



**DRAFT DOWNTOWN DEVELOPMENT  
STRATEGY**

**CITY OF GLOVERSVILLE**

**JUNE 2018**



# DRAFT DOWNTOWN DEVELOPMENT STRATEGY

## CITY OF GLOVERSVILLE

JUNE 2018

### Steering Committee

Vincent DeSantis, City Council

Steve Smith, City Council

Ron Peters, Fulton County Center for Regional Growth

Jennifer Jennings, Fulton County Center for Regional Growth

Nick Zabawsky, City Grants Consultant

Jim Mraz, Fulton County Planning Department

Sean Geraghty, Fulton County Planning Department

The document was prepared by the following Consultant Team:



**CONTENTS**

**FOREWORD** ..... **i**

**EXECUTIVE SUMMARY** ..... **iii**

**SECTION I: DOWNTOWN PROFILE AND ASSESSMENT** ..... **1**

    DOWNTOWN INVENTORY OF EXISTING CONDITIONS ..... 4

    ECONOMIC AND MARKET ANALYSIS ..... 53

**SECTION II: DOWNTOWN VISION, GOALS AND STRATEGIES** ..... **1**

    VISION STATEMENT ..... 3

    GOALS AND STRATEGIES ..... 4

**SECTION III: PUBLIC INVOLVEMENT** ..... **1**

    STEERING COMMITTEE INPUT ..... 3

    STAKEHOLDER ENGAGEMENT ..... 3

    PUBLIC EVENTS ..... 7

    RESIDENT AND BUSINESS SURVEYS ..... 8

**SECTION IV: RECOMMENDATIONS AND IMPLEMENTATION STRATEGY** ..... **1**

    RECOMMENDATIONS ..... 3

    BUILDING REUSE ANALYSES ..... 8

    MASTER PLAN FOR INFILL DEVELOPMENT ..... 9

    IMPLEMENTATION STRATEGY ..... 10

**SECTION V: APPENDICES** ..... **1**

    APPENDIX A: NEIGHBORHOOD STUDY AREA – DEMOGRAPHIC & HOUSING PROFILE ..... 3

    APPENDIX B: ECONOMIC AND MARKET TRENDS ANALYSIS ..... 5

    APPENDIX C: BUILDING REUSE ANALYSES ..... 7

    APPENDIX D: SITE PROFILES ..... 9

    APPENDIX E: ENVIRONMENTAL ASSESSMENTS ..... 11

    APPENDIX F: DOWNTOWN REVITALIZATION INITIATIVE ROUND 3 APPLICATION ..... 13

## FOREWORD

At the foothills of the Adirondack Mountains, Gloversville is a city located in south-central Fulton County. Home to about 15,300 people (2015 Census estimate), the City has a traditional downtown area where many of the late 19<sup>th</sup> century and early 20<sup>th</sup> century architecture still stand well-preserved. Some of these buildings act as commercial storefronts and institutional or governmental work spaces. These businesses and institutions line the primary travel corridors that divide the City into four quadrants: Main Street from north to south and Fulton Street (NYS Route 29) from west to east. Outside of this immediate urban core are residential neighborhoods with a recreational multi-use trail and Cayadutta Creek running southward side-by-side through the City's west side.

Gloversville started out as a small frontier village (incorporated in 1853) on land acquired from the Mohawk, the most easterly tribe of the Iroquois Confederacy. Blessed with an abundance of hemlock forests, the area – historically known as "Kingsborough" and later "Stump City" for its large number of trees cut to provide bark for tanning – transformed into a U.S. leather production epicenter by the mid-19<sup>th</sup> century. Responsible for about 90 percent of leather gloves sold in the U.S. from 1890 to 1950, Gloversville was incorporated in 1890 as a city, which grew to boast of nearly 24,000 residents in the early 20<sup>th</sup> century. Aside from leather goods, Gloversville was also a focal point of contemporary entertainment since the Schine movie industry was headquartered in the leather capital of the world.

As the City grew, the Fonda, Johnstown, and Gloversville Railroad was installed to help transport the goods and people among nearby urban areas such as the fellow leather hub Johnstown, Amsterdam, Scotia, and Schenectady. However as the leather industry declined, the rail reduced its service to only freight transport by 1936. Today, the railroad is defunct and serves instead as a recreational trail for pedestrians and cyclists.

The labor-intensive leather industry dwindled by the mid-20<sup>th</sup> century as the manufacturing jobs went overseas where worker safety standards, labor laws, and environmental regulations were almost nonexistent. With the exodus of jobs and people, the City, like most Upstate New York communities, has struggled with the financial disinvestment in the downtown and surrounding neighborhoods.

Fortunately, the City has largely retained its historic buildings and compact walkability of the downtown area despite the urban renewal era trends of demolition and highways. In fact, the City has two Historic Districts listed on the National Register of Historic Places, one of which encompasses its downtown core.

In recent years, the community has come together to protect its existing assets and restore the downtown to its vibrant community gathering spot. The vision for the new downtown was outlined in the City's 2015 Update to its Comprehensive Plan. Since then, the City has sharpened its downtown vision during its 2016 and 2017 unsuccessful applications for \$10 million in funding provided by the NYS Downtown Revitalization Initiative. In 2017, it successfully secured a \$20,000 New York Main Street Technical Assistance funding in

support of developing the Downtown Development Strategy. To help realize the vision, in late 2016 the City hired a Downtown Development Specialist who helped establish "placemaking" as a downtown revitalization approach.

In this campaign for a better future, the City has already enjoyed small victories such as the continuing popularity of Mohawk Harvest Cooperative Market and new Twilight Market events. To cement this progress, the Gloversville Downtown Development Strategy will provide the blueprint for sustainable downtown revitalization.



**The highly successful Mohawk Harvest Cooperative Market which has helped breathe new life into Downtown Gloversville**

**EXECUTIVE SUMMARY**

The next step in Downtown Groversville's redevelopment journey has begun. A Downtown Development Strategy will provide the City and its partners with the information, strategy and inspiration to propel its revitalization.

The City, Fulton County Center for Regional Growth, and the Fulton County Planning Department partnered on developing this place based, market driven plan. All are passionate about advancing the re-birth of historic Downtown Groversville because they are proud of its history and its potential to provide catalytic impacts to the City and Fulton County.

Over the last year these partners have worked with a consulting team to prepare the plan. They involved the residents, businesses and other community leaders to develop a plan that reflects the community's desires for Downtown Groversville.

But this plan is only the beginning. Over the coming years the City and its partners will need to continue working cooperatively as a team to implement the plan. Accordingly the plan is developed with all of the information needed to apply for funding or develop budget items to realize Downtown's potential.

The future is bright for Downtown Groversville.





## PUBLIC PARTICIPATION

To assist the Steering Committee and the City, multiple opportunities for public and stakeholder input were offered. Two public meetings were complements by public surveys and meetings with key stakeholders. Business owners were also surveyed and invited to public meetings.



Residents and businesses participated in a Downtown Public Workshop

## **A VISION FOR DOWNTOWN REVITALIZATION**

Based on a Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise with the Steering Committee a Vision Statement was developed to help provide a framework for the Downtown Development Strategy.

The Vision Statement represent the key components that Gloversville's Downtown should focus on the create a vibrant downtown that attracts business, residents and visitors while creating a high quality of life for current residents and businesses:

**Downtown Gloversville will be a vibrant, mixed use, urban core that will promote downtown living, entrepreneurship, tourism, recreational opportunities and historic preservation while providing a high quality of life for all.**

## RECOMMENDATIONS AND IMPLEMENTATION PLAN

Recommendations were developed for each of the goals established by the Steering Committee. In total there are 19 recommendations that include specific recommendations for construction and renovation to policy decisions that will encourage redevelopment. An implementation plan will provide the steps to advance the revitalization of downtown.

Recommendations	Timeframe
R-1: Focus on the development of 50 new residential units in existing buildings in 10 years	5-10 years
R-2: Develop new infill buildings that host 100 new residential units	5-10 years
R-3: Develop 2-3 new regional restaurants totaling 10,000 sq. ft. over the next 10 years.	5-10 Years
R-4, V-3: Establish incubators for retail, restaurants, food and the arts.	5 years
R-5: Establish a dedicated Downtown small business fund.	6 months
R-6: Attract a small, limited service hotel.	5 years
R-7: Develop new parking by obtaining sites through foreclosure or developer acquisition.	2-5 years
S-1: Establish a focused, phased approach to establish critical mass, synergy, and momentum for downtown redevelopment	1-5 years
S-2: Obtain funding for redevelopment of critical Anchors	1-3 years
S-3: Focus business attraction efforts on targeted uses	Ongoing
S-4: Develop a leather and glove retail outlet complemented with a museum.	Ongoing
C-1: Create a Downtown to Creek Corridor	2-5 years
C-2: Make downtown pedestrian and bicycle friendly	Ongoing
V-1: Eliminate the permitted uses that are incompatible Downtown	1 year
V-2: Obtain financing to redevelop historic buildings.	2-5 years
V-4: Establish a permanent leadership strategy for Downtown	1 year
V-5: Upgrade Castiglione Park	1-2 years
V-6: Improve City Parking Lots	2-5 years
V-7: Create a quasi-public Park in front of Estee Commons	2-3 years

**DOWNTOWN  
DEVELOPMENT  
STRATEGY  
CITY OF GLOVERSVILLE**

**Section I:  
Downtown Profile  
and Assessment**



Prior to developing any recommendations for the Downtown Development Strategy, a comprehensive Profile and Assessment of the downtown was prepared. The Profile and Assessment gives a snapshot of the existing and planned conditions in the downtown and surrounding residential neighborhoods.

Components of the Downtown Profile and Assessment include:

- A review of the Downtown Study Area and Neighborhood Study Area and their context in the region;
- An analysis of existing conditions including an economic and market analysis;
- Information on existing local and regional plans and their relationship to downtown Gloversville;
- An inventory of relevant recent and future projects; and

Key findings of the Profile and Assessment will summarize the trends and data necessary to develop a blueprint for the revitalization of downtown Gloversville.

## DOWNTOWN INVENTORY OF EXISTING CONDITIONS

This section provides an inventory of factors that influence development and redevelopment within downtown Gloversville. The inventory of data and mapping included in this section is the information every qualified private or not for profit developer researches as part of their due diligence before investing in a downtown.

Specifically, this section provides a detailed description of existing characteristics and assets of the Study Areas that will shape any future development project including: land use, zoning, property vacancy/utilization, transportation systems, infrastructure and utilities, property ownership, and natural, cultural, and recreational resources. Additional demographic and housing characteristics of the Neighborhood Study Area can be found in Appendix A.

### STUDY AREA BOUNDARY AND REGIONAL LOCATION

One of the first tasks of the Steering Committee was to define the boundaries of the Study Area. The committee was presented with six alternatives for a Study Area Boundary (Figure 1). Alternative 1 was identical to the boundary of the Downtown Gloversville Historic District. Additional boundary extensions of this base alternative were considered by the committee. Each extension added additional commercial, industrial, and residential areas. Alternative 6 included the entire commercial/industrial core, adjacent residential neighborhoods, and the commercial corridor along S Main Street/Harrison Street to NYS Route 30A. The Steering Committee considered several factors in developing the Study Area Boundary:

- A large Study Area Boundary could dilute the evaluation of the development strategy and reduce the impact of the recommendations; and
- A small Study Area Boundary may eliminate key areas that are critical for the City's long term revitalization.

After much discussion and consideration, the committee chose to focus on two Study Areas: the Downtown Study Area and the Neighborhood Study Area (Figure 2). Detailed analysis, building inventories, and master plans will be completed for the Downtown Study Area; while a less rigorous analysis will be applied to the Neighborhood Study Area. While the Downtown Study Area will be the key to the Downtown Development Strategy, the Steering Committee acknowledges revitalization of the City cannot be complete without a comprehensive approach that includes adjacent residential neighborhood revitalization.

The Downtown Study Area comprises a 77.8-acre area within the downtown core of the City of Gloversville. It roughly stretches from 1<sup>st</sup> Avenue in the north to Burr Street in the south; from the City Hall and Cayadutta Street in the west to Fremont Street and Broadway Street in the east. It includes a mixture of historic mixed use buildings, urban renewal plazas, government facilities, industrial properties, a high rise apartment complex, vast parking areas, and a handful of single-family homes, multi-family homes, and apartment buildings. Vacant parcels, underutilized sites and buildings, and abandoned sites and buildings throughout the downtown offer potential for redevelopment and revitalization.

The Neighborhood Study Area comprises an additional 184.9-acre area surrounding the Downtown Study Area. With the Downtown Study Area acting like a donut hole, the Neighborhood Study Area roughly stretches from Grand Street and 3<sup>rd</sup> Avenue in the north to East Pine Street and Steele Avenue in the south; from Orchard Street and Broad Street in the west to Yale Street and N/S Judson Street in the east. It includes additional commercial and industrial properties located along the major roadways, but is largely composed of residential neighborhoods.

Combined, the Downtown Study Area and Neighborhood Study Area encompass 262.7 acres of the central core of the City of Gloversville. The City of Gloversville is the biggest municipality within Fulton County in terms of population (15,300 residents – 2015 Census estimate), housing approximately 30 percent of the County's population. Fulton County is located in the east-central portion of New York State. The City is approximately 50 miles northwest of Albany and bordered by the Adirondack Mountains to the north. Within the south-central portion of Fulton County, the City of Gloversville is located immediately north of the county seat Johnstown.

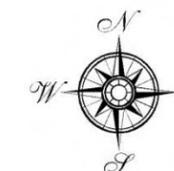
The City of Gloversville has a unique and advantageous location between the growing Capital Region and the Adirondacks. The City is connected with nearby and regional cities, towns, and villages through an intricate network of various State Highways (e.g. Routes 29A, 30A, and 309) and local roads. Of particular interest, the city lies west of Saratoga Springs, the State's fastest growing municipality. The City is currently poised to serve the inevitable overflow of residents and even businesses with its surplus of beautiful and affordable historic buildings and robust network of infrastructure.



