allow the remaining land to be used for recreation, common open space, and/or preservation of environmentally sensitive features. Within the built portion of a cluster

subdivision, the density is greater than what would normally be allowed by the existing zoning regulations. However, the overall density of development on the entire site typically does not exceed that which is allowed by zoning.

8. Conservation Subdivision Design: A form of residential development, usually in a rural setting, that is characterized by compact lots and common open space, where natural features of land are maintained to the greatest extent possible. Conservation subdivision design is meant to minimize the visual impacts of new housing development while preserving natural features such as stream courses, hills and ridges, tree lines, etc.

9. Deed Restrictions: Clauses in a deed limiting the future uses of property. Deed restrictions may impose a vast variety of limitations and conditions. For example, they may limit the density of buildings, dictate the types of structures that can be erected, prevent the cutting or removal of vegetation, or prevent buildings from being used for specific purposes.

10. Land Set-Aside: Land set-aside refers to the mandatory designation of land within a residential development for park, playground or open space uses. In Glenville's case, the Planning and Zoning Commission may require the set-aside of ½ acre for every new 10 residential building lots or ¼ acre for every 10 new apartment or condominium units. In-lieu-of land set-aside, the Planning and Zoning Commission can assess a fee of \$1,000 per new residential lot or \$400 for each new apartment/condominium. This money can then be used to acquire park, playground or open space property.

Tax Benefit Options

11. Conservation Easements: A conservation easement is a legal agreement between a landowner and a land trust or government agency that permanently limits the uses of the land in order to protect its conservation values. It allows one to continue to own and use the land and to sell it or pass it on to heirs. Landowners whose land is restricted by a permanent conservation easement shall be allowed a credit for 25% of the allowable school district, county and town real property taxes on such land. Tax credits per year cannot exceed \$5,000.

12. Agricultural Districts: A geographical area which consists predominantly of viable agricultural land. Agricultural operations within the district are the priority land use and are afforded benefits and protections to promote the continuation of farming. Districts don't preserve farmland, rather districts provide benefits that help make and keep farming a viable economic activity, thus helping to keep the farm in operation. A landowner of seven acres or more that produces a minimum of \$10,000 annually, or an owner of less than seven acres which produces a minimum of \$50,000 annually, on average, in the proceeding two years from the sale of crops, livestock, or livestock products, is eligible to receive an agricultural assessment.

13. Forest Tax Law: Provides participating landowners a use value assessment in return for keeping the land in forest production. In order for a landowner to receive a

property tax based on its forest value, the landowner must harvest timber as required in an approved forest management plan for the property.

Purchase and Transfer of Development Rights

14. Purchase of Development Rights (PDR): PDR is a strategy where a landowner voluntarily offers to sell the rights to develop his/her land. The buyer of the development rights, which is typically a governmental agency or land conservancy, pays the landowner the difference between the value of land as currently used (typically agricultural or undeveloped) and the value of the land as developed for “highest and best use,” which is typically residential, but it can be commercial. The development rights are thereby extinguished, and the owner commits his/her land to a conservation easement, which is made part of the deed. The landowner retains ownership of the parcel in this arrangement.

15. Transfer of Development Rights (TDR): TDR is a program that is often seen as an alternative to the more expensive (PDR) program. Under TDR, development rights are freely transferable among private parties or between a private party and a public agency at market price. It works by the designation of an area or district for low density development, or the “sending area” where development rights are negotiated, purchased and transferred to the higher density area or the “receiving area.” The developer, in order to build in the higher density area, must first purchase development rights within the lower density area that will equal the development value in the receiving area. For TDR to be effective there must be sufficient demand for development right purchases.

Other Options

16. Land Donation: There really is no simpler and effective method for open space preservation than to donate open space property to a governmental agency or land conservancy. And if the donating individual wants to be 100% sure that the land being donated remains as open space, they can mandate such through a deed restriction. The Town of Glenville has benefited on occasion from land donations. The 370 acres that comprise Sanders Preserve is the most notable example.

17. Land Acquisition: The Town can secure funding from general obligation bonds in order to purchase open space property. Such bonds are a means of raising cash for projects that won’t provide direct sources of revenue but will serve the entire community. Typically a bond program is put to a vote by the Town’s residents to determine if there is public support for the program.

18. Critical Environmental Area (CEA) Designation: Through the State Environmental Quality Review Act (SEQRA), municipalities can designate specific geographic areas that are highly sensitive or possess unique qualities. While this does not guarantee protection of the CEA from development or use, this designation ensures that most land development or use proposals are given additional scrutiny

during the SEQRA process for the development or use proposal. The Town of Glenville has never designated any CEAs, but good candidates would include the Town's well field and primary recharge zone, the Village of Scotia's well field and primary recharge zone, and Wolf Hollow.

VII. Summary of Public Input

Community Open Space questionnaire

Included in the spring, 2006 *Glenville Newsletter* was an Open Space Questionnaire targeted to Glenville's residents and landowners, the results of which can be found in Appendix B of this Plan. The survey consisted of seven questions on the topic of open space preservation. Four of the questions included several subcomponent questions, two were straight "yes" or "no" questions, while one question was open-ended, in which the Town encouraged a narrative response.

The questionnaire was not "scientific," in the sense that it was not a randomly distributed survey. There was never any intention of designing a scientific survey. Rather, the Town distributed the survey widely with the intent of gaining a general sense of how the community feels about open space preservation.

The Town received 473 completed surveys for a return rate of just over 4%. This is a respectable response rate for a mail-in questionnaire in which postage costs had to be paid for by the survey taker.

Perhaps the most telling result from the questionnaire can be found in the responses to question #1, which asked "*Should Glenville have a plan for preserving some amount of its open space (farms, forests, recreational space, scenic vistas)?*" This question generated 469 responses, with 459 answering "yes" and only 10 answering "no." In terms of percentages, this equates to 97.9% agreeing that the Town should have a plan for preserving some of its open space.

Subsequent questions delved into the particulars of open space preservation, wherein the Town asked residents to identify features that are the most important to protect, whether there are enough outdoor recreation opportunities in Glenville, preferred methods for preserving open space, etc. Not surprisingly, protection of the Town's aquifer was deemed most worthy, with 98.3% of respondents agreeing that protecting the aquifer was either "most important" or "important." Protection of streams, wildlife habitat, scenic views, active and passive recreation resources, farms, wetlands, historical places, community entranceways, and forests were all viewed as "most important" or "important" by a large majority of respondents.

As for residents' satisfaction level for existing sports and recreation facilities, a large majority believes that Glenville has enough facilities for outdoor sports and activities such as

soccer, baseball, playgrounds, etc. In fact, 90% of survey respondents were either “satisfied” or “most satisfied” with outdoor sports/activities options in Glenville.

There was general satisfaction for *passive* recreation options (i.e. biking, walking, fishing, etc.). The results indicated 66% of respondents were either “satisfied” or “most satisfied” with passive recreation options. Inversely, 1/3 indicated that they are “not satisfied” with the opportunities available for passive recreation pursuits.

The manner in which open space should be preserved was the focus of another question. Seven different options were presented, with six generating significant support among survey respondents. The two most favorably reviewed open space preservation options included the *acquisition of land and easements through donation* (90.1% support) and *encourage landowners to preserve their land through tax incentives, voluntary conservation easements, etc.* (90%). More aggressive open space preservation options and regulatory methods were also well received, including the need for the Town to *establish a policy for acquiring land* (83.8%) and the *increase of planning and land use regulations* (79.8%). On the other end of the spectrum, the idea of *increasing taxes to purchase land and easements* was viewed as favorable by only 22% of respondents.

There was really only one question that yielded somewhat mixed results, that being question #5, which asked for opinions on the types and locations for future open space that the Town may want to consider. Again, respondents were asked to rate the items as either “not important,” “important” or “most important.”