**Downtown Gloversville along North Main Street**

CITY OF GLOVERSVILLE

DOWNTOWN  
DEVELOPMENT  
STRATEGY



**Figure 1. Study Area  
Boundary Alternatives**



**Alternative 1**  
-About 25.2 Acres  
-Identical to the boundary of the Downtown Gloversville Historic District  
-Requires minimal effort to perform a 'complete inventory' of buildings  
-Would result in the most targeted redevelopment strategy  
-Leaves out many potentially significant sites and many areas which may be considered as part of the traditional Downtown

0 500 Feet  
1:15,600



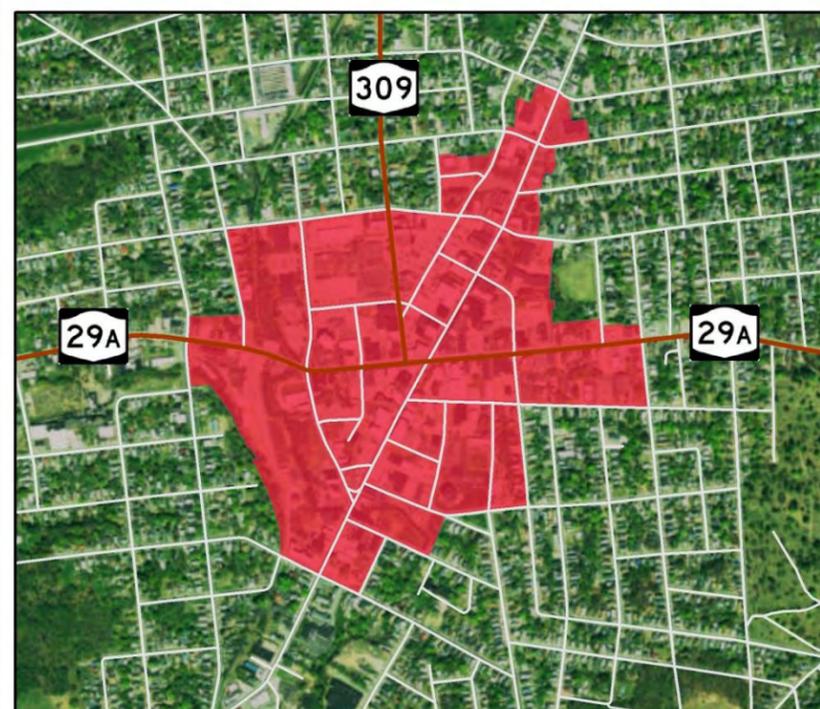
**Alternative 2**  
-About 48.7 Acres  
-Expanded to include properties along both sides of Elm St, the south side of Church St, both sides of Fulton Ave, the west side of Broadway St, and the north side of Washington St  
-Requires moderate effort to perform a 'complete inventory' of buildings  
-Would result in a highly targeted redevelopment strategy  
-Still leaves out many potentially significant sites and many areas which may be considered as part of the traditional Downtown

0 500 Feet  
1:15,600



**Alternative 3**  
-About 77.8 Acres  
-Expanded westward to include government buildings; southward to include properties north of Burr St; and eastward to include properties along the south side of Washington St  
-Requires moderate effort to perform a 'complete inventory' of buildings  
-Best balance for creating a targeted redevelopment strategy while understanding the need to leave out some potentially significant sites and some areas which may be considered as part of the traditional Downtown

0 500 Feet  
1:15,600



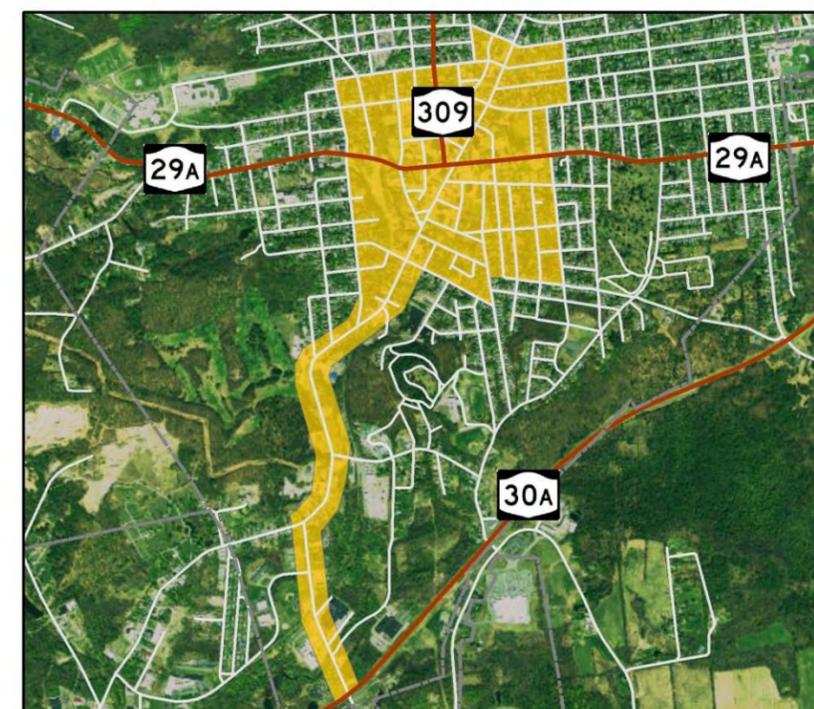
**Alternative 4**  
-About 138.5 Acres  
-Expanded in all directions to include peripheral commercial and residential areas  
-Requires greater effort to perform a 'complete inventory' of buildings  
-Would result in a less targeted redevelopment strategy  
-Includes most, if not all, potentially significant sites within the traditional Downtown

0 500 Feet  
1:15,600



**Alternative 5**  
-About 262.7 Acres  
-Expanded in all directions to include peripheral residential neighborhoods  
-Requires great effort to perform a 'complete inventory' of buildings  
-Would result in an even less targeted redevelopment strategy  
-Includes most, if not all, potentially significant sites within the traditional Downtown

0 500 Feet  
1:15,600



**Alternative 6**  
-About 361.1 Acres  
-Approximate boundary as presented in the Downtown Revitalization Initiative application - Identical to Alternative 5 with the addition of the corridor area along S Main St / Harrison St to NYS Route 30A  
-Requires the greatest effort to perform a 'complete inventory' of buildings  
-Would result in the least targeted redevelopment strategy  
-Includes potentially significant sites along the corridor to reach NYS Route 30A but definitely includes areas outside of the traditional Downtown

0 1,000 Feet  
1:34,800

Sources:  
1. Alternative Boundaries: Created by LaBella for discussion by the steering committee  
2. Roads and Municipal Boundaries: Census Shapefiles from TIGER/Line database  
3. Aerial background: Esri, i-cubed, USDA, USGS, AEX, GeoEye, Getmapping, Aerogrid, IGN, IGP, and the GIS User Community

**Labella Project No:  
2170762**



Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\Boundary.mxd

**LaBella**  
Powered by partnership.

DATE: MAY 2018

Sources:  
 1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County  
 2. Property Boundaries: Provided by Fulton County  
 3. Roads and Creek: Census Shapefiles from TIGER/Line database  
 4. Aerial background: NYSDOP 2014 Fulton County

Downtown Study Area  
 Neighborhood Study Area  
 Property Boundaries  
 Creek

N  
W E  
S

0 200 400 Feet

LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE**  
**DOWNTOWN DEVELOPMENT STRATEGY**  
 Figure 2. Downtown and Neighborhood Study Area Boundaries

## LAND USE

Contrary to its origin as an industrial city, the City's downtown area today features a myriad of land uses that are not focused on manufacturing (Table 1 and Figure 3).

**Within the Downtown Study Area, the most dominant land use is commercial/mixed-use** (approximately 21.2 acres or 27 percent of the Downtown Study Area). Most of the commercial and mixed-use properties form long swaths along Main Street. These properties range from Mohawk Harvest Cooperative Market to Fulton County Barber Shop to NBT Bank, many with the potential for residential units on the upper floors.

**Many public road right-of-ways and parking lots also characterize the Downtown Study Area.** Approximately 38 percent of downtown land is occupied by right of way of and parking lots.

**Only small portions of the Downtown Study Area are devoted to residential and industrial uses** (approximately 5.6 acres and 4.3 acres respectively, or 7 percent and 6 percent respectively). Even less is composed of vacant properties and infrastructure and utilities properties (approximately 3.7 acres and 1.8 acres respectively, or 5 percent and 2 percent respectively). **The Downtown Study Area is almost entirely devoid of any park or open space (approximately 0.1 acres, 0 percent).**

Within the Neighborhood Study Area, residential properties dominate the real estate outside the downtown core (approximately 84.5 acres, or 46 percent of the Neighborhood Study Area). Most of the residential uses are multi-level single-family detached and duplex homes where partial occupancy is common. A notable exception is a high-rise, low-income apartment building with 108 units, which are reserved for senior and disabled citizens by the Gloversville Housing Authority. This apartment building is located at the intersection of Forest Street and Broadway Street.

Vacant properties in the Neighborhood Study Area are more numerous at 80 parcels (11 percent of total properties, approximately 16.3 acres) relative to 15 parcels (7 percent of total properties, approximately 3.7 acres) of the Downtown Study Area. More acreage is also devoted to industrial, warehouse, and storage uses as well as park and open space in the Neighborhood Study Area. Open to pedestrian and bike recreation, the Fonda, Johnstown & Gloversville (FJ & G) Rail Trail runs parallel to Cayadutta Creek through the western side of the Neighborhood Study Area.

Properties designated for commercial/mixed-use (approximately 13.7 acres, 7 percent), institutional, cultural, and governmental uses (approximately 1.7 acres, 1 percent), and parking (approximately 2.8 acres, 2 percent) are much more limited in the Neighborhood Study Area, providing a contrast to the Downtown Study Area. In addition, land use related to infrastructure and utilities is entirely absent in the Neighborhood Study Area.

Within the Combined Study Area (both Downtown and Neighborhood), residential uses are the prevailing land use at approximately 90.1 acres (34 percent), followed by public road

right-of-ways (approximately 53.3 acres, 20 percent) and commercial/mixed-use (approximately 34.9 acres, 13 percent).

**Table 1. Land Use**

Land Use	Downtown Study Area				Neighborhood Study Area				Combined Study Area			
	Area		Parcels		Area		Parcels		Area		Parcels	
	Acres	%	#	%	Acres	%	#	%	Acres	%	#	%
Park/Trail/Open Space	0.1	0.1%	1	0.5%	14.5	7.8%	7	0.9%	14.6	5.6%	8	0.8%
Residential	5.6	7.2%	20	9.3%	84.5	45.7%	546	74.0%	90.1	34.3%	566	59.5%
Commercial/Mixed-Use	21.2	27.2%	93	43.5%	13.7	7.4%	51	6.9%	34.9	13.3%	144	15.1%
Parking	10.6	13.6%	47	22.0%	2.8	1.5%	16	2.2%	13.4	5.1%	63	6.6%
Institutional/Cultural/Gov.	12.1	15.6%	18	8.4%	1.7	0.9%	5	0.7%	13.8	5.3%	23	2.4%
Indust./Warehouse/Storage	4.3	5.5%	18	8.4%	16.5	8.9%	33	4.5%	20.8	7.9%	51	5.4%
Infrastructure/Utilities	1.8	2.3%	2	0.9%	0.0	0.0%	0	0.0%	1.8	0.7%	2	0.2%
Vacant	3.7	4.8%	15	7.0%	16.3	8.8%	80	10.8%	20.0	7.6%	95	10.0%
Public Road ROWs	18.4	23.7%	NA	NA	34.9	18.9%	NA	NA	53.3	20.3%	NA	NA
<b>TOTAL</b>	<b>77.8</b>		<b>214</b>		<b>184.9</b>		<b>738</b>		<b>262.7</b>		<b>952</b>	

Source: City of Groversville Real Property Data as provided by Fulton County with minor updates by LaBella



**Downtown Groversville along North Main Street. Land use downtown is dominated by commercial and mixed uses.**



## EXISTING ZONING

Utilizing land-use based zoning since 1964, the City adopted its current zoning code in 2016, replacing its 1991 version. The City's zoning designations within the Downtown and Neighborhood Study Areas include Residential, Residential-Commercial, Commercial, and Manufacturing as well as Downtown Urban Core Form-Based Overlay District and Downtown Groversville Historic District. The locations of these districts are shown in Figure 4. An overview of each aforementioned zoning district – including various uses that are permitted or require special use permit or site plan review – is presented in Table 2. Please refer to the official zoning code for a complete listing of permitted, special, and prohibited uses by district as well as other accessory, design, density, bulk, and setback requirements.

**The majority of the Downtown Study Area is located within the Zoning Code's C: Commercial (85 percent) and the Downtown Urban Core Form-Based Overlay (90 percent) districts.**

The Form-Based Overlay was created in the 2016 Zoning Ordinance to encourage downtown development that features physical design consistent with the exiting downtown architectural style and development patterns, rather than the proposed use. Its goal is to facilitate the creation of a vibrant and walkable downtown that can serve as the region's commercial and cultural center. Specific standards, for both design and site plan review process, are set forth in the official zoning code to guide new downtown development.

**The City also has a Downtown Historic District, which encompasses about one third of the Downtown Study Area** and is located entirely within the Form-Based Overlay district. Without the approval of Historic Preservation Review Board, no person can alter the physical elements of properties located within the Historic District. This requirement applies to signage, lighting, and streetscape too. The City has a second Historic District called Kingsboro located in its northeast corner well outside both the Downtown and the Neighborhood Study Areas.

The rest of the Downtown Study Area in its northwest corner contains small portions of M: Manufacturing (13 percent) and R-C: Residential-Commercial (2 percent) districts.

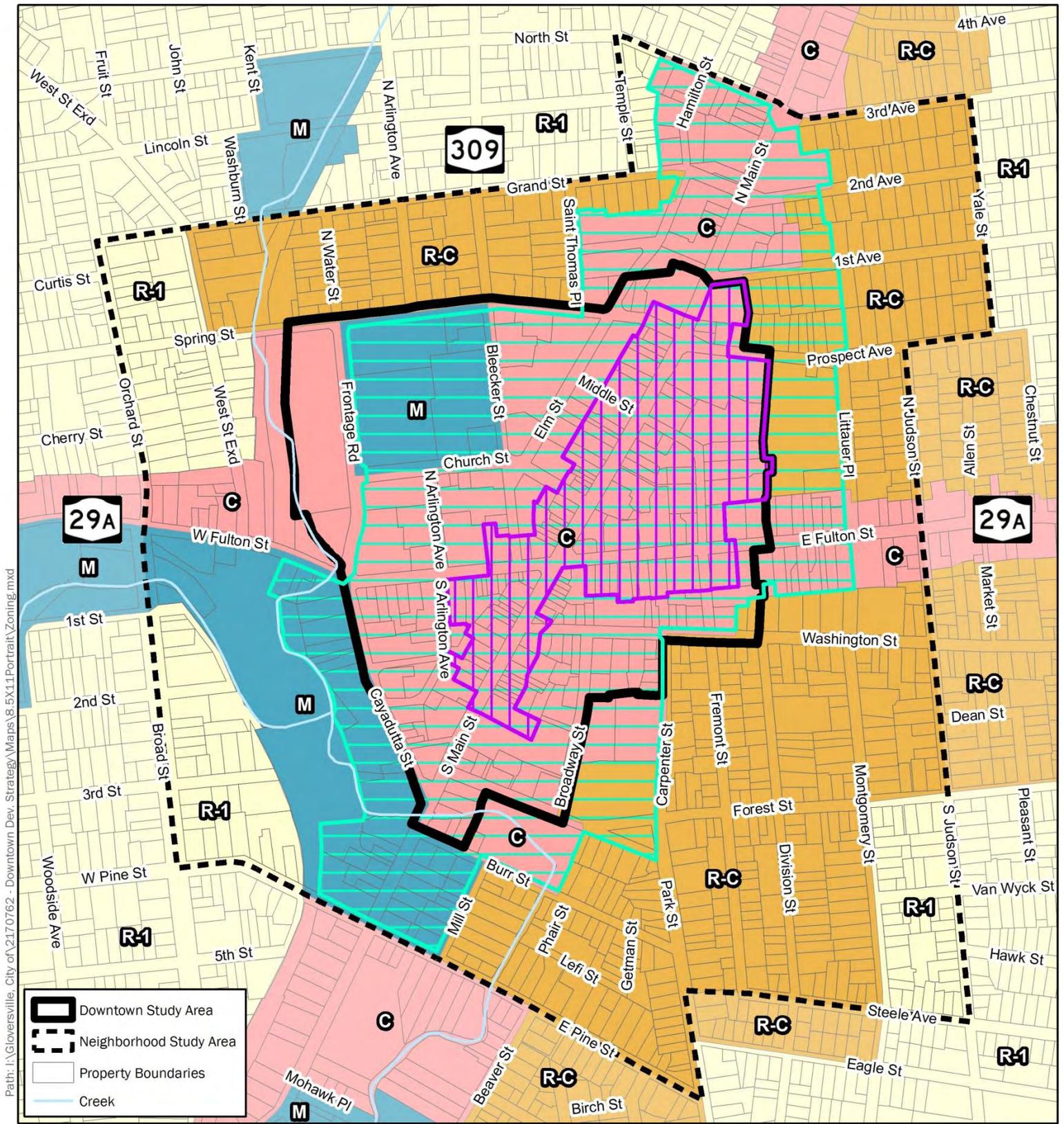
**On the other hand, the majority (55 percent) of the Neighborhood Study Area is located within the R-C: Residential-Commercial district. It does contain portions of R-1: Residential (16 percent) district on its periphery, C: Commercial (17 percent) and Form-Based Overlay (24 percent) districts around its core, and M: Manufacturing (13 percent) district in its southwest corner. No portion of the Historic districts is located within the Neighborhood Study Area.**

**The Combined Study Area (both Downtown and Neighborhood) consists of mostly Residential-Commercial (39 percent) and Commercial (37 percent) districts in addition to the Form-Based Overlay (43 percent).**

Table 2. Primary Zoning Districts

Zone	Permitted Uses (Summary)	Downtown		Neighborhood		Combined	
		Acres	%	Acres	%	Acres	%
R-1: Residential	<u>Permitted:</u> Dwelling (1-2 units), accessory structure <u>Special Use Permit:</u> Dwelling for the aging, daycare <u>Site Plan Review:</u> Dwelling group, place of worship, school, public park & playground, golf course or private country club, cemetery, nursing home, public utility, hospital & community health service, public library & museum	0	0.0%	29.3	15.8%	29.3	11.2%
R-C: Residential- Commercial	<u>Permitted:</u> Dwelling up to 4 units, home occupation, bed-and-breakfast, cottage industry, cottage retail, accessory structure <u>Special Use Permit:</u> Additional dwelling unit in an existing building, 5+ dwelling group, dwelling conversion for additional units, daycare, rooming house, veterinary office, kennel <u>Site Plan Review:</u> All listed for R-1 site review, funeral home, civic & social clubs, professional office, restaurant & tavern, confectionery or bakery, professional service business, bank, convenience store, gas station, cottage retail, cottage industry	1.4	1.8%	100.8	54.5%	102.2	38.9%
C: Commercial	<u>Permitted:</u> Dwelling (2-4 units), home occupation, bed-and-breakfast, cottage industry, cottage retail <u>Special Use Permit:</u> Dwelling (1 or 5+ units), additional dwelling unit in an existing building, day care, rooming house, change in building use, light industry, adult entertainment, conference center, drive-through, research laboratory, assisted living facility, warehouse, parking lot, veterinary office, utility-scale solar <u>Site Plan Review:</u> : All listed for R-C site review, mixed-use, retail service, restaurant & bar, hotel, theater, commercial/vocational school, government office, radio & TV studio, bus & taxi station, print shop & shipping store, brew pub, artist studio & art gallery, community health service, indoor recreation	66.4	85.3%	31.3	16.9%	97.7	37.2%
M: Manufacturing	<u>Permitted:</u> None <u>Special Use Permit:</u> Change in building use, cat rescue sanctuary <u>Site Plan Review:</u> : All listed for C principal (except dwelling, school, hospital), automobile repair, dry cleaning/laundry, research laboratory, manufacturing (electronic, surgical/dental, musical, rubber/plastic, food, cosmetics, pharmaceutical, fur, glass, leather, metals/stones, textiles, tobacco, wire, etc.), veterinary office, flammable liquid & recycling storage, rawhide tanning & storage, coal pocket, truck terminal, utility-scale solar <u>Prohibited:</u> junkyard, slaughterhouse, manufacturing of fertilizer or glue and fish/animal refuse refining	10	12.9%	23.3	12.6%	33.3	12.7%
Downtown Urban Core Form-Based Overlay	<u>Permitted:</u> Only development that is compatible with the physical form of the existing downtown property patterns <u>Special Use Permit:</u> Subject to underlying zoning district <u>Site Plan Review:</u> All development require site plan review <u>Prohibited:</u> Any development that is incompatible with the purpose of the district, objectionable to neighbors, or unsafe.	69.8	89.7%	43.5	23.5%	113.3	43.1%
Historic District	Any development in the Historic as well as the Form-Based Overlay districts require consultation with the Historic Preservation Review Board	25.2	32.4%	0	0.0%	25.2	9.6%

Source: City of Gloversville Zoning Ordinance via ecode 360 – Adopted in 2016. Accessed November 21, 2017.



Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\Zoning.mxd



DATE: MAY 2018

Sources:  
 1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County  
 2. Property Boundaries, Zoning Districts, Historic Districts, and Form Based Overlay District: Provided by Fulton County  
 3. Roads and Creek: Census Shapefiles from

- Zoning Districts**
- R-1 (Residential)
  - R-C (Residential/Commercial)
  - C (Commercial)
  - M (Manufacturing)
  - Form-Based Overlay District
  - Historic District

0 200 400 Feet

LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE**  
**DOWNTOWN DEVELOPMENT STRATEGY**  
 Figure 4. Existing Zoning

UNDERUTILIZED AND VACANT SITES

Underutilized and vacant properties were identified within the Downtown Study Area based on an evaluation of occupancy and property information. Underutilized properties are those which include a building that appears to be less than 50 percent occupied based on a site visit conducted by LaBella Associates on June 29, 2017. Many of these underutilized properties are located along North and South Main Street and contain potential mixed use buildings. Vacant properties are those which are (1) classified as vacant based on their Real Property Services land use code, (2) privately owned, and (3) not utilized as a parking lot, walk-through to a parking lot, park, or residential side yard.

**Based on the evaluation, the Downtown Study Area includes 59 properties categorized as underutilized or vacant properties.** Table 3 provides a summary of these 59 properties. Figure 5 shows the location of these properties.

**Fifty-three of the properties are classified as underutilized sites. The 53 underutilized properties encompass 12.5 acres and are assessed at more than \$5 million.** The underutilized properties include various mixed use properties, attached row buildings, former industrial/warehouse buildings, a former gas station, and a former office building, among others. Six of the properties are vacant sites. The six properties encompass 1.2 acres and are assessed at \$37,500. The vacant properties include grass land, and many likely had buildings that have since been demolished.

**Table 3. Underutilized and Vacant Sites**

Underutilized Sites				
Address	Parcel No.	Owner	Acreage	Total Assessment
83 Bleecker St	134.18-33-4	David Gambuzza	0.3	\$63,874
52 Church St	134.18-33-8	Belle GV LLC	2.9	\$309,900
84 Bleecker St	134.18-34-1	Al Catter	0.1	\$15,100
7 Elm St	134.18-34-9	Church of God of Prophecy	0.4	\$88,600
99 N Main St	134.18-35-4	The Stump City Club Inc	0.1	\$32,450
91 N Main St	134.18-35-6	Avanti Group Properties LLC	0.2	\$37,900
49 N Main St	134.18-35-13	J and M Clothiers Inc	0.2	\$99,800
43 N Main St	134.18-35-14	43-47 N Main St Corp	0.5	\$129,200
58 N Main St	134.18-37-1	Change of 1 Ministry	0.2	\$33,100
86 N Main St	134.18-37-3	Daniel Kewley	0.2	\$31,600
48 W Fulton St	149.6-3-3	Robert H. Fagant	0.2	\$35,400
21 N Main St	149.6-5-3	First Credit Corp of	0.1	\$152,300
17 N Main St	149.6-5-4	Harby Associates Inc	0.1	\$49,100
13 N Main St	149.6-5-6	John R. Castiglione	0.2	\$41,400
7 N Main St	149.6-5-9	George Abdella	0.1	\$42,200
39 N Main St	149.6-6-2	John J. Casey, Co-Trust	0.2	\$67,100
35 N Main St	149.6-6-3	Harby Associates Inc	0.1	\$42,100
33 N Main St	149.6-6-4	Louise Precopio	0.0	\$39,800
31 N Main St	149.6-6-5	Bruce Wood	0.0	\$49,000
29 N Main St	149.6-6-6	Snoopy Realty Inc	0.0	\$41,100

*Underutilized sites continue onto the next page.*

**DOWNTOWN DEVELOPMENT STRATEGY CITY OF GLOVERSVILLE**

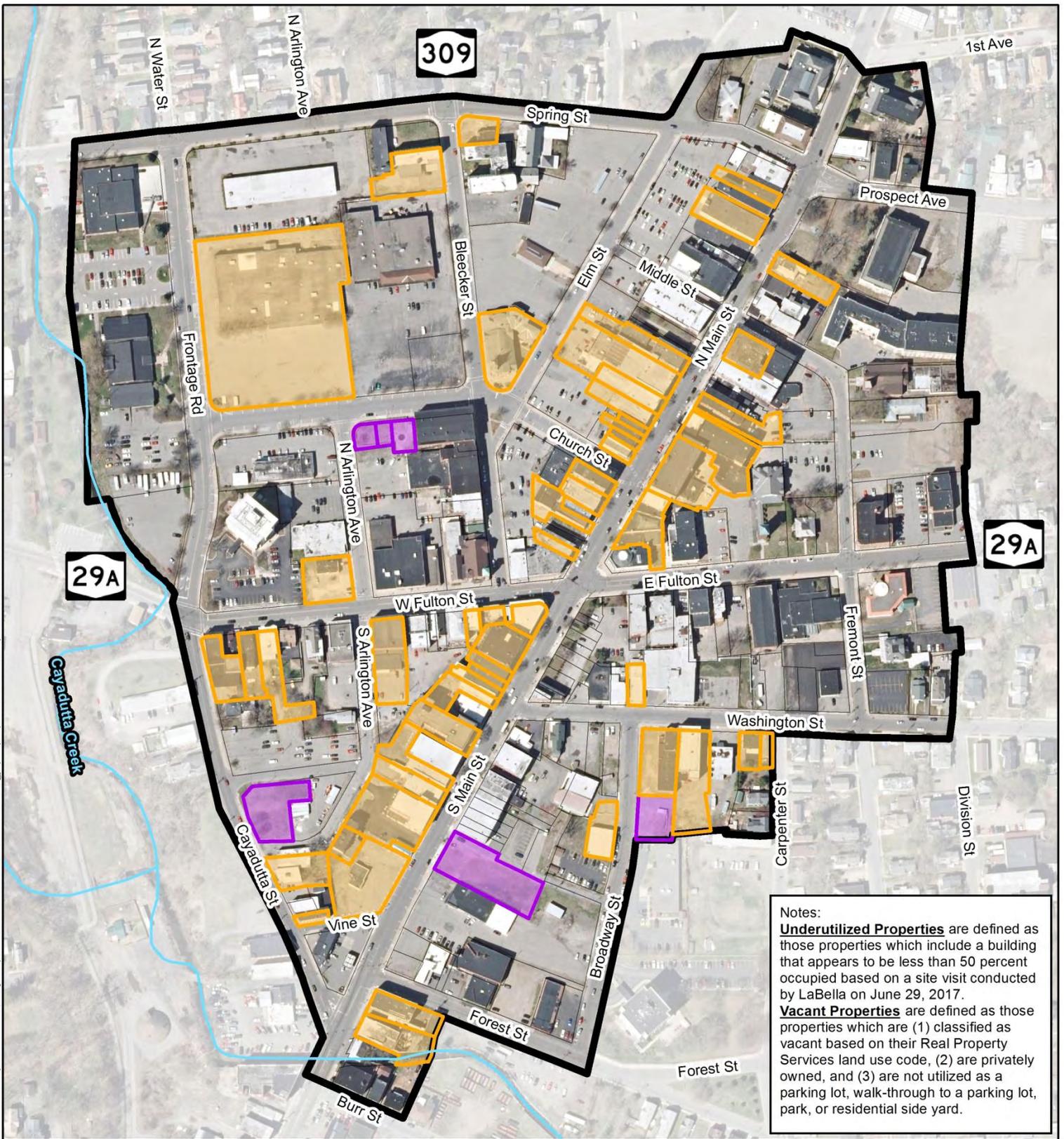
<i>Underutilized sites continued...</i>				
25 N Main St	149.6-6-7	Nita Realty and Holding	0.1	\$84,600
12 N Main St	149.6-7-11	Abhsm Holdings LLC	0.3	\$342,400
26 N Main St	149.6-7-13.1	Schine Memorial Hall LLC	0.4	\$121,200
42 N Main St	149.6-7-14	Gloversville Theatre Corp	0.4	\$70,000
44 N Main St	149.6-7-15	Anna Randazzo Mannino	0.2	\$93,000
71 W Fulton St	149.6-11-1	Jon C. Sardella	0.2	\$45,900
67 W Fulton St	149.6-11-3	Juan L. Jimenez	0.1	\$31,800
61 W Fulton St	149.6-11-4	Ocean State Realty Corp	0.2	\$73,500
43 W Fulton St	149.6-12-1	Salvation Army Inc	0.3	\$292,230
19 W Fulton St	149.6-12-5	Coates Enterprise LLC	0.1	\$45,600
15 W Fulton St	149.6-12-6	Bokan Holdings LLC	0.1	\$48,000
2 S Main St	149.6-12-8	Two Great Guys Realty Corp	0.1	\$39,000
12 S Main St	149.6-12-9	Two Great Guys Realty Corp	0.2	\$11,900
20 S Main St	149.6-12-10	Two Great Guys Realty Corp	0.1	\$7,000
22 S Main St	149.6-12-11	Two Great Guys Realty Corp	0.0	\$4,900
24 S Main St	149.6-12-12	Two Great Guys Realty Corp	0.1	\$6,900
26 S Main St	149.6-12-13	Two Great Guys Realty Corp	0.1	\$10,300
34 S Main St	149.6-12-15	Kingsboro Housing Development	0.2	\$1,522,300
46 S Main St	149.6-12-17.5	Frank P. Ambrose II	0.2	\$43,400
48 S Main St	149.6-12-18	Perrone Leathers Inc	0.2	\$56,300
0 S Main St	149.6-12-20.5	John J. Casey, Co-Trust	0.5	\$63,400
64 S Main St	149.6-12-23	Main/Prop LLC	0.5	\$58,500
16 Cayadutta St	149.6-12-27	Gunvant Kumar Patel	0.0	\$38,900
22 Cayadutta St	149.6-12-30.5	Eileen L. Arrow	0.2	\$95,700
31 S Arlington Ave	149.6-12-33	H.O.G. Industries Inc	0.1	\$35,000
17 Washington St	149.6-13-22	Scott Hohenforst	0.1	\$42,000
10 Broadway St	149.6-15-7	Two Great Guys Realty Corp	0.2	\$26,900
24 Washington St	149.6-16-3	JKMB Realty Inc	0.3	\$39,100
26 Washington St	149.6-16-4	Donald G. Young	0.4	\$42,000
38 Washington St	149.6-16-6	Gregory Young	0.1	\$38,800
40 Washington St	149.6-16-7	Ezra E. Chambers	0.0	\$14,300
87 S Main St	149.6-22-1	Jones & Naudin Realty Inc	0.2	\$130,000
93 S Main St	149.6-22-39	Victor R. Trippodo	0.3	\$28,900
<b>Total Underutilized Sites:</b>		<b>53 Properties</b>	<b>12.5</b>	<b>\$5,004,754</b>

<b>Vacant Sites</b>				
<b>Address</b>	<b>Parcel No.</b>	<b>Owner</b>	<b>Acreage</b>	<b>Total Assessment</b>
7 Broadway St	149.6-16-1	JKMB Realty Inc	0.2	\$7,700
43 Church St	149.6-4-2	Free Methodist Church of Gloversville	0.0	\$3,100
30 N Arlington Ave	149.6-4-1	Free Methodist Church of Gloversville	0.1	\$2,700
59 S Main St	149.6-15-24	Piseco Realty LTD	0.5	\$8,600
36 Cayadutta St	149.6-11-11.5	Albert M. Parillo	0.3	\$10,400
39 Church St	149.6-4-3	Free Methodist Church of Gloversville	0.1	\$5,000
<b>Total Vacant Sites:</b>		<b>6 Properties</b>	<b>1.2</b>	<b>\$37,500</b>

<b>Underutilized and Vacant Sites</b>				
<b>Total:</b>		<b>59 Properties</b>	<b>13.7</b>	<b>\$5,042,254</b>

Source: City of Gloversville Real Property Data as provided by Fulton County; Underutilized and vacant properties chosen by LaBella based on site visits and property information.

Path: I:\Gloversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\Underutilized\vacant.mxd



Notes:  
**Underutilized Properties** are defined as those properties which include a building that appears to be less than 50 percent occupied based on a site visit conducted by LaBella on June 29, 2017.  
**Vacant Properties** are defined as those properties which are (1) classified as vacant based on their Real Property Services land use code, (2) are privately owned, and (3) are not utilized as a parking lot, walk-through to a parking lot, park, or residential side yard.

**LaBella**  
 Powered by partnership

DATE: MAY 2018

Sources:  
 1. Downtown Study Area Boundary: Created by LaBella using parcel boundaries provided by Fulton County  
 2. Roads and Creek: Census Shapefiles from TIGER/Line database  
 3. Property Utilization: Determined by LaBella based on a site visit conducted on June 29, 2017 and based on the definition found in the notes above  
 4. Aerial background: NYS DOP 2017 Fulton County Orthoimagery Type: 12" Resolution 4 band Digital.

**Downtown Study Area**

**Creek**

**Property Utilization\***

- Underutilized
- Vacant
- Utilized

N  
 W —+— E  
 S

0 100 200 Feet

LaBella Project No:  
 2170762

**CITY OF GLOVERSVILLE**  
**DOWNTOWN**  
**DEVELOPMENT**  
**STRATEGY**

**Figure 5. Underutilized and Vacant Sites**

## TRANSPORTATION SYSTEMS

The City of Gloversville has multiple transportation systems that enable people and goods to move around, into, and out of the downtown. They include roadways, airports, railroads, trails, and sidewalks. This section also provides a discussion on downtown parking needs.