Increasing *open space with public access along the Mohawk River* received strong support (91.3% felt that this was either “most important” or “important”). Pursuing a *mix of open space* was also viewed favorably (87%), as was pursuing *open space areas adjacent to existing parks and preserves* (80%). Support was evident but not nearly as strong on whether the Town should pursue *small areas throughout the Town; areas currently without open space; trail linkages between neighborhoods; and trail linkages between existing open space areas.*

With Glenville having witnessed a relatively robust level of residential growth over the last decade, and with the trappings that accompany residential growth (i.e. loss of farmland and forests, increased traffic, more noise, etc.), it is not surprising that the questionnaire results yielded a strong sentiment that the Town should be proactive in preserving open space. The results also demonstrate that various types of open space should be preserved (i.e. farmland, forests, wildlife habitat, scenic views, historic places, etc.), and through a variety of means, excluding the levying of additional taxes to pay for open space acquisition.

Public Information Meetings

The Town of Glenville Open Space Committee conducted three public information meetings/hearings prior to drafting the Open Space Plan. The meetings were held on June 19, 2006, December 14, 2006 and April 26, 2007. The minutes of these three meetings can be found in Appendix D of this Plan.

VIII. Recommended Actions

A common denominator in successful agricultural and open space protection programs throughout the nation is the availability of a significant source of funding to the host municipality or county. This funding is typically used to buy open space, purchase the development rights on properties, and/or acquire conservation easements. Funding for these purposes is frequently raised through bonding (borrowing) by the municipality, with grant programs often being used to supplement the money levied through bonding.

In Glenville's case, input on the open space plan process has yielded a somewhat mixed message. Residents are concerned about the loss of open space to development and they want something done to curb costly sprawl and to save open space. Yet, there is reluctance to commit funding to open space protection and there is an aversion to the idea of the Town acquiring properties for preservation, unless it is done so through voluntary efforts of property owners.

In the absence of a large dedicated fund for open space protection in Glenville, the challenge then is how can the Town develop an effective open space protection program using primarily passive and/or voluntary tactics? And how will this be accomplished without committing significant funding or resources?

The answer, it seems, is to address open space preservation through a multi-faceted approach. Instead of tapping a large block of funding for the acquisition of properties or development rights, the Town of Glenville will have to employ numerous strategies, each with its own unique strength and application, however narrow that application might be. What follows is a summary of the strategies that Glenville should use to promote open space preservation.

1. Adoption of this Open Space Plan by the Glenville Town Board

This is a self-apparent action, for the Glenville Town Board needs to adopt the Open Space Plan in order for this document to have the effect of policy. Implicit in the adoption is that the Open Space Plan will be periodically updated to incorporate new open space strategies, revise existing strategies, and to reflect changes in public sentiment and/or legislative direction. No more than five years should pass without an update to the Open Space Plan.

2. Accept Donations of Property that have Merit as Open Space

Consistent with a theme that was repeated at the three public hearings, the Town should embrace voluntary open space preservation options. The donation of undeveloped property to the Town, other government agency or land conservancy is the most efficient and cost-effective means to preserve open space.

Prior to the Town accepting donations of open space properties, the property should be evaluated using the open space scoring system (see Appendix C) that has been developed for this purpose. The scoring system allows the Town to gauge the relative value of land for open

space preservation, based on the presence or absence of a number of natural resources and physical characteristics.

Scoring results for would-be property donations must be judged in totality, not just on the point value. For example, properties that possess a number of features (i.e. wetlands, flood plains, scenic views, proximity to existing park, etc.) will score high, and will typically be viewed as having considerable merit for open space preservation. Yet, a property that scores relatively low (three or four points, for instance), shouldn't necessarily be dismissed as a donation candidate.

It is possible, for example, that a property could be devoid of all but one feature, yet that one feature or characteristic could be of such value that the property donation offer should be accepted. An offer of a property with historic value comes to mind, as does the offer of a property that is adjacent to an existing park or preserve.

On the flip side, there could be instances where a property scores well, but there could be an overriding factor that deflates the high score. For example, a property that possesses steep slopes, a stream and a wetland would score well, but if the property is landlocked or difficult to access, there may not be much merit in accepting the would-be donation after all.

3. Revise the Town's Zoning Ordinance and Subdivision Regulations so that Open Space Preservation is Integrated into the Planning/Zoning Review Process

Just as the Town carefully considers items such as storm water management, landscaping and water/sewer service as part of the review of subdivision and site plan review applications, the preservation of open space should be integrated into the planning/zoning review process. This should go beyond merely ensuring that the minimum percentage of green space is provided on each development site. Open space needs to be incorporated into the design of development projects so that the open space is meaningful relative to function, form and location, in addition to being compatible with neighboring properties.

This action requires amendments to both the Town's Zoning Ordinance and Subdivision Regulations. Further, some semblance of the Open Space Committee, with assistance from Planning Department staff, should be involved early in the review of development applications to identify pertinent open space issues with every planning/zoning application that goes before the Glenville Environmental Conservation Commission (GECC). Relevant open space issues should be identified prior to the GECC's review, but certainly no later than the initial review of planning/zoning applications by the Planning & Zoning Commission (PZC).

Whatever the final composition of this open space advisory body, their recommendations to the GECC and PZC should be guided by the Open Space Plan's goals and objectives, Open Space Areas Map, and Open Space Scoring System. The work of this advisory body should include a recommendation on whether or not the set-aside of open space above and beyond the minimum green space requirement is called for on the project site, how the open space may be configured, the manner in which the open space should be preserved, and

compensation (if any) that is due the owner. Compensation, if appropriate, could take many forms including allowance of greater density on the developed portion of the site, outright purchase, purchase of development rights or transfer of development rights.

4. Grant the Planning and Zoning Commission the Authority to Mandate Clustered Subdivisions

Clustered subdivision is a form of development where the new homes are grouped together on smaller lots so as to retain most of the project site as open space. This particular form of development is typically targeted for rural areas, but it is perhaps better-suited for “fringe” areas, where suburban development is pushing into rural areas, and where public water and/or sewer may be available to allow for the higher density of development that would occur on the clustered portion of the project site.

Because the clustered housing market is largely untested, developers have been reluctant to propose clustered subdivisions. Combined with the fact that the Town’s Subdivision Regulations don’t authorize the Planning and Zoning Commission to mandate clustering, Glenville has yet to review and approve a clustered single-family housing layout.

This recommendation, therefore, is to have the Town Board adopt amendments to the Town of Glenville Subdivision Regulations to give the PZC the authority to mandate clustered subdivisions where physical and environmental conditions allow for this form of housing development. This authority is given under Section 278 of New York State Town Law.

5. Revise the Town’s Subdivision Regulations to Mandate Conservation Subdivision Design

As with clustered subdivision design, very few suburban housing developments incorporate conservation design principles. Rather, it is the “cookie-cutter,” relatively uniform lot size layout that prevails, regardless of the physical and natural constraints of the property.

The Open Space Committee recommends that the Town Board adopt amendments to the Town of Glenville Subdivision Regulations requiring the incorporation of conservation design principles. While it seems common sense that developers would naturally pursue subdivision layouts that preserve hillsides and ridges, stream courses, mature trees, tree lines, stone walls, etc., all too often these features are obliterated in order to foster a rapid construction cycle.

The PZC should be given the tools to preserve natural features and open spaces within residential subdivisions. This is best accomplished through revisions to the Town of Glenville Subdivision Regulations. The revisions would take the form of adoption of a clear set of principles for conservation subdivision layout and design, with serious consideration also being given to simplifying the review process of any subdivision that incorporates conservation design principles.

6. Educate Landowners on and Promote the Use of Conservation Easements

In the last year, two western Glenville property owners voluntarily conveyed conservation easements over their own properties to permanently preserve the majority of their land as open space. In return, the landowners are entitled to a partial property tax exemption each year and a property assessment based on current use.