### Roadway

A major arterial called Main Street bisects the Study Areas from northeast to southwest. On the other hand, State Highway 29, a minor arterial locally known as Fulton Street, bisects the Study Areas from west to east. The intersection of these arterials acts as the geographical anchor of the Study Areas and the focal point of downtown revitalization efforts.

According to the New York State Department of Transportation Urban Functional Classification System (Figure 6), Main Street is a "principal arterial other," which serves the major centers of activity of a metropolitan area by carrying a high proportion of the total urban area travel on a minimum mileage. State Highway 29 (Fulton Street) is classified as a "minor arterial" which interconnects with and augments the principal arterial system in addition to providing service to trips of moderate length at somewhat lower of travel mobility than principal arterials. Another minor arterial called Broad Street services the western border of the Neighborhood Study Area. Multiple "major collectors" also service the Study Areas, enabling typically slower and shorter intra-county travel routes: State Highway 309 (Bleecker Street and Frontage Road), Prospect Avenue, Spring Street, Washington Street, Carpenter Street, Park Street, and East Pine Street.



Signage for State Highway 29 (Fulton Street) at its' intersection with N and S Main Street

The City of Gloversville is not a popular destination for travelers as the heaviest traffic (Annual Average Daily Traffic, AADT) occurs on State Highway 30A outside of Gloversville City boundaries (Figure 7). Each AADT count represents a single vehicular trip made on an average day. Unsurprisingly within the Study Areas, Main and Fulton Streets exhibit the highest AADT counts ranging from about 4,000 to 7,000 (Table 4).

**Table 4. Annual Average Daily Traffic Counts, Major Routes in Downtown and Neighborhood Study Areas in 2015**

Road	Section	AADT
N Main St	Fulton Street to North Street	6,763
S Main St	Fulton Street to Broad Street	6,807
State Highway 29 (W Fulton St)	Gloversville West City Boundary to State Highway 309 Frontage Road	4,193
State Highway 29 (W Fulton St)	State Highway 309 Frontage Road to N Main Street	3,989
State Highway 29 (E Fulton St)	N Main Street to Kingsboro Avenue	5,898
State Highway 309 (Bleecker St)	W Fulton Street to Spring Street	1,538
Cayadutta Street	S Main Street to W Fulton Street	2,681
Broad Street	S Main Street to W Fulton Street	2,408
Frontage Road	W Fulton Street to Spring Street	1,801
Spring Street	Spring Street to Bleecker Street	2,611
Prospect Street	N Main Street to Kingsboro Avenue	1,921
Washington Street	S Main Street to Carpenter Street	1,564
Park Street	S Kingsboro Avenue to Forest Street	2,376
E Pine Street	S Main Street to Beaver Street	2,206

Source: NYSGIS Clearinghouse, NYSDOT 2015 AADT GIS Shapefile

The overall pavement condition of the downtown roads is very good. According to a site evaluation performed in June 2017, about 90 percent of roads primarily located in the Downtown Study Area have an anticipated service life of at least 4-6 years before mill and fill surface treatment will be necessary. The anticipated service life can be extended with preventative maintenance such as crack sealing and pothole repairs. No evaluation has been performed for the Neighborhood Study Area.

Aside from private vehicles, public transit buses also utilize the City streets (Figure 8). The Gloversville Transit System (GTS) provides public transportation service on three routes: City of Gloversville, Industrial Parks/FMCCC, and Amsterdam. The City of Gloversville route makes stops all over the City including Nathan Littauer Hospital and Walmart in the Hannaford Plaza. The Industrial Parks/FMCCC route enables Gloversville residents to conveniently travel to popular destinations and employment centers within or near its immediate neighbor, the City of Johnstown – specifically Fulton-Montgomery Community College, Lexington Center, Price Chopper, Crossroads Industrial Park, and Johnstown Industrial Park. The Amsterdam route connects the City of Gloversville with a farther neighbor to its southeast, the City of Amsterdam, with intermediate stops at the Fulton County YMCA,

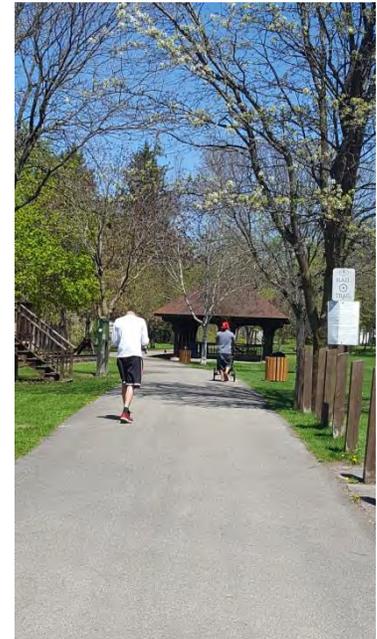
Vail Mills hamlet, and Town of Perth. All three bus routes frequent the downtown area on Main and Fulton Streets.

Moreover, a bus station serviced by intercity private bus carriers like Greyhound and Trailways is located downtown at the intersection of State Highway 29A (W Fulton Street) and West Street.

### Airport, Railroad, and Trail

Other intercity transportation systems near Gloversville include airports and railroads. The nearest local airport (Fulton County Airport) is approximately 5 miles away and the nearest international airport (Albany International Airport) is approximately 45 miles away. The closest passenger rail station is the Amtrak station located in the City of Amsterdam, which is approximately 12 miles away.

The City has a defunct railway that has been transformed into a multi-use recreational trail called the Fonda, Johnstown, and Gloversville (FJ&G) Rail Trail (Figure 8). This paved trail for pedestrians and bicyclists runs north and south for 8 miles through the Cities of Johnstown and Gloversville, specifically the western portion of the Neighborhood Study Area. The City is currently looking for an opportunity to create a bike and pedestrian corridor that can link the recreational trail with the downtown.



**Users enjoy the FJ&G Rail Trail**

### Sidewalk

While the City has not yet installed bike lanes on roadways, the Downtown and Neighborhood Study Area have an extensive sidewalk system (Table 5). Concrete sidewalks typically exist on both sides of the streets. Within the Downtown Study Area, the sidewalks are in a good condition overall. The aforementioned June 2017 site evaluation found only 20 percent of the sidewalks in need of replacement due to disrepair or steep slopes not in compliance with the American Disability Act (ADA) standards. While sidewalks along Main and Fulton Streets need minimal maintenance, some minor streets require sidewalk improvements for more convenient pedestrian access. Like the roadway pavement condition, no evaluation was performed for sidewalks located in the Neighborhood Study Area.

**Table 5. Major Streets, Multi-Modal, On-Street Parking, and Roadway Condition Data in Only Downtown Study Area**

Street Name*	On-Street Parking	Sidewalks/Bike Lanes	General Roadway Condition
State Highway 30A (N Main St)	Both Sides	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
State Highway 30A (S Main St)	Both Sides (north of Cayadutta) West Side (south of Cayadutta)	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
State Highway 29 (W Fulton St)	South Side (west of Bleecker)	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
State Highway 29 (E Fulton St)	North Side	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
State Highway 309 (Bleecker St)	West Side	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
Cayadutta Street	None	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
Frontage Road	East Side (south of Church) Both Sides (north of Church)	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
Spring Street	None	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
Prospect Street	None	Sidewalks: Both Sides (Complete) No Bike Lanes	Good
Washington Street	North Side (west of Broadway and a small stretch between Fremont and Division in front of residential homes) None (east of Broadway)	Sidewalks: Both Sides (Complete) No Bike Lanes	Good

Note: \*Noted characteristics are only for sections of the roadways located within the Downtown Study Area  
Source: Google Aerial Imagery and Street View, Site Visits, LaBella Associates

### Parking

Aside from plenty of sidewalks and no bike lanes, parking space availability also influences the transportation mode of choice for Gloversville residents and visitors. Within the Downtown Study Area, on-street parking is available along State Highways and a couple of side streets (Table 5). In fact, on-street parking is available on both sides of Main Street where most commercial and mixed-use properties are clustered. In addition to on-street parking, the Downtown Study Area offers approximately 10.6 acres (47 parcels) devoted solely to parking lots (Table 1). Most parking lots are located immediately behind commercial and mixed-use properties along Main Street. Some of the downtown institutions and governmental agencies also have surface parking lots on their properties.

To better understand the level of downtown parking convenience, an in-depth analysis of parking supply and demand was conducted for the Downtown Study Area only. The analysis aimed to capture the dynamic range of parking needs in different parts of the downtown by splitting the Downtown Study Area into five sectors (Figure 9). Within each sector, the parking demand was estimated based on individual building use and occupancy data, and the

parking supply was the total of on-street and off-street parking space counts. The detailed methodology can be found at the end of this section.

According to the analysis, the Downtown Study Area currently lacks an adequate combined supply of public and private parking spaces for the majority of the downtown.

Overall, the Downtown Study Area currently has approximately 1,113,000 ft<sup>2</sup> of occupied space, which requires a parking demand of 2,682 spaces. Unfortunately, there is an adjusted supply of only 2,009 parking spaces in the Downtown Study Area – leading to an overall parking shortage of 673 spaces (Table 6). In other words, the downtown core is in need of about one-third (33%) increase in the supply of both public and private parking spaces.

This finding is contrary to the general public’s perception of convenient parking availability near downtown destinations according to both resident and business owner surveys conducted in Fall 2017. This discrepancy can be attributed to different peak times of downtown businesses that help distribute parking demand over the course of the day, despite an overall parking supply deficit. Also, some downtown businesses are underutilized or not performing well, resulting in fewer visitors and less parking demand. But to plan successful revitalization efforts while accounting for uncertainty and future fluctuations, it is recommended that the City takes the conservative approach of estimating parking demand based on the average business capacity and performance observed in other small community downtowns.

This parking stress is not distributed equally throughout the Downtown Study Area (Chart 1). Only three (Sectors 1, 3, and 5) out of five sectors have parking deficits, ranging from -459 spaces in Sector 3 to -63 spaces in Sector 1. On the other hand, Sectors 2 and 4 have adequate supply with a small excess of 17 spaces each. These two sectors are however close to full capacity.

**Table 6. Parking Demand and Supply (both private and public) in Downtown Study Area**

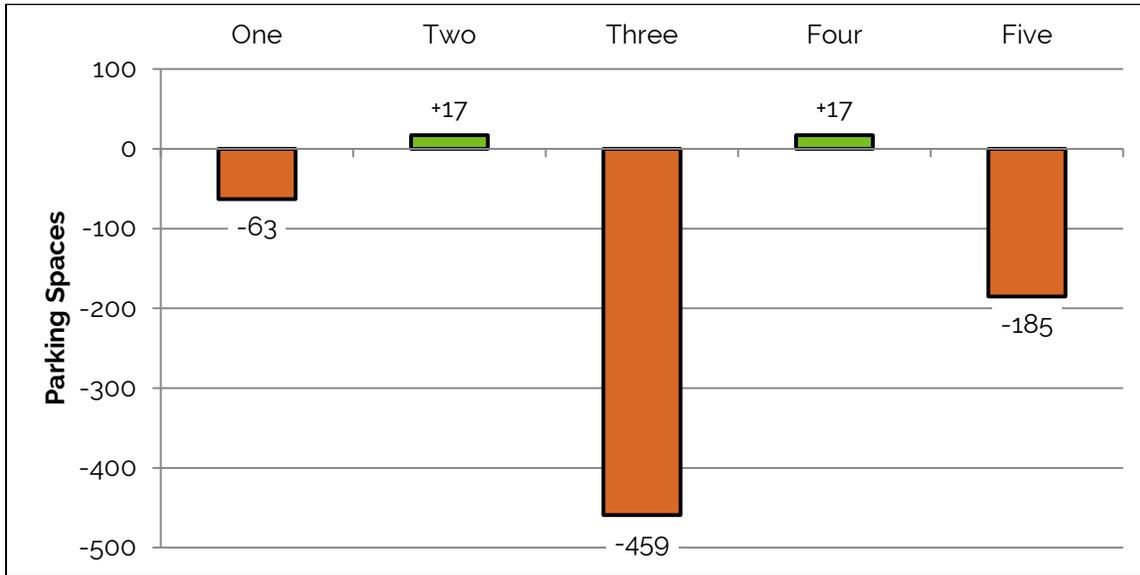
Parking Sector	Parking Demand*		Parking Supply			Parking Surplus or Deficit	
	Maximum	Current	On-Street	Off-Street	Total Adjusted^	Current	Potential
One	880	680	95	591	617	-63	-263
Two	808	432	39	462	449	17	-359
Three	1,023	772	60	288	313	-459	-710
Four	594	429	79	417	446	17	-148
Five	700	369	40	165	184	-185	-516
<b>TOTAL</b>	<b>4,005</b>	<b>2,682</b>	<b>313</b>	<b>1,923</b>	<b>2,009</b>	<b>-673</b>	<b>-1,996</b>

Notes: \* Maximum parking demand denotes the parking availability requirement if all buildings are at full capacity, and current parking demand represents the number of necessary parking spaces given the current building occupancy percentages.

^ Total supply multiplied by 0.9 to account for spaces that may be lost to snow, temporary construction, or other factors.

Source: City of Groversville Real Property Data as provided by Fulton County, Google Aerial Imagery and Street View, EagleView/Pictometry Imagery, Site Visits by LaBella Associates

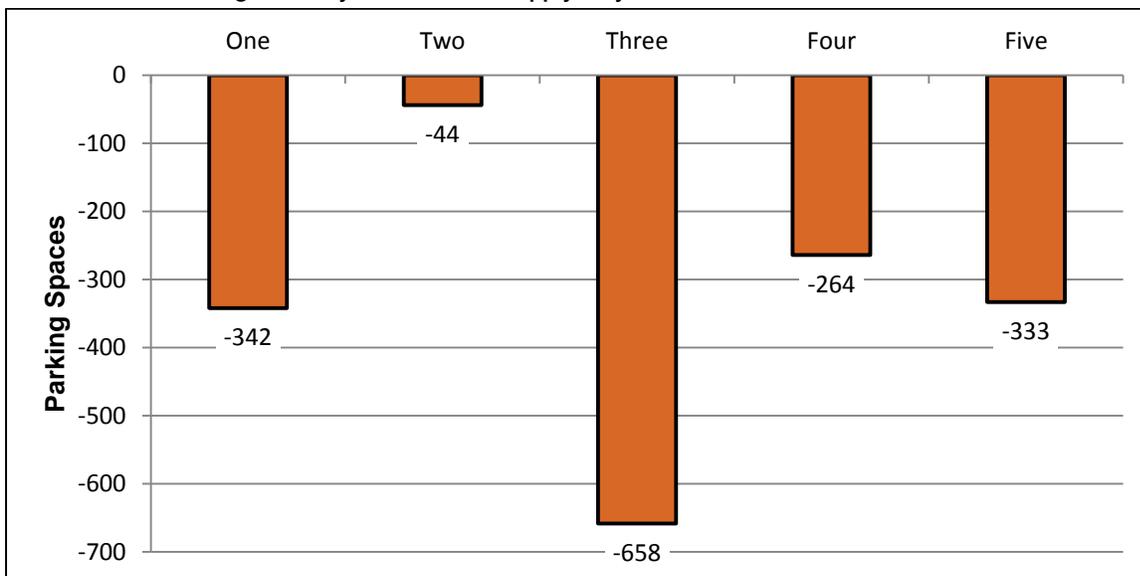
**Chart 1. Current Parking Surplus/Deficit by Sector (Public & Private Supply)**



Source: City of Groversville Real Property Data as provided by Fulton County, Google Aerial Imagery and Street View, EagleView/Pictometry Imagery, Site Visits by LaBella Associates

The parking stress significantly worsens if only public parking supply is considered (Chart 2). Across all sectors of the Groversville Downtown Study Area, public parking supply alone cannot meet the current parking demands of occupants and visitors. The deficits range from -658 spaces in Sector 3 to -44 spaces in Sector 2. Strategic abundance of public parking will be crucial to attracting visitors to downtown Groversville since not every visitor will have access to private parking.