Conservation easements require oversight and management, typically by a land conservancy organization or the municipality. In the case of the two existing conservation easements in Glenville, management of the easements has been ceded to the Mohawk-Hudson Land Conservancy. The Open Space Committee is of the opinion that landowners will be more inclined to partner with a land conservancy than with a governmental entity, and therefore, it is recommended that the Town of Glenville play a supportive role to land conservancy organizations through the dissemination of educational materials, resources, contacts, etc.

The Town's website is a logical place to offer promotional materials about conservation easements. Periodic articles in the *Glenville Newsletter* is also recommended. Town Planning staff could also mail information on conservation easements to large lot owners, by using the same mailing list that was employed to notify landowners of the open space public hearings.

7. Continue Development of the Town's Pending Transfer of Development Rights (TDR) Program

In 2006, the Town, in partnership with the New York Planning Federation, received a grant from the Schenectady Foundation for the purpose of developing a Transfer of Development Rights (TDR) program. Pursuit of this grant was timed to coincide with preparation of the Open Space Plan, knowing that TDR is one method – albeit complex – of open space preservation.

Per the scope outlined in the grant application, the Town is targeting preservation of 300 acres of open space using TDR. There has been progress on this project, to the point where “sending” and “receiving” areas have been preliminarily identified. The balance of 2007 will be spent further refining the boundaries of the sending and receiving areas and developing a ratio of sending to receiving acreage that is conducive to the current real estate market.

It is anticipated that the TDR project will wrap up by mid-2008, at which time the Open Space Plan will need to be amended to incorporate the newly-minted TDR program. There also exists the possibility that a TDR program may not be workable in the upstate New York market.

8. Designate Glenville and Scotia's Well Fields as "Critical Environmental Areas"

The point was made earlier in this Plan that the most important natural resource in the Town of Glenville is the Schenectady/Great Flats Aquifer, and more specifically, the land that comprises the wellhead protection zone and primary recharge zone of the Town of Glenville and Village of Scotia's well fields. More than 23,000 people get their drinking water from these two well fields.

If the Town Board were to designate these two well fields as critical environmental areas (CEAs), it would ensure that any development proposals in these areas would receive a high degree of scrutiny per the State Environmental Quality Review Act (SEQRA). The CEA designation, therefore, would place the burden on the developer to clearly demonstrate that the water supplies of the Town and Village would not be compromised by the development project. The CEA designation might also deter any would-be development proposals from being contemplated in these areas in the first place.

9. Promote Enrollment in the Agricultural District Program

The Agricultural District program is a New York State program that is managed by the State's counties. A number of landowners in Glenville are enrolled in the program, thereby ensuring that their property is assessed on agricultural use value instead of, say, residential value. The program also protects farmers from ad valorem taxes, in this case higher property taxes that result from the installation of public water and/or sewer services to the property. In short, the Agricultural District program provides incentives to those landowners who want to keep using their properties for agricultural use.

The Town of Glenville has been passive relative to formation and expansion of the Agricultural District program as it applies to Glenville properties. The Town has neither promoted nor discouraged the program and its associated open space preservation benefits. At the same time, the Town has witnessed the gradual loss of agricultural lands to various residential subdivisions and large commercial ventures.

Since this Open Space Plan speaks to the importance of preservation of agricultural lands and other types of open space, it follows that the Town should promote the values and benefits of the Agricultural District program. One method of promotion would be to identify all properties that are in agricultural use but are not enrolled in the Agricultural District program. Once the properties have been identified, the Town should contact the landowners to make sure they are aware of the program and to assist them with enrollment, if the property owner is interested. Priority should be given to those agricultural properties that fall within one of the 10 open space areas identified on Map 4.

As with the education and promotion of conservation easements recommendation above, the Town should use its website to offer educational materials and enrollment information about the Agricultural District program.

10. Revise the Town of Glenville Comprehensive Plan

The Town of Glenville Comprehensive Plan was adopted in 1990. As the most vital planning, land use, and transportation policy document for the Town of Glenville, the Comprehensive Plan should be revisited every five to ten years. Clearly this is overdue in Glenville, to the point where a rewrite may be in order instead of revisions.

While the Comprehensive Plan is still a valuable policy document, the past 17 years have seen considerable residential development, road construction, and water/sewer expansion; so much so that the land use plan component of the Comprehensive Plan - arguably the most important element of the Comprehensive Plan – is largely obsolete. Further, changes to the Comprehensive Plan have not kept pace with amendments to the Town's Zoning Ordinance, to the point that these two documents are often at odds.

The Comprehensive Plan speaks in great lengths to the importance of preserving the rural character of the western portion of Town and to the preservation of open space, in general. Most of the goals, objectives and recommendations of the Comprehensive Plan relative to the preservation of rural character and open space are still quite valid. However, much of the Comprehensive Plan needs to be rewritten to reflect current land use conditions and the extent of infrastructure, and to acknowledge the particulars of this Open Space Plan, as well as the policies that have been adopted in the Town Center Master Plan and Freemans Bridge Road Master Plan, both of which were adopted by the Glenville Town Board in 2004.

11. Adopt a Capital Plan

Municipal water and sewer extensions have little competition when it comes to triggering sprawl and eradicating open spaces. If one were to overlay a water district map with a land use map of Glenville, the connection between sprawl and water service availability would be undeniable.

Sprawl is costly. Suburban residential development with lot sizes of ½ acre or more, as is typical in Glenville, is a significant tax drain. More money is spent on services by a municipality and school district in residential sprawl areas than is derived in property tax revenue. Open space and agricultural land, on the other hand, is tax beneficial when comparing costs for services verses property tax revenue derived. Most forms of commercial and industrial development, and certain forms of high density residential development, are also tax beneficial.

One very effective way to discourage costly sprawl is for the municipality to chart a long-term course for water and sewer services. This is accomplished through adoption of a Capital Plan. But, the Capital Plan cannot be created in a vacuum. The Capital Plan needs to be reflective of the Town's Comprehensive Plan, and vice versa, in order for both of these documents to be meaningful. In this manner, water and sewer service extensions can be directed to those areas that are targeted for commercial, industrial or higher density residential, thereby sparing rural areas from the development pressure brought on by municipal services.

The Capital Plan should not be limited to just water and sewer service provision, however. A thorough Capital Plan also addresses anticipated expenses and infrastructure investment for roads, drainage structures, parks development, open space acquisitions/investments, recreational trail development and preservation/improvements to historic structures and sites.

12. Tap the Subdivision Recreation Impact Fee Account for Extension of Existing Parks and Preserves and for the Acquisition of Critical Open Space Properties

A message has been sent from Town residents that they do not want to pay additional property taxes in order to acquire open space. Yet, the residents also sent a message saying that the Town needs to do more in the way of open space preservation.

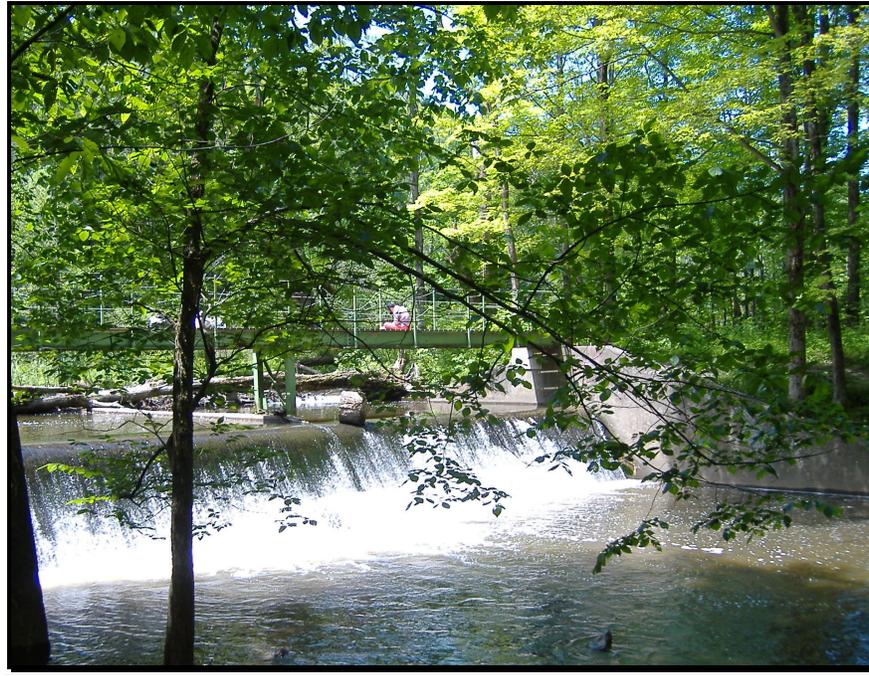
The subdivision recreation fee account is the money that is collected from levies on residential subdivisions and other forms of housing development by the Planning and Zoning Commission. This money is collected on a per lot or per unit basis, as a means to address additional demand that is placed on parks, playgrounds and open space as a result of a growing population associated with new housing.

The law that authorizes levying this fee also authorizes the acquisition of land instead of a fee during the subdivision review process. Past practice in Glenville has been to assess the fee in most cases, and then use that money to make improvements to existing parks and preserves. However, there is no prohibition to using this money to expand existing parks and preserves or to acquire additional parks, playgrounds and open space.

It is recognized that build-out of the Town's existing parks is and should be a priority. Yet, if a critical open space property were to become available for purchase from time to time, or if the development rights on such properties became available for purchase or transfer, the Town Board should consider tapping the subdivision recreation fee account to assist in the purchase.

The Open Space Committee is hesitant to identify particular properties for this purpose, in recognition that identifying individual properties could affect the purchase price. Plus, the Committee does not want to limit the Town to a specific list of properties, knowing that there are a great many variables that could impact a decision to acquire property.

Given the above-noted concerns, if land acquisition opportunities present themselves, priority should be given to properties within the Town and Village well fields and to expansion of existing parks and preserves.



Dam and waterfall at the Indian Kill Nature Preserve

IX. Financing Options for Implementation

The majority of implementation options outlined in this plan tend to be either regulatory or passive in nature. This does not mean that relatively aggressive action in the form of property acquisition should be dismissed entirely, however. The Town of Glenville is home to some rather critical natural resources and environmental features. A few of our parks and preserves are also bordered and buffered by existing vacant properties, some quite large. If any of these lands become available for sale, or should they be eyed for development, the Town should be aware of its funding options for acquisition of title or development rights.

What follows is a brief summary of various financing options, broken down by broad funding types:

Local Programs

- 1. Subdivision Recreation Fee Account:** As noted in item 11 of the “Recommended Actions” above, the Town already has in place a subdivision recreation fee account that it periodically taps to assist in the development of existing town parks and preserves. Funding from this account can also be used for land acquisition, whether it be for park/preserve expansion, acquisition of new parklands, establishment of playgrounds, or preservation of open space.
- 2. Dedicated Revenue Source:** This option would involve the Town establishing a budgeted line item to be used exclusively for open space acquisition. Revenue for this

purpose can be raised by existing or new taxes, through grant monies, or through the levying of fees. A dedicated revenue source may also be used to leverage bonding, with future revenue to be used to pay off the principle and interest on the bond. The subdivision recreation fee account, noted above, is one example of a dedicated revenue source, albeit that particular funding source has broader applications.

3. Local Bond Act: This is a common revenue source for communities who have taken an aggressive stance on open space acquisition. The Town Board could approve the bond itself, subject to permissive referendum, or put it on the ballot for a direct vote by the electorate. Regardless of the method, the Town Board would have to be clear about the amount of money to be raised by the bond and the time period for repayment.

4. Real Estate Transfer Fee: A relatively new concept for raising money for open space acquisition, a Real Estate Transfer Fee program was first implemented in five Long Island towns in 1998. This funding stream is established by assessing a transfer fee on real estate transactions. In Long Island’s case, the fee was 2% of the sales price.

The Long Island program had to be specifically authorized by the New York State Legislature, and even then, the program was put up to referendum by the participating municipalities. At present, a draft bill is working its way through New York State’s Legislature that would enable this type of program for all New York State municipalities.

Using 2006 single-family home sales data for Glenville and Scotia, the Town did some calculations to see how much revenue would have been generated had we implemented a real estate transfer fee for that year. The figures below are based on imposition of a fee for those transactions where the sales price is above the median, only (i.e. on only the most expensive ½ of sales transactions):

<u>Fee</u>	<u>Revenue that would have been generated in 2006</u>
0.5%	\$268,660
1%	\$537,321
1.5%	\$850,982
2%	\$1,074,643

New York State Programs

5. Environmental Protection Fund: This permanent program offers funding for a wide variety of projects, including acquisition of open space properties identified in the State Open Space Conservation Plan, as well as parks, recreation and historic preservation programs. This is a matching grant program that provides at least 50% of project funding via a grant.

6. Clean Water State Revolving Fund: The Clean Water State Revolving Fund is a low or no-interest loan program that is available to government agencies and not-for-

profit organizations. The primary purpose of this program is to protect and improve water quality. Funding from this program is often used to acquire open space along water bodies and headwaters or to help finance municipal wastewater treatment facilities.

7. Habitat/Access Stamp Funding: This is a 100% grant program developed to improve fish and wildlife habitat and to acquire/develop public access for fishermen, hunters and trappers. Land acquisition is eligible for funding under this program, although the \$15,000 maximum grant amount means that funding from this program is meant to supplement other funding sources, or it significantly limits the scope of the project.

Federal Programs

8. Land and Water Conservation Fund: The Land and Water Conservation Fund has been in existence for over 40 years. This program provides 50% of project funding to states and municipalities for the purpose of land acquisition and development of outdoor recreation land.

9. Pittman-Robertson Program: Also known as the Federal Aid in Wildlife Restoration Act, funding from this program is earmarked for wildlife conservation and hunter education. This program has been around since 1937, with funding being derived from excise taxes on rifles, shotguns, archery equipment and handguns. Land acquisition for habitat management purposes is eligible under this program, which provides 75% in grant funding for projects, with states responsible for the 25% match. Municipalities cannot tap this funding source directly.

10. Landowner Incentive Program: The Landowner Incentive Program provides a 75% federal grant (25% to be matched by states), with the funding ultimately going to private property owners for protection and/or restoration of wildlife habitat. Although open space acquisition is not eligible under this program, funding provides an incentive to landowners to maintain their property as open space.

11. Federal Farm Bill: Administered by the United States Department of Agriculture, the Farm Bill is a multi-faceted program that includes the following sub-programs: *Wetland Reserve Program; Forest Legacy Program; Farm and Ranch Lands Protection Program; Forest Stewardship Program; Forest Land Enhancement Program; Urban and Community Forestry Program; Conservation Reserve Program; Environmental Quality Incentives Program; Wildlife Habitat Incentives Program; Grassland Reserve Program.*

While most of these programs are aimed at management of existing resources and lands, the Forest Legacy Program is perhaps most notable for its easement acquisition component. Under this particular program, the Federal government will provide up to 75% in grant funding (remainder matched by states and certain other entities) to protect forest lands that are threatened with conversion to non-

forest uses. Typically the funding is used to secure conservation easements from willing landowners.