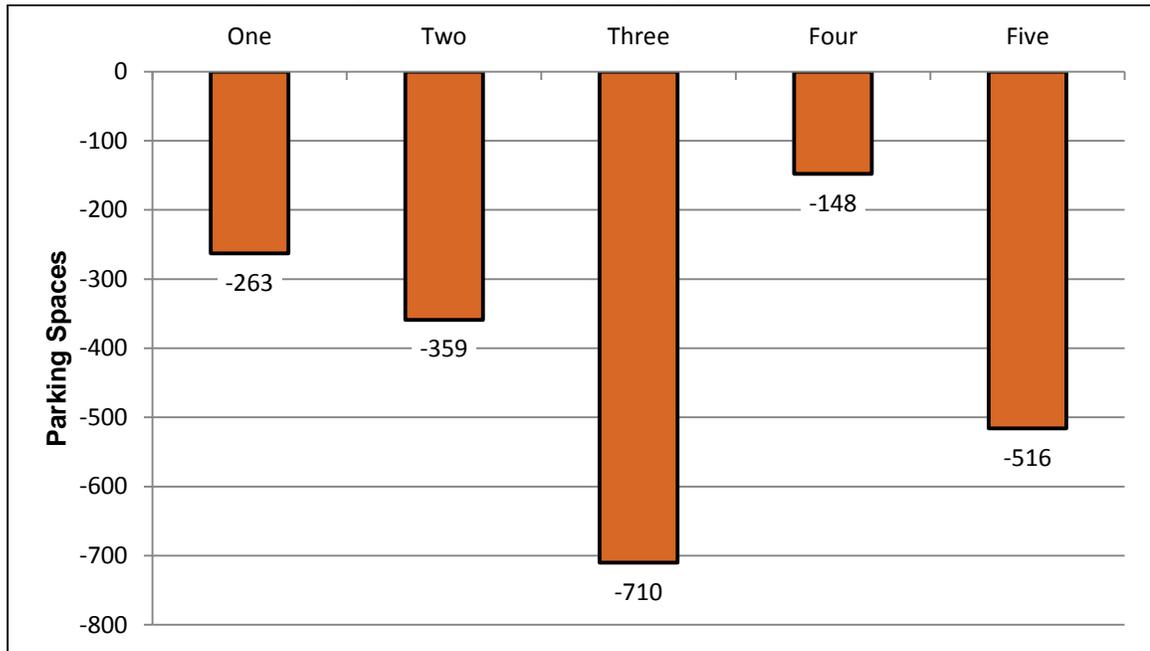
**Chart 2. Current Parking Deficit by Sector (Public Supply Only)**



Source: City of Groversville Real Property Data as provided by Fulton County, Google Aerial Imagery and Street View, EagleView/Pictometry Imagery, Site Visits by LaBella Associates

Increased parking supply is necessary as the City plans to redevelop downtown properties as well as attract more visitors. At full (100%) building occupancy with maximum parking demand, all five sectors will have significant parking shortages – ranging from -148 spaces to -710 spaces – given the current supply of both public and private parking spaces (Table 6 and Chart 3).

**Chart 3. Potential Parking Deficit by Sector (Private & Public Supply)**



Source: City of Gloversville Real Property Data as provided by Fulton County, Google Aerial Imagery and Street View, EagleView/Pictometry Imagery, Site Visits by LaBella Associates

It is unlikely that all of the 1,802,000 square feet of both occupied and vacant properties in the Downtown Study Area will be filled with homes and businesses. Some buildings are in severe disrepair, and significant amounts of resources must be invested for these buildings to become safe for occupation again. However, any successful redevelopment efforts in the North Main Street corridor will exacerbate the parking shortage in Sector 3 and create a shortage in Sectors 2 and 4. Finding parking in Sector 5 will also become increasingly difficult with increased occupants and visitors, especially since it currently has no designated public parking spaces.

Downtown revitalization efforts will need to provide solutions to current parking deficits and those anticipated in the future. Potential solutions may include conversion of vacant spaces to new shared parking lots or even updates to zoning requirements for parking. Regardless of approach, parking solutions need to be strategically designed to eliminate parking deficits based on location and nearby building/land use while maximizing downtown footprint for homes, businesses, public spaces, and tax revenue for the City.

Below are parking standards and statistics developed specifically for small community downtowns from three resources: The Parking Handbook for Small Communities (John Edwards, ITE), The Dimensions of Parking (Urban Land Institute, National Parking Association), and Parking Spaces (Mark Childs). When appropriate, values have been adjusted for inflation. The following insights provided will shape parking solution ideas for downtown Gloversville.

- Construction cost of surface parking averages approximately \$2,000-\$3,500 per space, and parking structure (e.g. garage) construction cost is generally \$12,000-\$22,000 per space.
- Cost associated with debt service and maintenance of a parking space is approximately \$150-200 per month.
- Shared parking (i.e. multiple building/land uses utilize a common parking lot) can lead to 10-40 percent reduction in the number of required parking spaces, resulting in savings of approximately \$15,000 per parking space.
- If a parking lot has a deficit and no other lot exists within 200 feet of 85-90 percent of building occupancies, a new parking lot needs to be constructed to accommodate the overflow.
- Time limit must be strategically imposed on most downtown parking spaces. The typical time limit is 2 hours, but in areas of high intensity and density, limits of 1 hour and 30 minutes should be implemented, especially in areas of high turnover like banks.
- Enforcement must be fair and consistent to encourage a high level of compliance and efficiency.

### Parking Analysis Methodology

---

#### **DEMAND**

Parking demand is defined as the number of parking spaces needed to serve a particular building or land use. The demand estimation technique involved:

- Estimating the square footage of all buildings within the Downtown Study Area boundaries
- Identifying use and occupancy status of each floor of each building
- Multiplying square footage of total existing and currently occupied space by appropriate parking generation rate

Parking generation rates, which are based on industry standards and real-life observations, suggest the quantity of parking spaces required typically for 1,000ft<sup>2</sup> of space for a specific building or land use. While parking cost or alternative travel modes were not considered in calculating parking demand, parking generation rates utilized in this analysis are tailored to the "downtown" environment. Downtown rates differ from "non-downtown" rates since downtown visitors often make multiple stops once parked and downtown property owners share parking lots.

Based on shared parking guidance in The Parking Handbook for Small Communities and The Dimensions of Parking, the parking generation rates (per 1,000 ft<sup>2</sup> unless otherwise noted) utilized in this analysis were:

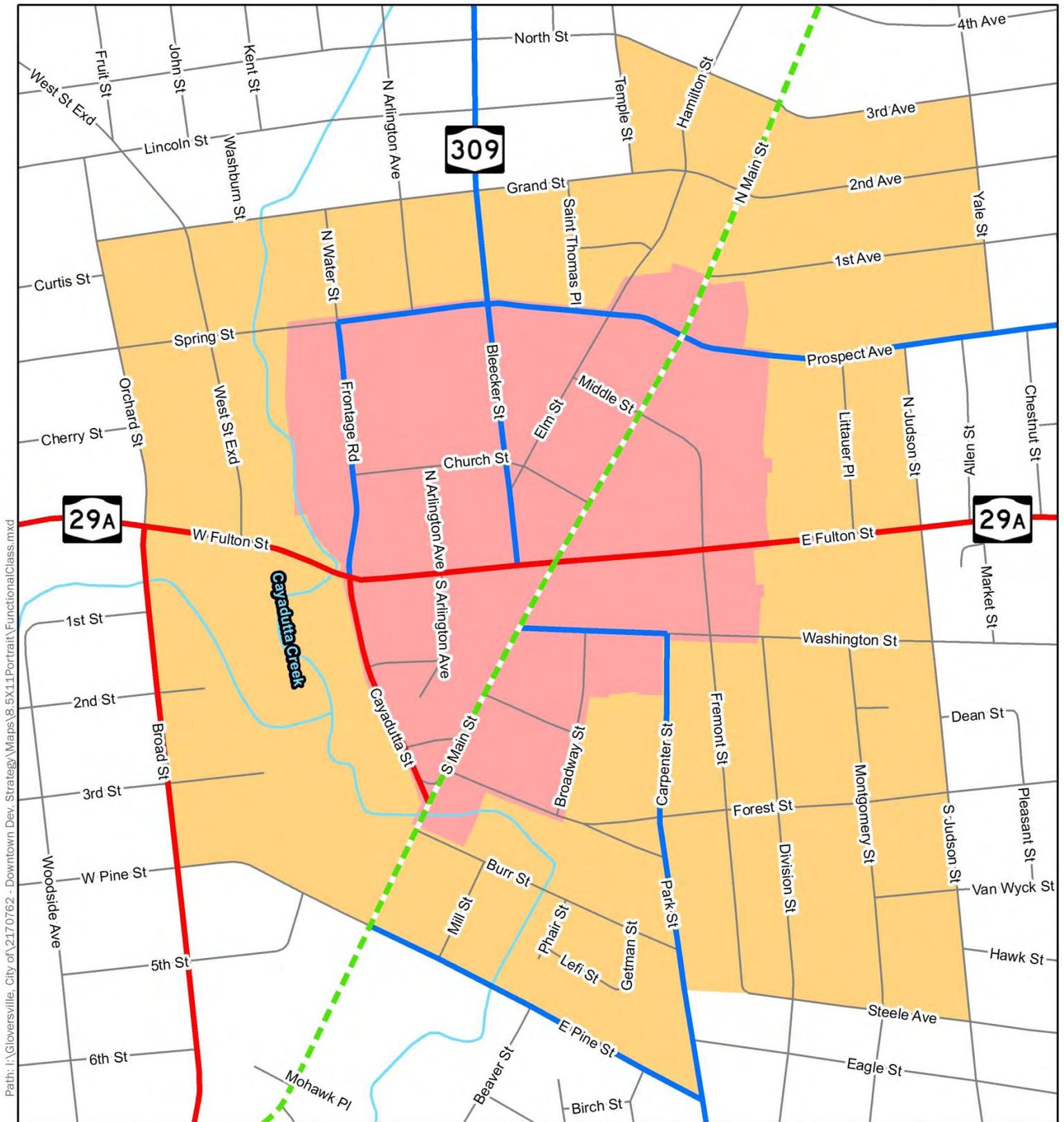
- Office Space 2.2
- Retail Space 2.0
- Apartment/Residence 2.0 per unit
- Community Center/Library 2.0
- Emergency Response 2.5
- Medical Office/Funeral Home 2.5
- Bank/Post Office 3.0
- Church/Synagogue 3.0
- Autobody Shop 3.0
- Car Dealership 4.0
- Restaurant/Bar 10.0
- Performance Theatre 0.25 per seat
- Warehouse/Manufacturing 1.0
- Miscellaneous 1.0

Few properties were assigned fixed parking requirement numbers since they present unique mixed-use building or land.

**SUPPLY**

Total parking supply is the summation of all on-street parking, surface lot, and private parking spaces as confirmed by site visits (June 2017), Google Street View (October 2014), and EagleView/Pictometry aerial imagery (November 2010).

The total count was then adjusted by multiplying by a factor of 0.9 to capture the effective supply – the required number of available parking spaces to avoid the perception of inadequate supply. The effective supply accounts for any loss in the total supply due to: snow, temporary construction, wayfinding obstacles, operation inefficiency, and other causes.



Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\FunctionalClass.mxd

**LaBella**  
 Powered by partnership.

DATE: MAY 2018

Sources:  
 1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County  
 2. Roads and Creek: Census Shapefiles from TIGER/Line database  
 3. Functional Classification duplicated from NYSDOT's

Downtown Study Area  
 Neighborhood Study Area  
 Creek  
**Functional Classification**  
 Principal Arterial Other  
 Minor Arterial  
 Major Collector  
 Other Roadways

N  
 W —+— E  
 S

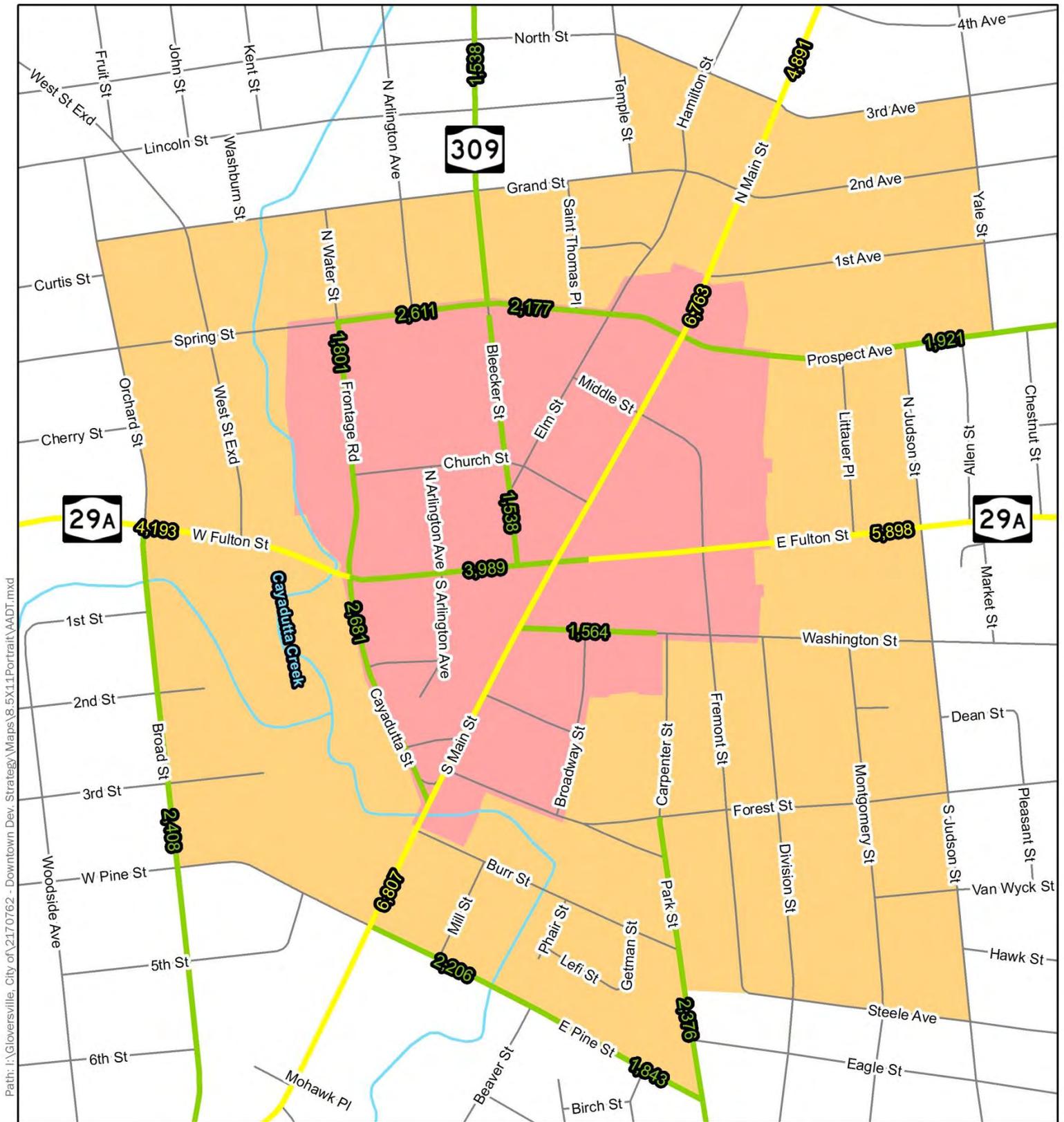
0    200    400 Feet

LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE**

**DOWNTOWN  
DEVELOPMENT  
STRATEGY**

**Figure 6. Functional  
Classification**



Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\AADT.mxd



DATE: MAY 2018

- Sources:
1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County
  2. Roads and Creek: Census Shapefiles from TIGER/Line database
  3. Annual Average Daily Traffic: NYSDOT via NYS GIS

- Downtown Study Area
  - Neighborhood Study Area
  - Creek
- AADT Counts for 2015 (NYSDOT)**
- 1,501 - 4,000
  - 4,001 - 10,000
  - Other Roadways (No AADT Data)

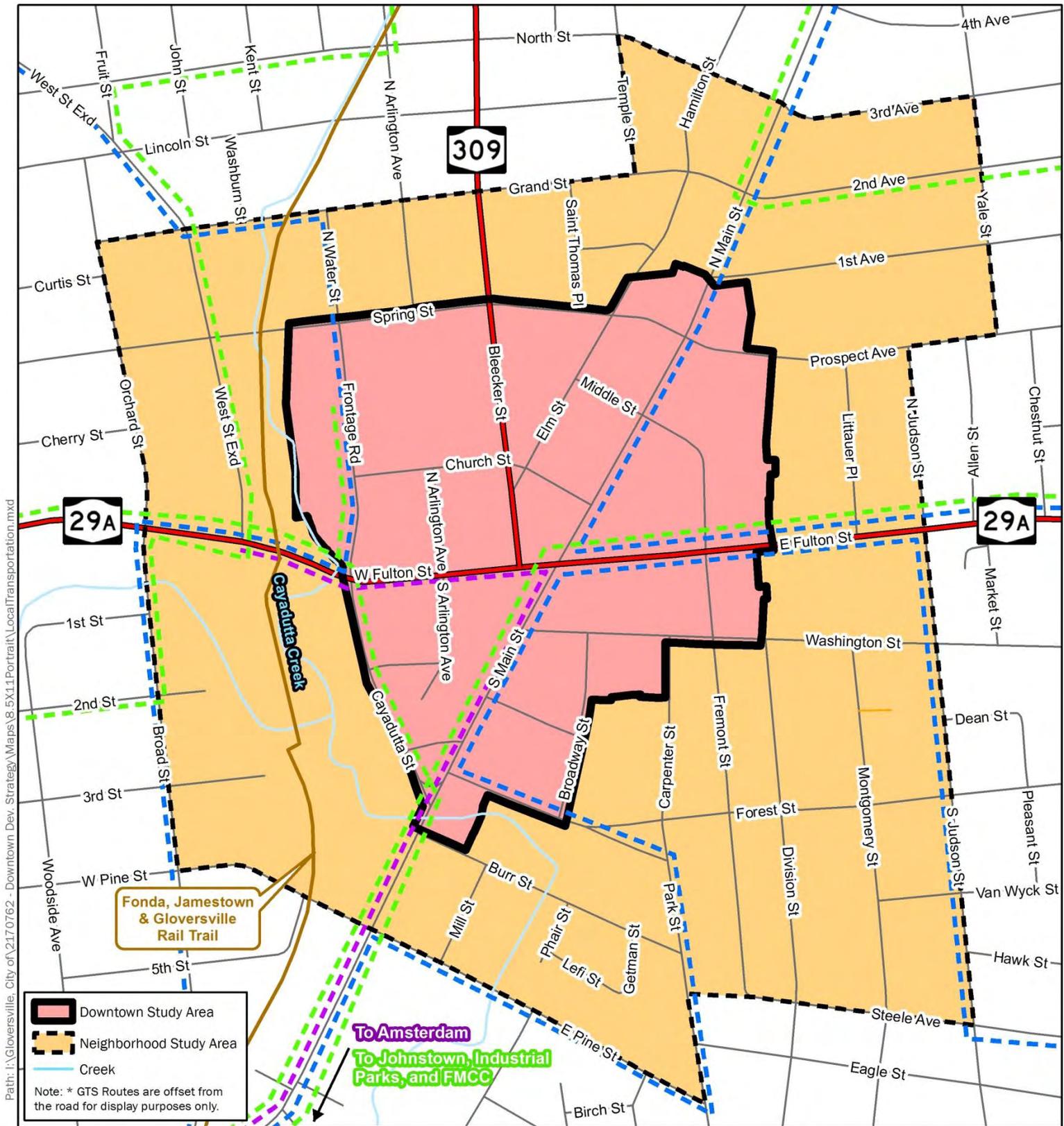


0 200 400 Feet

LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE  
DOWNTOWN  
DEVELOPMENT  
STRATEGY**

**Figure 7. Annual Average  
Daily Traffic (AADT)**



Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\LocalTransportation.mxd

**LaBella**  
Powered by partnership

DATE: MAY 2018

Sources:  
 1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County  
 2. Roads and Creek: Census Shapefiles from TIGER/Line database  
 3. Groversville Transit System: Digitized by LaBella from maps provided by the Mobility/Transit Manager of the City of Groversville and from online descriptions  
 4. Multi-Use Trail System: Created by LaBella from

**Roads**

- State Highway
- Local Road
- Private Road

**Groversville Transit System (Bus Routes)\***

- City of Groversville Route
- Amsterdam Route
- Industrial Parks/FMCC Route

**Multi-Use Trail System**

- FJ&G Rail Trail

North arrow and scale bar (0, 200, 400 Feet)

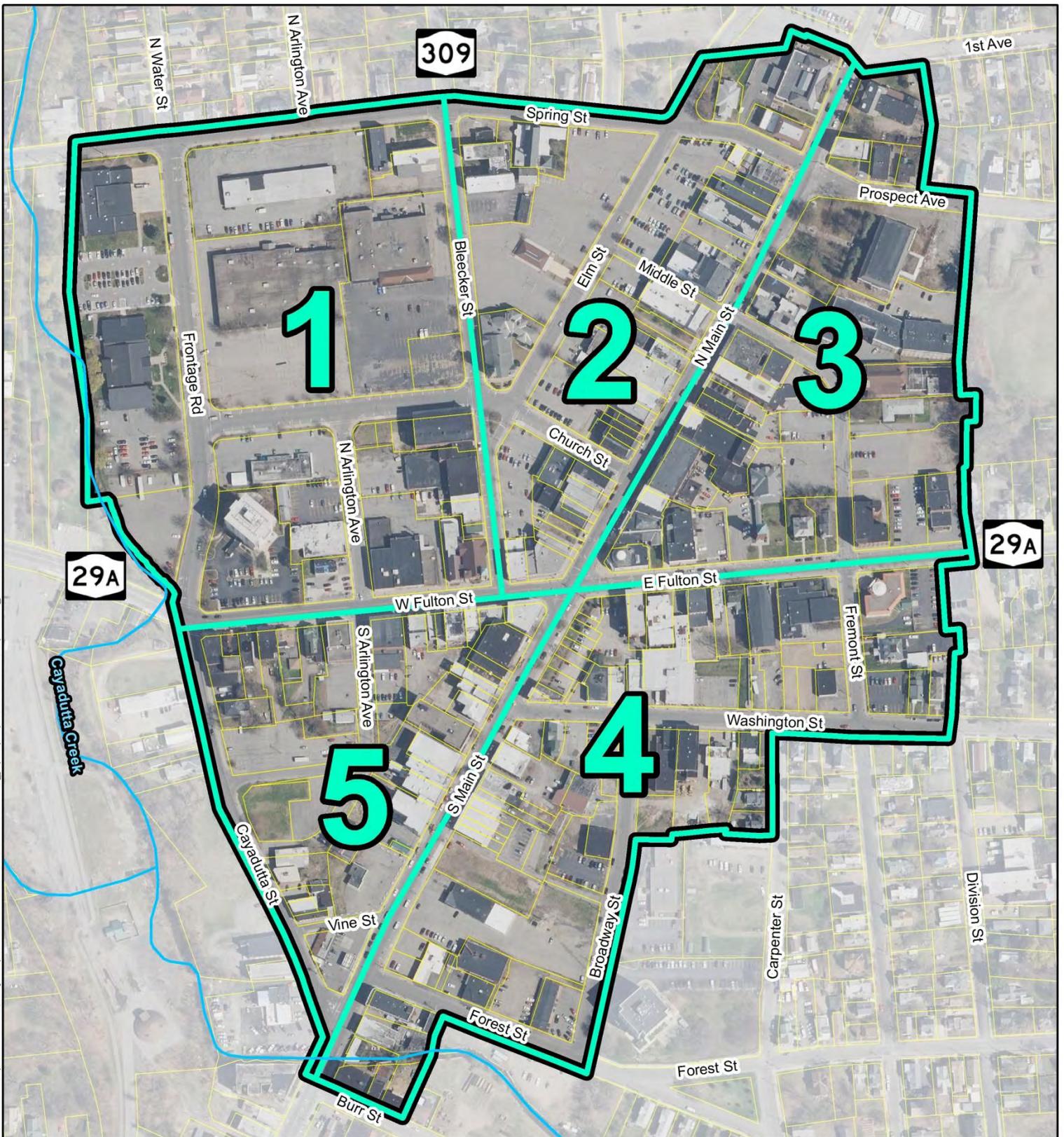
LaBella Project No: 2170762

**CITY OF GROVERSVILLE**

**DOWNTOWN DEVELOPMENT STRATEGY**

**Figure 8. Local Transportation Systems**

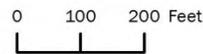
Path: I:\Gloversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\ParkingSector.mxd



DATE: MAY 2018

- Sources:
1. Downtown Study Area Boundary: Created by LaBella using parcel boundaries provided by Fulton County
  2. Property Boundaries: Provided by Fulton County
  3. Roads and Creek: Census Shapefiles from TIGER/Line database
  4. Aerial background: NYS DOP 2017 Fulton County Orthoimagery Type: 12" Resolution 4 band Digital.

-  Downtown Study Area
-  Property Boundaries
-  Creek
-  Parking Sector Boundary



LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE**  
**DOWNTOWN**  
**DEVELOPMENT**  
**STRATEGY**

**Figure 9. Parking Sector**  
**Boundaries**

## INFRASTRUCTURE AND UTILITY SYSTEMS

The City of Gloversville's residents and businesses have access to a comprehensive suite of public infrastructure and private utility services including public water, public sewer, public stormwater system, telecommunications, natural gas, and electric.

### Water

Courtesy of Gloversville Water Works, potable water is made available for residential, commercial, and industrial consumption throughout the City (Figure 10). The water supply source consists of various nearby reservoirs including Cameron, Jackson Summit, and Dixon in the Town of Mayfield, Port and Rice in the Town of Johnstown, and Lake Edward in the Town of Bleecker. The City's water system has 935,000,000 gallons of available storage in their reservoirs. A new 2.5 million gallon (MG) pre-stressed concrete water storage tank will be constructed in 2018 to replace the existing offline 1.2 MG tank. Built in 1939 and upgraded multiple times since, its existing water treatment plant's capacity is 8 million gallons per day (MGD) with an average daily use of only 1.8 to 2.0 MGD. The City experienced no water quality violation from 2012 to 2016 according to the most recent Annual Water Quality reports.

The water system within both the Downtown and Neighborhood Study Areas has adequate pressure and volume for daily water needs and fire protection. The water system consists of 4 inch through 16 inch diameter water mains. The static pressures vary from a low of 80 pounds per square inch (psi) to a high of 94 psi, and fire flows range from 920 gallons per minute (gpm) to 2,570 gpm at a residual pressure of 20 psi.

The water department has a hydrant replacement program in which 10 to 12 hydrants are replaced every year including hydrant gate valves if necessary. The water system has no capacity issues or immediate needs for water infrastructure replacement. However, due to the age of the existing water mains, the City is planning a water main replacement program in the future.

### Sanitary Sewer

The City of Gloversville also provides public sewer services to properties along most portions of roads located within the Combined Study Area (Figure 11). Based on a 1987 map provided by the Department of Public Works, most of the Combine Study Area's sanitary sewer system has adequate capacity to fulfill the City's daily sewer needs. The system consists of 8 inch through 13 inch diameter vitrified clay sewer mains and brick sanitary sewer manholes (Figure 10). Occasional stretches contain smaller (4 to 6 inch diameter) and bigger (15 to 36 inch diameter) sewer mains. Most of the bigger sewer mains are located within the west side of the Neighborhood Study Area, roughly following the Cayadutta Creek trajectory. Currently, a CCTV inspection program is underway to confirm the condition of the sewer mains.

The wastewater treatment plant serving the City has adequate capacity and remains in relatively good condition. The City's waste water flow is metered with a flume located

adjacent to the rail trail near Parkhurst Field. The average daily wastewater flow is 3.0 to 3.6 MGD. Waste water from the City flows to the Gloversville-Johnstown Joint Wastewater Treatment Facility which is designed to treat 13.8 MGD. Based on the Year 2016 Annual Report, the total average daily flow rate for 2016 was 5.2 MGD. The plant is currently undergoing an upgrade to eliminate odors – installation of Contact Absorption Settling Thickening System.

Although the sanitary sewer system is aged, the City anticipates no capacity issue or need for replacement with recent upgrades and maintenance.

---

### Stormwater System

The City also provides a stand-alone stormwater management system. Collecting stormwater runoff from catch basins and manholes, the system minimizes flooding in the streets and discharges the stormwater to Cayadutta Creek.

Based on a 1968 map provided by the Department of Public Works, the Combined Study Area's stormwater system consists of a combination of reinforced concrete and vitrified clay storm sewer mains as well as brick catch basins and manholes. A July 2016 Stormwater Infrastructure study prepared by Lamont Engineers stated, "the majority of the City's stormwater infrastructure dates back to the 1940's, it is likely that many of the structures date back even earlier."

Approximately 50 percent of the catch basins within the Downtown and Neighborhood Study Areas require replacement. The City has a crew dedicated to repairing damaged catch basins at a rate of 25 to 30 units per year for the next 30 years.

Although the system is aged, the City anticipates no capacity issue or need for replacement of the mains.

---

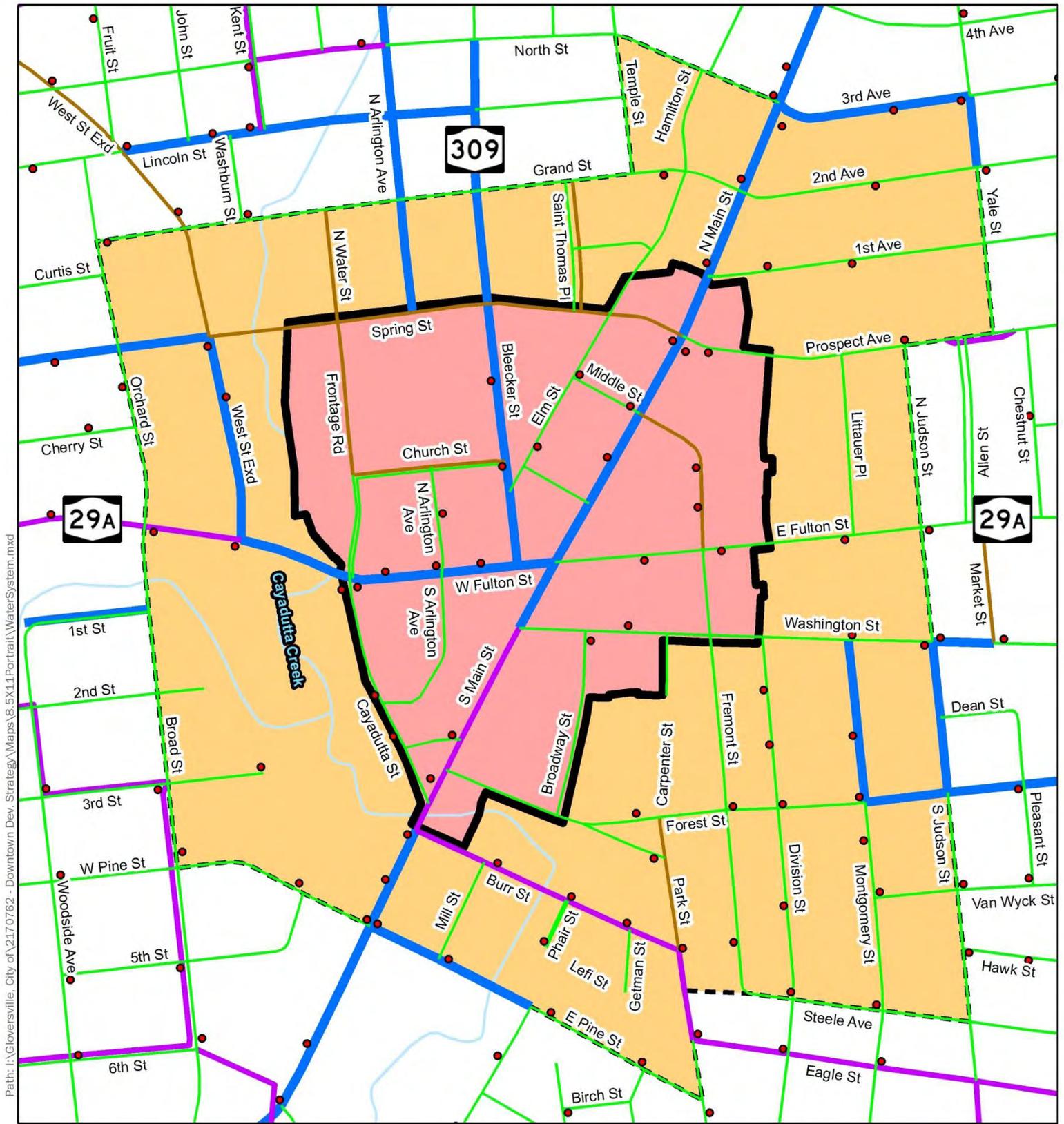
### Telecommunications

For Gloversville residents and businesses, Spectrum (Time Warner Cable) and Frontier Communications are the primary providers of high speed internet, phone, and cable TV services. The most reliable mobile phone network providers are AT&T, Verizon, and Sprint.