Appendices:

Appendix A: Town Board Resolution Establishing the Open Space Committee

Appendix B: Open Space Questionnaire Results

Appendix C: Open Space Scoring System

Appendix D: Cost Comparisons for Servicing Development vs. Open Space

Appendix E: Public Information Meeting Minutes

Appendix A: Town Board Resolution Establishing the Open Space Committee

Sponsored by: Edward F. Rosenberg, Town Councilman
Submitted by: Kevin Corcoran, Town Planner

RESOLUTION NO. 69-2006

Moved by: Councilman Rosenberg
Seconded by: Councilman Quinn

WHEREAS, the Town of Glenville is concerned that open space, including agricultural resources, is being lost as a result of new development, particularly residential development; and

WHEREAS, the Glenville Town Board believes that the subject of open space should be studied to determine if action is warranted to address the preservation of open space; and

WHEREAS, the Town Board has determined that an Open Space Committee should be appointed to study this topic;

NOW, THEREFORE, BE IT RESOLVED, that the Town Board hereby establishes a seven-member open space committee, with appointment of individual members to follow after consideration of the qualifications, interests, and addresses of the 26 Glenville residents who have expressed an interest in serving on an Open Space Committee; and

BE IT FURTHER RESOLVED, that the charge of the Open Space Committee is as follows:

- To determine if strategies for the protection of open space in Glenville are warranted, based on numerous land use, census, and mapping resources, and based on guidance from various agencies such as the New York Planning Federation, New York State Department of Environmental Conservation, Capital District Regional Planning Commission, Schenectady County Planning Department, Town of Glenville Planning Department, and municipalities that have already examined open space matters and/or have adopted open space plans, etc.
- If it is determined that the Town should address the loss of open space, the Committee shall articulate the range of options that are available regarding preservation, strengths and liabilities of the various options, relative costs of the these options, and anticipated level of staff commitment.

- To produce a written report to the Town Board, within nine months of appointment of the Committee, with said report outlining the merits of an open space planning effort, and with recommendations as to framework, scope, costs, staff/consulting needs, etc.

and

BE IT FURTHER RESOLVED, that the Town of Glenville Planning Department will serve as staff to the Committee, with Councilwoman DiGiandomenico to serve as the Town Board liaison to the Committee.

Ayes: Councilmen Rosenberg, Quinn, Bailey, Councilwoman DiGiandomenico and Supervisor Quinn

Noes: None

Absent: None

Abstentions: None

Motion Carried

Town Board decision on February 1, 2006

Appendix B: Open Space Questionnaire Results

TOWN OF GLENNVILLE OPEN SPACE COMMITTEE

Open Space Questionnaire Results

The Town of Glenville Open Space Committee is currently preparing an Open Space Plan. The following is a questionnaire to determine your opinions about open space protection. The information you provide below will assist the Town in creating the plan.

Question #1. Should Glenville have a plan for preserving some amount of its open space (farms, forests, recreational space, scenic vistas)?

459 Yes

10 No

Question #2. Does Glenville need more open space for public use (hiking, biking, organized sports, picnicking, enjoying the outdoors)?

322 Yes

117 No

Question #3. How important is it to you to protect, expand, or improve:

	<u>Not Important</u>	<u>Important</u>	<u>Most Important</u>
a. our aquifer	8	98	355
b. stream corridors	17	185	252
c. wetlands	46	179	228
d. wildlife and associated ecological resources	24	183	246
e. places of historical value	43	225	192
f. scenic views	49	224	201
g. community entranceways	99	239	101
h. open spaces for active recreation (i.e., ball fields)	89	258	109
i. open spaces for passive recreation (i.e., hiking)	40	220	208
j. farmlands	44	170	245
k. forests and woodlands	17	140	303

Question #4. How satisfied are you with the Town’s current park facilities in relationship to the following:

	<u>Not Satisfied</u>	<u>Satisfied</u>	<u>Most Satisfied</u>
Organized sports/activities (i.e., soccer, baseball, playgrounds)	43	287	93
Passive recreation (i.e., biking, walking, fishing, hunting, etc.)	150	239	49

Question #5. What are the types and locations for future open space that you believe are the most important for the Town to consider?

	<u>Not Important</u>	<u>Important</u>	<u>Most Important</u>
Small areas throughout the Town	132	178	94
Medium-sized areas in a few locations	77	235	89
Large-sized open space areas in a very few locations	112	141	143
A mix of open space (small to large)	54	166	195
Areas adjacent to existing parks and preserves	83	204	121
Areas currently without open space	115	166	116
Trail linkages between existing open space areas	102	179	142
Trail linkages between neighborhoods	161	155	105
Open space with public access along the Mohawk River	38	170	230

Question #6. In order to preserve open space, do you think Glenville should:

Acquire land and easements through donations	383 Yes	42 No
Partner with State/land trusts to purchase land/easements	350 Yes	70 No
Establish a program to purchase development rights	262 Yes	127 No
Encourage landowners to preserve their land through tax incentives, voluntary conservation easements, etc.	391 Yes	44 No
Establish a policy for acquiring land	358 Yes	69 No
Increase taxes to purchase land and easements	95 Yes	328 No
Increase the use of planning and land use regulations	327 Yes	83 No

Name and address (optional): **267**

(TALLY DATE:10/20/06)

Appendix C: Open Space Scoring System

Open Space Scoring System

	<u>Points</u>
Aquifer Recharge Areas	
- Wellhead protection zone	5
- Primary recharge zone	4
New York State Freshwater Wetlands	
- Wetland	3
- 100' buffer	1
100-Year Flood Plains	3
Slopes in Excess of 15%	2
Rivers and Streams	
- Property adjacent to Mohawk River	4
- Class AA or A stream flows through the property	3
- Trout stream flows through the property	3
- Class AA or A stream borders the property	1.5
- Class B or C stream flows through the property	2
- Class B or C stream borders property	1
- All other year-round streams (flow through or adjacent to the property)	0.5
Significant Plant or Animal Habitat	3
Unique Geological Resource	3
Historic Significance	
- Structure on National or State registry	4
- Historic marker identifying structure	3
- Historic site	3
- Historic marker citing property	2
- Adjacent to historic structure (regardless of whether on registry or not)	1.5
Working Landscapes and Farms	
- Forestry property tax exemption	3
- Active Farm	3
- Class I and II ("prime") soils	3
- Adjacent to an active farm	1

	<u>Points</u>
Adjacent to Public Park or Preserve	5
Recreational	
- Downhill ski areas	4
- Hiking, biking, skiing trails	4
- Hunting, fishing, game clubs	3
- Sledding hills	3
- Proposed parks, playgrounds, trails, and other recreational features	3
- Boating access	3
Viewsheds	
- Property is part of a significant viewshed	3
- Mohawk River view	3
- Ridgelines & hillsides comprising a vista from public properties or roads	1
- Roadside vista adjacent to property	1
Airport Runway Protection Zones	5
Adjacency to Linear Features	
- Adjacent to Wolf Hollow	4
- Adjacent to Hoffman's Fault	3
- Adjacent to Mohawk-Hudson Bike-Hike Trail	3
- Adjacent to old trolley line	2
- Adjacent to any proposed bike paths	2
- Adjacent to any proposed greenways, waterways, or linkages	2