---

### Other Utilities

National Grid provides natural gas and electric service for the City of Gloversville. The City is located in National Grid's Load Zone F, which may benefit from a community solar energy farm to be developed in the Helderberg Hilltowns of Albany County.



Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\WaterSystem.mxd

**LaBella**  
 Powered by partnership

DATE: MAY 2018

Sources:  
 1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County  
 2. Roads and Creek: Census Shapefiles from TIGER/Line database  
 3. Water Lines and Fire Hydrants: Obtained from the

**Legend**

- Downtown Study Area
- Neighborhood Study Area
- Property Boundaries
- Creek

**Potable Water (Approx. Locations)**

- 4 to 6 inch diameter Water Lines
- 8 to 10 inch diam. Water Lines
- 12 to 14 inch diam. Water Lines
- 16 to 20 inch diam. Water Lines
- Fire Hydrant

N  
W —+— E  
S

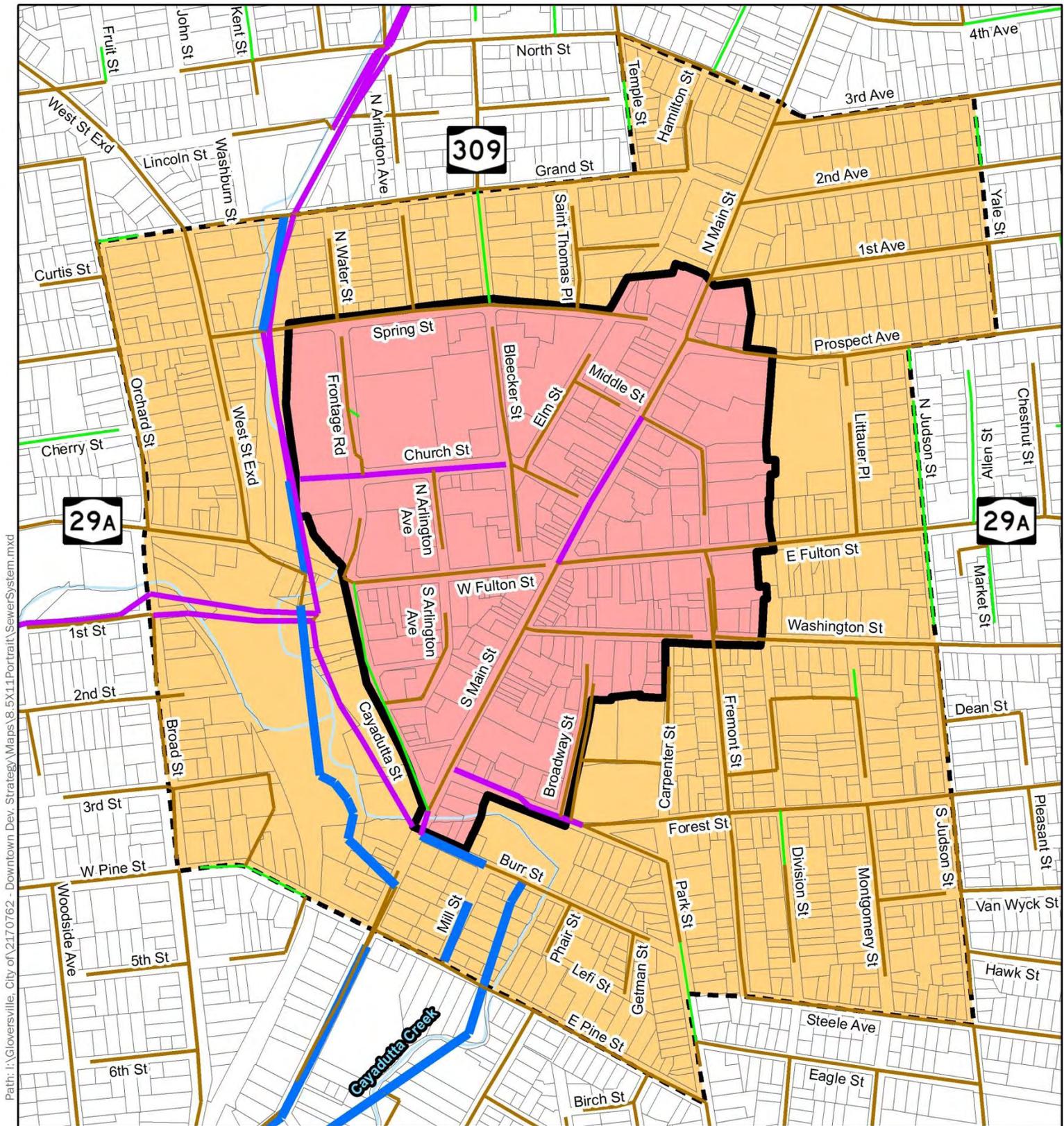
0    200    400 Feet

LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE**

**DOWNTOWN  
DEVELOPMENT  
STRATEGY**

**Figure 10. Utilities -  
Potable Water System**



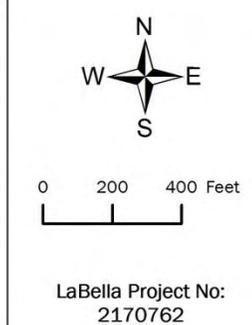
Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\SewerSystem.mxd



DATE: MAY 2018

Sources:  
 1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County  
 2. Roads and Creek: Census Shapefiles from TIGER/Line database  
 3. Sanitary Sewer Lines: Obtained from the Fulton

-  Downtown Study Area
  -  Neighborhood Study Area
  -  Property Boundaries
  -  Creek
- Sanitary Sewer (Approx. Locations)**
-  4 to 6 inch diameter Sewer Lines
  -  8 to 13 inch diam. Sewer Lines
  -  15 to 22 inch diam. Sewer Lines
  -  24 to 36 inch diam. Sewer Lines



**CITY OF GLOVERSVILLE**  
**DOWNTOWN DEVELOPMENT STRATEGY**  
 Figure 11. Utilities - Sanitary Sewer System

---

**PROPERTY OWNERSHIP**

Private individuals and businesses own the overwhelming majority of the land in the Combined Study Area (Table 7). Private land ownership is highly prevalent in the Neighborhood Study Area at approximately 85 percent of the total land acreage and 95 percent of the total parcels. The City of Gloversville does own approximately 10 percent of the land where the FJ&G Rail Trail, parks, a playground, and vacant properties are located. But other public and quasi-public entities own very little land (less than 2 percent).

The division between private and public land (acreage) ownership is much more balanced for the Downtown Study Area: 61 percent private and 39 percent public and quasi-public. Within the Downtown Study Area, the City of Gloversville owns the largest amount of land – 9.2 acres or 16 percent of total acreage – among the public and quasi-public entities. The City’s downtown properties are devoted to mostly government buildings and parking lots. Non-profit and religious organizations own the next largest share of the land among the public and quasi-public entities. For example, the Ambulance Service of Fulton, YMCA, Salvation Army, a synagogue, and various churches are scattered throughout the Downtown Study Area.

Despite all these public and quasi-public landowners, private entities own the majority of the land in the Downtown Study Area (61 percent). Those who live or work in Gloversville own the majority (approximately 49 percent) of the downtown private properties. Additionally, approximately 27 percent of downtown private properties belong to land owners who live or work in the Town of Broadalbin, City of Johnstown, or Town of Lake Pleasant. Some of the biggest private properties located in the Downtown Study Area are a 5-story apartment complex and a shopping center featuring a Family Dollar, a car rental business, and a Chinese restaurant.

**DOWNTOWN DEVELOPMENT STRATEGY CITY OF GLOVERSVILLE**

**Table 7. Property Ownership**

Ownership	Downtown Study Area				Neighborhood Study Area				Combined Study Area			
	Acres		Parcels		Acres		Parcels		Acres		Parcels	
	#	%	#	%	#	%	#	%	#	%	#	%
<b>Public and Quasi-Public</b>												
City of Gloversville	9.2	15.5%	12	5.6%	14.4	9.6%	9	1.2%	23.6	11.3%	21	2.2%
Gloversville Housing Authority	1.2	2.0%	1	0.5%	1.9	1.3%	1	0.1%	3.1	1.5%	2	0.2%
Gloversville Public Library	0.6	1.0%	1	0.5%	0.2	0.1%	1	0.1%	0.8	0.4%	2	0.2%
Gloversville Water Board	1.6	2.7%	3	1.4%	0	0.0%	0	0.0%	1.6	0.8%	3	0.3%
Gloversville Urban Renewal Agency	0	0.0%	0	0.0%	1.1	0.7%	3	0.4%	1.1	0.5%	3	0.3%
Fulton County	0.9	1.5%	4	1.9%	1.5	1.0%	9	1.2%	2.4	1.1%	13	1.4%
Fulton County Center for Regional Growth	0.8	1.3%	1	0.5%	0	0.0%	0	0.0%	0.8	0.4%	1	0.1%
Fulton Montgomery Regional Chamber of Commerce	0.1	0.2%	1	0.5%	0	0.0%	0	0.0%	0.1	0.0%	1	0.1%
New York State	0	0.0%	0	0.0%	1.2	0.8%	2	0.3%	1.2	0.6%	2	0.2%
U.S. Post Office	0.8	1.3%	1	0.5%	0	0.0%	0	0.0%	0.8	0.4%	1	0.1%
Non-Profit / Religious Org.	8	13.5%	22	10.3%	2.9	1.9%	14	1.9%	10.9	5.2%	36	3.8%
<b>Sub-total of Public and Quasi-Public</b>	<b>23.2</b>	<b>39.1%</b>	<b>46</b>	<b>21.5%</b>	<b>23.2</b>	<b>15.5%</b>	<b>39</b>	<b>5.3%</b>	<b>46.4</b>	<b>22.2%</b>	<b>85</b>	<b>8.9%</b>
<b>Private</b>	<b>36.2</b>	<b>60.9%</b>	<b>168</b>	<b>78.5%</b>	<b>126.7</b>	<b>84.5%</b>	<b>699</b>	<b>94.7%</b>	<b>162.9</b>	<b>77.8%</b>	<b>867</b>	<b>91.1%</b>
<b>Total</b>	<b>59.4</b>		<b>214</b>		<b>149.9</b>		<b>738</b>		<b>209.3</b>		<b>952</b>	

Source: City of Gloversville Real Property Data as provided by Fulton County with minor updates by LaBella



**The Glove Theatre is a non-profit property in Downtown Gloversville**



## NATURAL, CULTURAL, AND RECREATIONAL RESOURCES

Natural, cultural, and recreational resources present within the Study Areas have shaped how people have lived and worked in the City of Gloversville. They preserve the history and character of the City as well as provide fish habitat, nutrient cycling, scenic views, and other ecosystem services. Essential to the identity and quality of life for the City, these resources – presenting both constraints and opportunities – will continue to guide the City's future development. Details of significant natural, cultural, and recreational resources are provided below, and Figures 13 through 15 locate these resources within the boundaries of the Downtown and Neighborhood Study Areas.

### Cayadutta Creek

Cayadutta Creek is the most important water resource for the City of Gloversville. The Creek traverses through the west side of the City, hugging the western boundary of the Downtown Study Area (Figure 13). A tributary to the Creek connects with a federally regulated freshwater pond called West Millpond, which is located further west of the City.

Flowing southward, Cayadutta Creek discharges into the Mohawk River near the Village of Fonda in Montgomery County. The first dwellings of the community that grew into the City of Gloversville were sited on the Creek's banks since the stream provided a ready supply of freshwater and fish.

The Creek today is protected by the New York State Department of Environmental Conservation (NYSDEC) as a Class C(T) stream for its capacity to support a trout population. Any disturbance to its bed and banks will require a NYSDEC permit. On the other hand, the Creek's tributary connecting to the West Millpond is classified as an unprotected Class C stream – most suitable for fishing and non-contact recreation – and will not require a NYSDEC permit for disturbance.

The Creek and its tributary are both considered federally-designated riverine wetlands classified as R2UBH since they are both permanently flooded, lower perennial, riverine wetlands with unconsolidated bottoms. Any disturbance to these two waterbodies will require coordination with the U.S. Army Corps of Engineers. No other wetland (Federal- and State-regulated) or water body is evident in the Study Areas.

### Flood Areas

While Cayadutta Creek was a driving force behind Gloversville's historic developmental patterns, flood areas surrounding the Creek will act as a constraint on future (re)development, especially within the Neighborhood Study Area. Special Flood Hazard Areas (otherwise known as 100-year flood zones) designated by the U.S. Federal Emergency Management Agency (FEMA) are located within or near the Cayadutta Creek banks (Figure 14). These flood zones have a one percent chance of flooding each year. Also, a portion of the Neighborhood

## **DOWNTOWN DEVELOPMENT STRATEGY CITY OF GLOVERSVILLE**

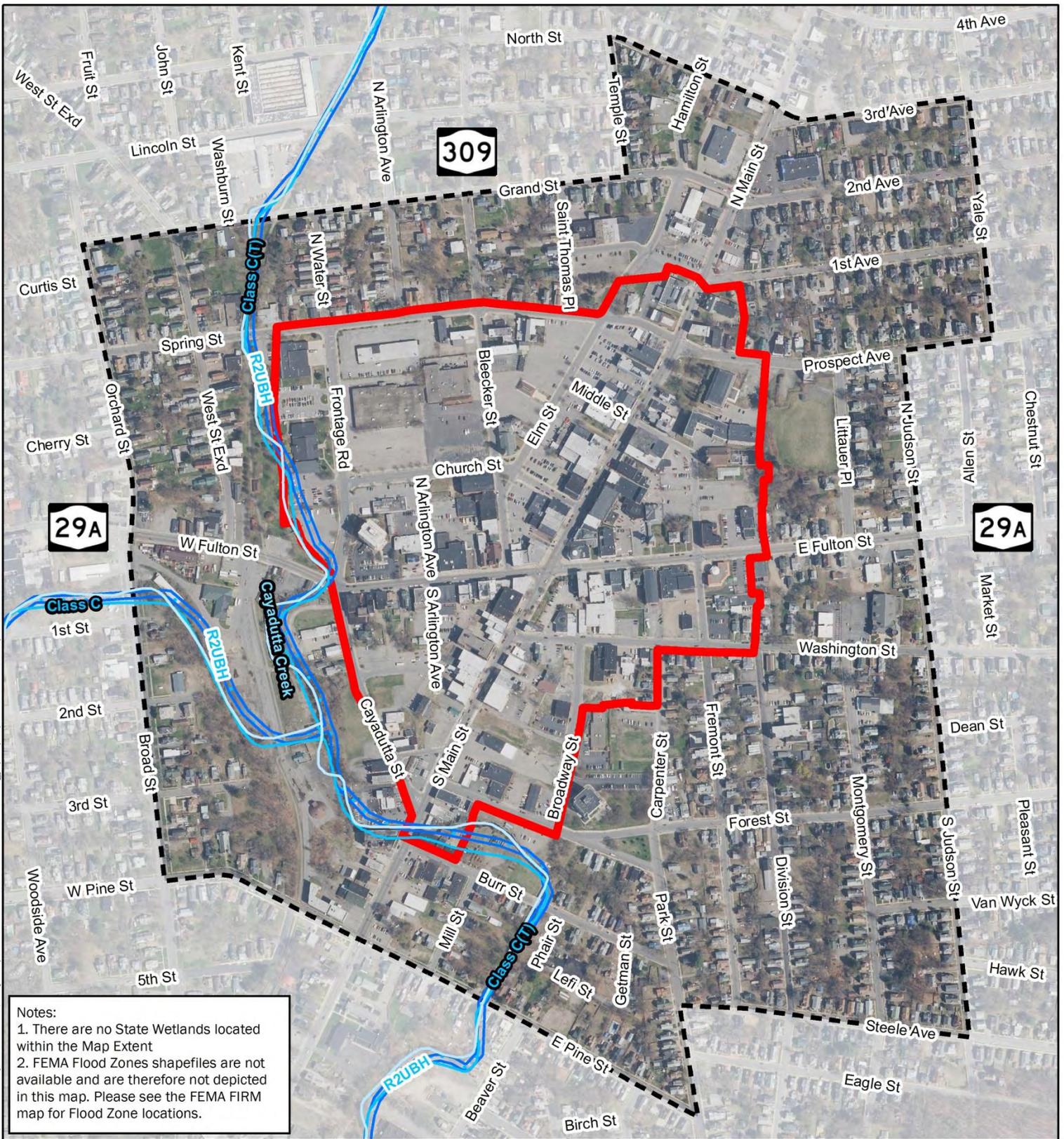
Study Area, which is bounded by FJ&G Rail Trail, Mill Street, and Burr Street, is located within a 500-year flood zone (0.2 percent annual chance flood).