Appendix D: Cost comparisons for servicing development vs. Open space

Sample Cost of Community Services Studies in Northeastern U.S. Revenue-to-Expenditure Ratios in Dollars			
	Residential including Farm Houses	Combined Commercial & Industrial	Farm/Forest Open Land
Connecticut			
Bolton (1)	1: 1.05	1: 0.23	1: 0.50
Durham (2)	1: 1.07	1: 0.27	1: 0.23
Farmington (2)	1: 1.33	1: 0.32	1: 0.31
Hebron (3)	1: 1.06	1: 0.47	1: 0.43
Litchfield (2)	1: 1.11	1: 0.34	1: 0.34
Pomfret (2)	1: 1.06	1: 0.27	1: 0.86
Massachusetts			
Agawam (4)	1: 1.05	1: 0.44	1: 0.31
Becket (2)	1: 1.02	1: 0.83	1: 0.72
Deerfield (4)	1: 1.16	1: 0.38	1: 0.29
Franklin (2)	1: 1.02	1: 0.58	1: 0.40
Gill (4)	1: 1.15	1: 0.43	1: 0.38
Leverett (2)	1: 1.15	1: 0.29	1: 0.25
Southborough (5)	1: 1.03	1: 0.26	1: 0.45
Westford (2)	1: 1.15	1: 0.53	1: 0.39
Williamstown (6)	1: 1.11	1: 0.34	1: 0.40
New Jersey			
Freehold Township (7)	1: 1.51	1: 0.17	1: 0.33
Holmdel Township (7)	1: 1.38	1: 0.21	1: 0.66
Middletown Township (7)	1: 1.14	1: 0.34	1: 0.36
Upper Freehold Twp. (7)	1: 1.18	1: 0.20	1: 0.35
Wall Township (7)	1: 1.28	1: 0.30	1: 0.54
New York			
Amenia (8)	1: 1.23	1: 0.25	1: 0.17
Beekman (9)	1: 1.12	1: 0.18	1: 0.48
Dix (10)	1: 1.51	1: 0.27	1: 0.31
Farmington (11)	1: 1.22	1: 0.27	1: 0.72
Fishkill (8)	1: 1.23	1: 0.31	1: 0.74
Greenwich (15)	1: 1.40	1: 0.12	1: 0.16
Hector (10)	1: 1.30	1: 0.15	1: 0.28
Ithaca (town) (14)	1: 1.09	1: 0.27	1: 0.27
Kinderhook (12)	1: 1.05	1: 0.21	1: 0.17
Montour (13)	1: 1.50	1: 0.28	1: 0.29
Northeast (9)	1: 1.36	1: 0.29	1: 0.21
Reading (13)	1: 1.88	1: 0.26	1: 0.32
Red Hook (8)	1: 1.11	1: 0.20	1: 0.22
Summary Data			
58 communities (median)	1: 1.15	1: 0.29	1: 0.37
New York towns	1: 1.27	NA	1: 0.29

Source: Adapted from American Farmland Trust, Farmland Information Center, Technical Assistance Division, with additions by Camoin Associates, Inc.

Table References

- (1) Geisler, K. (1999). *Cost of Community Services Study: Bolton, Connecticut*. Unpublished paper. Keene, NH: Antioch New England Graduate School.
- (2) Commonwealth Research Group, Inc. (1995). *Cost of Community Services in Southern New England*. Chepachet, RI: Southern New England Forest Consortium, Inc.
- (3) American Farmland Trust (1986). *The Cost of Community Services in Hebron, Connecticut*. Northampton, MA: American Farmland Trust.
- (4) American Farmland Trust (1992). *Does Farmland Protection Pay? The Cost of Community Services in Three Massachusetts Towns*. Northampton, MA: American Farmland Trust.
- (5) Adams, M. and T. Hines (1997). *Assessing Land-Use Costs: A Cost of Community Services Study in Southborough, Massachusetts*. Northampton, MA: American Farmland Trust.
- (6) Hazler, K., J. Kinabrew and W. Sullivan (1992). *The Cost of Community Services in Williamstown, Massachusetts*. Williamstown, MA: Williams College, Department of Environmental Planning.
- (7) American Farmland Trust (1998). *The Cost of Community Services in Monmouth County, New Jersey*. Northampton, MA: American Farmland Trust.
- (8) Bucknall, C. (1989). *The Real Cost of Development*. Poughkeepsie, NY: Scenic Hudson, Inc.
- (9) American Farmland Trust and Cornell Cooperative Extension of Dutchess County (1989). *Cost of Community Services Study: Towns of Beekman and Northeast, Dutchess County, New York*. Milbrook, NY: American Farmland Trust and Cornell Cooperative Extension.
- (10) Schuyler County League of Women Voters (1993). *Fiscal Impact of Residential, Commercial and Agricultural Land Use in the Towns of Hector and Dix*. Schuyler County, NY: League of Women Voters.
- (11) Kinsman, C., L. Garrison and J. Sloan (1991). *Farmington Cost of Community Services Study*. Milbrook, NY: Cornell Cooperative Extension and American Farmland Trust.
- (12) Concerned Citizens of Kinderhook (1996). Cited by American Farmland Trust, Technical Assistance Division, on website, www.farmlandinfo.org, July 2001.
- (13) Schuyler County League of Women Voters (1992). *Fiscal Impact of Residential, Commercial and Agricultural Land Use in the Towns of Montour and Reading*. Schuyler County, NY: League of Women Voters.
- (14) Tompkins County Agriculture and Farmland Protection Board (1996). *Study of Tompkins County Agriculture, Tompkins County Agriculture & Farmland Protection Plan*.

- (15) Washington County Agriculture and Farmland Protection Board (1996). *Cost of Community Services Study, Washington County Agriculture & Farmland Protection Plan: Supporting Studies*.

Endnotes

- ¹ American Farmland Trust (2000). *Cost of Community Services Studies Fact Sheet*. www.farmlandinfo.org/fisc/tas/tafs-cocs.html.
- ² American Farmland Trust and Cornell Cooperative Extension of Dutchess County (1989). *Cost of Community Services Study: Towns of Beekman and Northeast, Dutchess County, New York*. Milbrook, NY: American Farmland Trust and Cornell Cooperative Extension.
- ³ Cited in Crompton, John L. (2000). *The Impact of Parks and Open Space on Property Values and the Property Tax Base*. Ashburn, VA: National Recreation and Park Association.
- ⁴ American Farmland Trust (1992). *Does Farmland Protection Pay? The Cost of Community Services in Three Massachusetts Towns*. Northampton, MA: American Farmland Trust.
- ⁵ Washington County Agriculture and Farmland Protection Board (1996). *Cost of Community Services Study, Washington County Agriculture & Farmland Protection Plan: Supporting Studies*.
- ⁶ American Farmland Trust (1986). *Density Related Public Costs*. Northampton, MA: American Farmland Trust.
- ⁷ American Farmland Trust (1999). *Cost of Community Services: Skagit County, Washington*. Northampton, MA: American Farmland Trust.
- ⁸ Vermont League of Cities and Towns and Vermont Natural Resources Council (1990). *The Tax Base and the Tax Bill: Tax Implications of Development, An Overview*. Montpelier, VT: Vermont League of Cities and Towns and Vermont Natural Resources Council. Cited in American Farmland Trust, *Does Farmland Protection Pay?*, op. cit.

Cost of Community Services Study Chester County, Pennsylvania (2003)

Goal

In the summer of 2002, the Brandywine Conservancy studied the costs of growth in five townships along the Route 41 corridor in Chester County, Pennsylvania, as part of a larger effort to preserve farmland and open space in the area while providing communities with good planning tools.

Environmental Value

Cost of Community Services studies were prepared that calculated the costs of providing municipal and education services to each of the four major land uses within these five townships—residential, commercial, industrial, and agricultural—and compared that to the revenues received, e.g., property taxes, from those land uses. The studies used actual 2001 data and followed a nationally accepted methodology that was adapted to Pennsylvania through Penn State University's Cooperative Extension Service and Penn State professor, Dr. Timothy Kelsey. The Conservancy documented that, in each of the five townships, tax revenues and other fees provided by new residential development did not cover the costs of municipal services and educational demands that such development generated. Therefore, taxes can be expected to rise as a result of new residential growth. By contrast, farmland generates a substantial net budget surplus.

The accompanying Summary Table lists the five townships in the Route 41 corridor and the findings for residential uses using 2001 data.

Summary Table. Municipal and Educational Service Cost Shortfalls for Residential Uses

Township	Residential Revenue to Expense Ratio¹	Residential Net Difference (actual dollars)²	Average Shortfall Per Public School Student³
London Grove	1:1.19	-\$1,757,639	-\$3,724
Londonderry	1:1.08	-\$281,146	-\$5,604
Highland	1:1.14	-\$407,376	-\$5,746
West Fallowfield	1:1.13	-\$602,938	-\$5,785
West Sadsbury	1:1.33	-\$1,480,733	-\$6,448

¹ For every dollar collected from the residential community, using London Grove Township as an example, \$1.19 was spent on municipal and educational services.

² The total residential tax revenue generated per municipality, using Highland Township as an example, fell \$407,376 short of covering the cost of providing municipal and educational services.

³ The total residential tax revenue generated to educate each student, using West Sadsbury Township as an example, fell \$6,448 short of the actual education costs for each student.

Result

Increased farmland and other open space preservation, balanced with modest increases in residential land development, will help reduce increasing municipal service and education costs—as well as temper spiraling tax increases. Clearly, not only does the preservation of farmland and other open space protect a township's cultural heritage and its natural resources by avoiding some of the costs of growth, it also saves money for the residents. Three of the five townships that we studied utilized this information to educate residents on open space referenda for the fall 2003 elections. Two of the townships garnered the necessary voter support.

Source: Environmental Management Center, Brandywine Conservancy

Appendix E: Public Information Meeting Minutes

Town of Glenville Open Space Committee Public Information Meeting June 19, 2006

Committee members in attendance: Diane Berning, Dan Grzybowski, Al Haugen, Dorothy Hickok, Dan Hill, Barbara Jefts, Hugh Jenkins, Ray Koch, Stanley Lee, Jack Osterlitz, Michael Pileggi, Mike Sheppeck, Don Snell, Hank Stebbins, Michael Sterthous, Mark Storti, Harry Willis

Town officials in attendance: Frank Quinn, Town Supervisor, Kevin Corcoran, Town Planner, Michael Burns, Planner I, Bob Kirkham, Highway Department, Norm Hagen, Highway Department

Residents/landowners in attendance:

Megan Allen	Maybrook Drive
Ed Baker	Acorn Drive
Mel Banker	Waters Road
Lisa Burton	Cedar Lane
Robert Clark and family	Van Buren Road
Pat Culhane	Sutherland Drive
Jim Edwards	Kevin Drive
Nancy Edwards	Kevin Drive
David Greenwood	Maybrook Drive
Sally Greenwood	Maybrook Drive
Jan Hagen	Touareuna Road
Paul Hubel	Maybrook Drive
Sarah Hubel	Maybrook Drive
Audrey Hughes	Cedar Lane
Tom Kudlacik	Hetcheltown Road
Kathy Less	Maybrook Drive
Reggie Less	Maybrook Drive
Dorie McArthur	Onderdonk Road
Garry Packer	Jennifer Road
Ron Pucci	Gower Road
Dale Purvis	North Road
Don Reid	Acorn Drive
Kailyn Sheppeck	Alplaus Avenue
Frank Winters	Hetcheltown Road
Donna Wojcik	Indian Kill Road
Marjie Zielaskowski	Sacandaga Road

Others in attendance: Mary Martialay, Daily Gazette

Another six to eight people attended but failed to sign in.

- Chairman Storti called the meeting to order at 7:05 p.m. Introductions of the Open Space Committee members followed. Mr. Storti also recognized Town Supervisor Quinn and Town Planning staff.
- Mr. Storti offered an observation from his childhood; about how easy it used to be to walk a significant distance to go fishing without being confronted with development. Now it is not so easy, as open space has been steadily lost to development. Mark then discussed the agenda for this evening, noting that feedback from residents and landowners is very important as this will help shape the open space plan.
- Kevin Corcoran then made a *Power Point* presentation showing photographs of existing open spaces in Glenville; both publicly-owned open spaces and privately-held. Mr. Corcoran's presentation also detailed the mission and tasks of the Open Space Committee, as well as a timetable for preparation of the Plan.
- Mark Storti then took a few minutes to go over the open space questionnaire that was handed out this evening. The Town will also be distributing the questionnaire in the next issue of the *Glenville Newsletter*, which will be mailed out within a couple of weeks. For those in attendance this evening, Mark suggested that they return the questionnaire to the Town within two weeks. The Town will place a box for completed questionnaires at the counter of the main office at Town Hall.

There were a couple of questions from the audience about particular wording of certain questions, but it was decided that the questionnaire will remain unchanged, as it has been revised many times to this point.

- Mike Sterthous followed Mark Storti's discussion on the open space questionnaire by detailing the mission of the Mohawk-Hudson Land Conservancy (MHLC), formerly known as the Albany County Land Conservancy.

The MHLC acquires property through purchase for conservation purposes. Currently the MHLC has 1,100 acres in its possession in the Capital District. The Conservancy also acquires conservation easements, either through purchase or donation. The MHLC is currently working with two Glenville property owners, in the Wolf Hollow area, to secure conservation easements on portions of their properties. Mr. Sterthous sees other opportunities in Glenville. The fact that Glenville is putting together an Open Space Plan will assist the MHLC in evaluating acquisition or easement opportunities as they arise in Glenville.

The MHLC acts as the steward of the conservation easements that they secure. The organization monitors properties on a yearly basis to make sure that conditions of the easement are being met.

The New York State Legislature just passed a law that will, for the first time, provide a tax credit to those that opt to place their land in a conservation easement. The tax credit

program amounts to a 25% property tax refund. This incentive should foster voluntary open space preservation efforts statewide on the part of landowners.

Mr. Sterthous acknowledged that the acquisition of land by conservancy organizations results in properties being taken off the tax rolls. But it was also noted that it cost more to service sprawl than would be received in property tax revenue.

- Mr. Storti then highlighted the elements of the “Environmental Features” map. This map identifies properties and areas that possess qualities that make the areas well-suited for preservation. Some of the features include parks, preserves, wetlands, floodplains, steep slopes, aquifer recharge areas, and farms.

Mark then asked the audience if there were other features that should be added. The Ski Ventures ski area off of Johnson Road and the sledding hill adjacent to the Glendale Nursing Home on Hetcheltown Road were both mentioned. These will be added to the map, which will be displayed in the lobby of Town Hall, and hopefully on the Town’s website.

- Mr. Storti then opened up the floor to those with suggestions and/or questions. The following is a summary of questions/comments and responses:

An attendee asked how the MHLC decides what properties should be preserved. Mr. Sterthous answered that the Conservancy has developed criteria for evaluating and ranking properties, much like what the Town is doing in crafting their evaluation/ranking system. Some of the criteria include the development threat to the property, adjacency to existing parks/preserves, and viewsheds. Mr. Sterthous also noted that the MHLC doesn’t accept all donations or purchase offers, in part because not all properties score well, and the fact that funding is limited.

A question was posed whether Glenville was looking at its neighbors as it develops its open space plan, with the suggestion that Glenville needs to be in synch with our neighboring towns. Mr. Storti noted that we have looked at our neighbors to a degree. We are aware of Clifton Park’s open space plan. We will also find out what is occurring in Ballston, Charlton, and Amsterdam.

A question was posed about wetlands, given today’s (or yesterday’s?) U.S. Supreme Court decision that has somewhat called into question what constitutes a U.S. Army Corps of Engineers (A.C.O.E.) wetland. It was then pointed out that the *Environmental Features* map only shows New York State Freshwater Wetlands, namely because A.C.O.E. wetlands aren’t mapped. Consequently, the Supreme Court decision doesn’t have much bearing on the Open Space Committee’s work. The Committee will have to address how we should deal with A.C.O.E. wetlands.

Another individual asked if the Town’s leaders are on the same page as the Open Space Committee. In other words, will there be support for the open space plan once it is released? Mr. Storti indicated that we really don’t know yet. But, the Town Board appointed the

Committee and established its mission. The next step is for the Committee to develop criteria to determine what properties are best-suited for preservation.

One of the attendees pointed out that the MHLC isn't the only entity that can work with landowners to preserve land. Is the Town going to look at other conservancies and additional incentives? Also, the Town needs to make an effort to assist landowners in conserving land. The burden can't be entirely on landowners; there has to be contributions from the Town as well.

Similarly, it was suggested that the Town shouldn't ask people to preserve open space and then hit the landowners with a high property assessment. There has to be recognition on the Town's part that there is value in preserving land. Assessments should reflect the fact that the land can not be developed.

With no more questions, Mr. Storti noted that there will be several more meetings over the next 12 to 18 months where the Town will be soliciting public comments on our open space plan. He then thanked everyone for attending.

The meeting adjourned at 7:54 p.m.

Submitted by Kevin Corcoran

**Town of Glenville Open Space Committee
Public Information Meeting
December 14, 2006**

Glenville Town Planner, Kevin Corcoran, opened the public information meeting at approximately 7:10 P.M. welcoming attendees, making general housekeeping announcements and introducing Open Space Committee Chairman, Mark Storti.

Mr. Storti introduced members of the Open Space Committee attending, and reviewed the committee's mission statement and tasks assigned by the Town Board. A summary of draft goals, an "open space scoring system," and list of publicly-owned open space in Glenville was shown in addition to other work completed by the committee to date. Background information was supported by numerous maps located around the meeting room (Publicly-Owned Open Spaces, Environmental Features, Natural, Scenic, and Historic Features (i.e. Schaefer Map) and Open Space Areas). Results of the recent "open space survey," distributed in the July/August edition of the Town of Glenville newsletter, were discussed briefly.

An explanation was given for creating three subcommittees (open space planning strategies, environmental resources, and historic resources) and their pertinent areas of research. Each of the three subcommittees presented information relevant to their assigned area, beginning with Hank Stebbins and Harry Willis serving on the open space planning strategies subcommittee. Some of the methods available for preserving open space in New York State include;

- New York State's new 25% conservation easement tax abatement program
- Transfer of Development rights
- Revision to zoning and subdivision codes
- Official maps
- Clustered subdivisions
- Planned unit Developments
- Incentive zoning.

Environmental resources subcommittee members Don Snell and Charlie Beers discussed efforts to identify unique plant and animal habitats. The critical nature of water resources was presented. Specifically, the town's drinking water resources and aquifer were highlighted. Reference was made to the Intermunicipal Watershed Board and its rules and regulations governing land use within aquifer protection zones of the Town.

Historic resources subcommittee member Stanley Lee presented summarized the various historic resources (buildings, cemeteries, sites, etc.) in Glenville, noting that most are not officially recognized by listing on either the State or National Register of Historic Places. Mr. Lee discussed the difference between historic district formation and individual historic site nomination. He explained the benefits of inclusion on State or National Register of Historic Places and some of the common misconceptions concerning government regulation of National Register properties. The process for nominating a property was detailed. Finally, Mr. Lee emphasized the need to generate more public interest in Glenville for adding properties to the National Register.

Chairman Storti opened the floor to public comments and a questions and answers period (questions listed below).

- How will additional Open Spaces/Greenspace be paid for? Who will bear the burden of the extra cost(s)?
- Is there political will and public backing/support to save (and pay for) open space preservation?
- Can a surcharge be added to new property purchases in support of open space preservation? Can a bond be issued in support of open space preservation?
- What is the anticipated impact upon those who presently own large tracts of undeveloped land? What new regulations, costs, etc., will the landowners assume to preserve open space?
- No additional costs should be borne by present landowners. If people desire open space preservation, these people should purchase the land themselves.
- Concerned with continual increase in property tax burden. The increases make it difficult to retain the land in its undeveloped condition.
- Concerned about public water extensions into undeveloped areas, specifically Washout Road (the impact upon properties with large road frontage), and the resultant additional tax burden.
- Mentioned the efforts underway to compensate agricultural landowners in Delaware County (NYC watershed area) for not developing their properties for residential or seasonal home purposes.
- The added property tax burden and development potential associated with public water main extensions should be carefully considered before an extension receives approval.

- Can property tax incentives/abatement be given for landowners who willingly preserve their land as open space?
- Should “eminent domain” be regarded as an option for preserving open space?
- Has the committee explored “Right to Farm Laws” as another option for preserving rural open spaces?
- What is the significance of numerous “paper streets” through out the town? Can these be linked together and preserved?
- Has the committee reviewed successful open space plans from other municipalities? Are there common landowner concerns? What have other communities successfully implemented to address preservation and landowner reservations?
- What are the true benefits of an “Official Map?”
- What is the value of open space and a high quality of life? Have studies been completed assessing this?
- A “Cost of Development Study” is commonly used to assess the fiscal implications associated with new development. Have any been reviewed by the committee? Will a similar study be prepared for this open space planning effort?

Town Councilman Bailey suggested that the Power Point presentations be added to the Town’s website for public review, as well as the “Real Cost of Development” publication that examined the cost of residential sprawl in three Dutchess County towns. Mr. Bailey also commented on the substantial amount of work completed to date but also acknowledged the need to reach consensus on key open space issues before the Town Board considers the plan.

Being no further comments or questions, Chairman Storti thanked everyone for attending and adjourned the meeting at 8:48 P.M.

Submitted by Michael Burns

**Town of Glenville Open Space Committee
Public Information Meeting
April 26, 2007**

Town of Glenville Open Space Committee Chairman, Mark Storti, opened the public information meeting at approximately 7:06 P.M. welcoming attendees, and introducing members of the Town Board, Open Space Committee and town planning department staff in attendance.

Mr. Storti reviewed the Open Space Committee’s mission statement formulated by the Town Board to guide committee efforts. Several maps were located around the meeting room (Publicly-Owned Open Spaces, Environmental Features, Natural, Scenic, and Historic Features (i.e. Schaefer Map) and Open Space Areas) illustrating background information collected and evaluated by the committee. Results of the recent “open space community survey,” were reviewed and discussed briefly.

A summary of draft open space plan goals and objectives was presented using Power Point slides and a handout. These goals and objectives were reviewed by Chairman Storti after

which, Mr. Storti opened the floor to public comments and a questions and answers period (questions listed below).

The following issues and questions were put forth from the approximately 60-65 members of the public attending:

- The word “acquisition” appears four times in the list of draft goals. Is the Town of Glenville actually seeking properties to acquire?
- How will property owners who preserve open spaces be compensated? Will they receive relief from property tax burdens?
- Will recreation impact fees received from housing developments and subdivisions be used to purchase open space?
- Will “eminent domain” be considered as a method for preserving open space? People are worried about this possibility.
- Will the fiscal impact of preserving open space be studied?
- Concerns about increases in property taxes for rural land owners. What can be done to reduce these taxes?
- Why is there emphasis on preserving Town gateways? Who will pay for this?
- Will open space that is preserved be open for public use?
- Public water and sewer extensions into rural areas should be considered carefully and perhaps prohibited altogether.
- General comment concerning the balance of taxes within the Town of Glenville. Specifically, what could be done to encourage additional commercial/business development? Additionally, there should be no corporate “give always” in terms of taxes, which ultimately place a greater tax burden on residents and landowners.
- Fill empty businesses within developed areas of the town such as the vacant K-mart property.
- Stream corridors should feature buffers to provide linkages between open spaces.

Being no further comments or questions, Chairman Storti thanked everyone for attending and adjourned the meeting at 8:48 P.M.

Submitted by Michael Burns