To protect properties and human lives, the City of Gloversville requires that any development proposed in a Special Flood Hazard Area comply with standards and procedures set forth in the Chapter 150 of its zoning code. The City also participates in the National Flood Insurance Program, which provides federally backed flood insurance to property owners living in communities with approved floodplain regulations. The City's local floodplain administrator is the City Engineer, and (s)he can authorize development in a floodplain through a permit issuance after evaluating its compliance.



**Cayadutta Creek is an outstanding natural resource in the downtown**

Path: I:\Gloversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\NaturalResources.mxd



**Notes:**  
 1. There are no State Wetlands located within the Map Extent  
 2. FEMA Flood Zones shapefiles are not available and are therefore not depicted in this map. Please see the FEMA FIRM map for Flood Zone locations.

**LaBella**  
 Powered by partnership  
 DATE: MAY 2018

Sources:  
 1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County  
 2. Roads and Creek: Census Shapefiles from TIGER/Line database  
 3. Federal Classification: Obtained from National Wetland Survey - US Fish & Wildlife Service  
 4. State Classified Waterbodies: Obtained from NYSGIS Clearinghouse  
 5. State Wetlands: Obtained from CUGIR  
 6. Aerial background: NYSDOP 2014 Fulton County

**Legend**

- Downtown Study Area
- Neighborhood Study Area
- Creek (More Accurate Location)

**Federal Classification**

- Riverine

**State Classification**

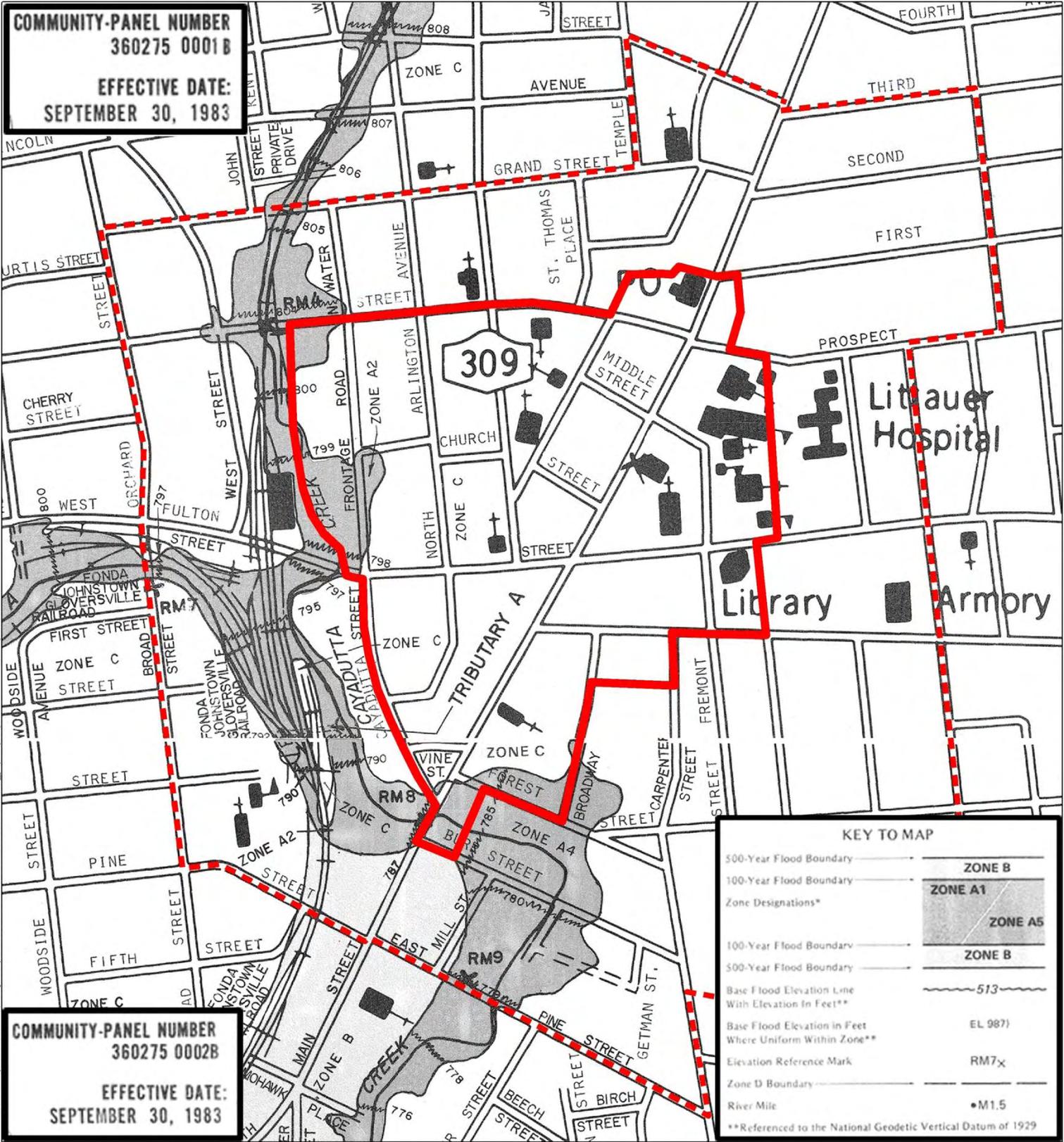
- Classified Waterbodies (Approx. Location)
- State Wetland (None in Map Extent)

N  
W —+— E  
S

0    200    400 Feet

LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE**  
**DOWNTOWN DEVELOPMENT STRATEGY**  
 Figure 13. Natural Resources



**COMMUNITY-PANEL NUMBER**  
360275 0001B

**EFFECTIVE DATE:**  
SEPTEMBER 30, 1983

**COMMUNITY-PANEL NUMBER**  
360275 0002B

**EFFECTIVE DATE:**  
SEPTEMBER 30, 1983

**KEY TO MAP**

500-Year Flood Boundary	-----	<b>ZONE B</b>
100-Year Flood Boundary	-----	<b>ZONE A1</b>
Zone Designations*		<b>ZONE A5</b>
100-Year Flood Boundary	-----	<b>ZONE B</b>
500-Year Flood Boundary	-----	<b>ZONE B</b>
Base Flood Elevation Line With Elevation in Feet**	~~~~~513	
Base Flood Elevation in Feet Where Uniform Within Zone**		EL 987)
Elevation Reference Mark		RM7x
Zone D Boundary	-----	
River Mile		•M1.5

\*\*Referenced to the National Geodetic Vertical Datum of 1929

Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8\_5X11-Portrait\FIRM.mxd

**LaBella**  
Powered by partnership

DATE: MAY 2018

Sources:  
1. FEMA FIRM Panel Number 360275 0001B Effective September 30, 1983.  
2. FEMA FIRM Panel Number 360275 0002B Effective September 30, 1983.

Approx. Downtown Study Area

Approx. Neighborhood Study Area

Notes:  
1. FEMA Flood Zones shapefiles are not available. This map was created by compiling two separate FEMA FIRM panels. Portions of the map north of Vine Street are part of FEMA FIRM Panel Number 360275 0001B Effective September 30, 1983. Portions of the map south of Vine Street are part of FEMA FIRM Panel Number 360275 0002B Effective September 30, 1983.  
2. Study Area boundaries are approximate.

0 200 400 Feet

LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE**

**DOWNTOWN DEVELOPMENT STRATEGY**

**Figure 14. FEMA Flood Insurance Rate Map (FIRM)**

### Historic, Archaeological, and Cultural resources

As a historic commercial and cultural engine in the Fulton County area, the City of Gloversville is home to numerous historic and cultural resources (Figure 15). Located within the Downtown Study Area is one of the City's two historic districts – the Downtown Historic District. It was listed on the National Register of Historic Places in 1985.

Walking through the Downtown Historic District, many commercial buildings that served the former hub of the leather industry still stand. The District encompasses 91 structures along Main and Fulton Streets, 78 of which contain historically significant components. Typically built between 1870 and 1900, many of these structures are three-story brick buildings with projecting, bracketed cornices and details in the architectural style of Italianate.

Redevelopment efforts of these buildings within the Downtown Historic District are eligible for historic tax credits – up to 40 percent. Certain requisite conditions will be in place to ensure the buildings retain their valuable historical character. One particular gem within this Historic District that successfully leveraged its eligibility for historic tax credits is the Gloversville Free Library on East Fulton Street. Currently undergoing renovations, the Library is a Beaux-Arts style two-story building erected in 1904 by the philanthropist Andrew Carnegie. The Library seeks to become a state-of-the-art learning center that can also act as a community hub.

Buildings located outside of a Historic District are also eligible for historic tax credits if they are listed on the National Register of Historic Places. One such example within the Downtown Study Area is the First United Methodist Church, a two-story red brick structure with a bell tower. The church has been serving the Gloversville community since 1870 and was listed on the National Register in 1998. The Neighborhood Study Area also contains buildings eligible for historic tax credits: Gustav Levor House and Gloversville (19<sup>th</sup> Separate Company) Armory.

Any modification to a building or historic place listed on the National Registry requires approval from the New York State Historic Preservation Office (SHPO). Moreover, local zoning laws protect historic buildings. Modifications to a building require approval from the City's Historic Preservation Review Board if the proposed alteration is located within the City's local Downtown Historic District (32 percent of the Downtown Study Area). The Downtown Urban Core Form-Based Overlay provides another preventative measure to preserve the historic character of the downtown area on a larger scale (90 percent of the Downtown Study Area and 24 percent of the Neighborhood Study Area).

No archeologically sensitive areas exist within the Study Areas according to the SHPO's online Cultural Resource Information System. Thus, it will be unlikely to encounter archaeological artifacts when disturbing ground.

The Glove Theatre serves as a historic cultural landmark for the City's downtown. Built in 1914 on North Main Street, it once was a venue for vaudeville shows, orchestral concerts, opera, and film screenings including Hollywood movie premiers. Since its 1995 reopening, it has

served as a performing arts center for theatrical, musical, and comedy shows as well as cultural and holiday events.

In addition to the Mohawk Harvest Cooperative Market, the outdoors Farmers Market features local produce and goods at the downtown Elm Street Pavilion, bolstering the community pride. Also, the City in partnership with other stakeholders hosts a variety of events to bring the community together downtown. Recent events included the summer monthly Twilight Markets, National Night Out, Southern Adirondack Wine and Food Festival, Spring Festival, City-wide Garage Sale, and various holiday parades.

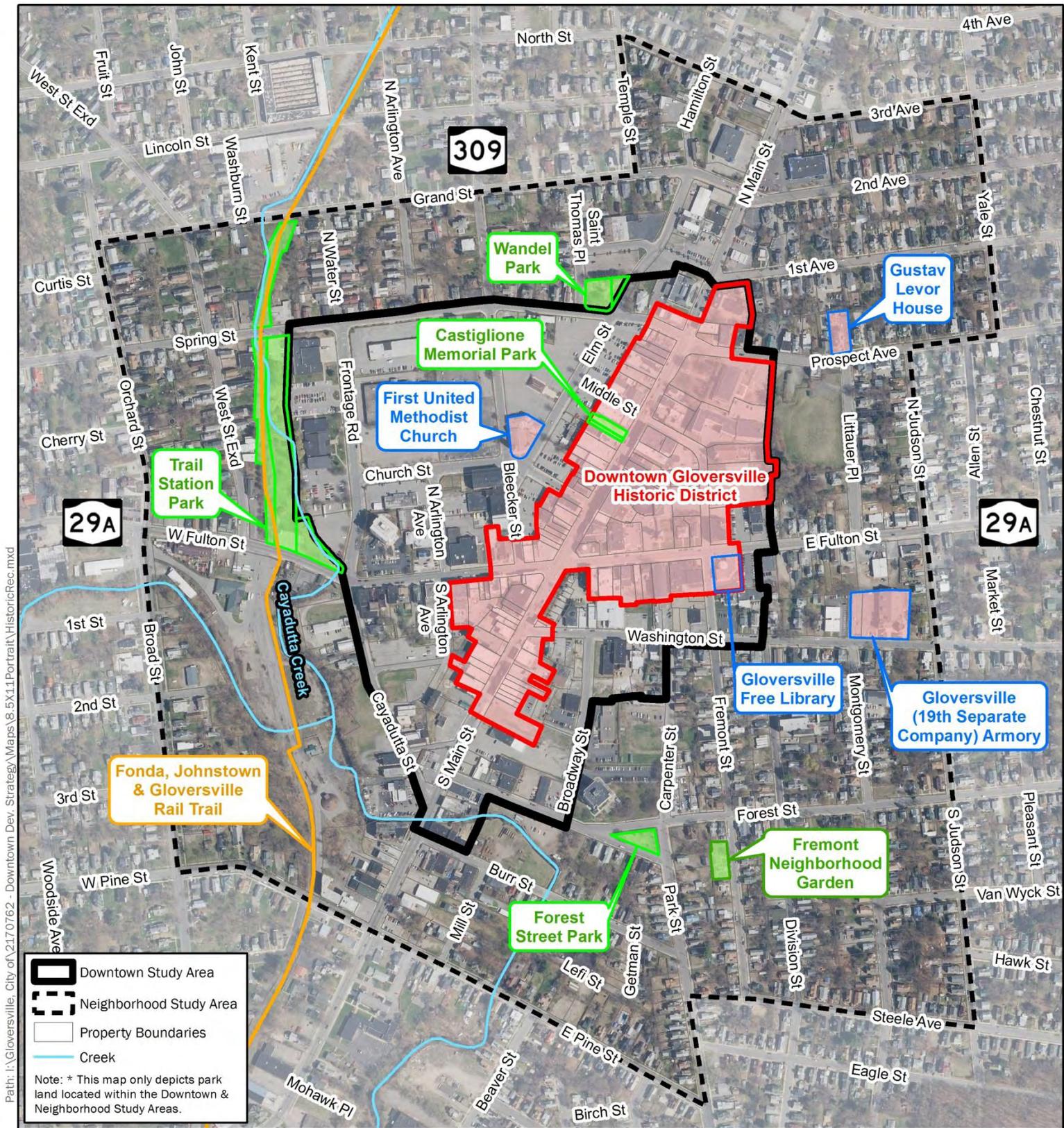
### Recreational Resources

The Study Areas feature multiple recreational spaces: five green spaces and a multi-use trail (Figure 15). Within the Downtown Study Area, only a narrow strip of grass and flower beds is available at Castiglione Memorial Park, which is sandwiched between two brick buildings on North Main Street. Within the Neighborhood Study Area, three small green spaces serve primarily residential areas: Wandel Park on Elm Street provides benches and a gazebo under trees; Forest Street Park on Forest Street consists of a small patch of grass and a couple of trees; and Fremont Neighborhood Garden on Fremont Street is a community vegetable garden on a vacant-parcel-turned-garden. A larger green space is available for the community's enjoyment at Trail Station Park along Cayadutta Creek and the Fonda, Johnstown, and Gloversville (FJ&G) Rail Trail. The Trail Station Park features a gazebo, a restored box car, and a pavilion.

The main segment of the FJ&G recreational multi-use trail currently stretches for about 8 miles from Union Avenue in the City of Johnstown to the intersection of County Road 154 and Green Road in the City of Gloversville. The recreational trail was first paved in 2001, converting the abandoned rail corridor into an active transportation route with countryside scenic views and minimal slopes.

In June 2017, a micro-park was installed on North Main Street as a small but attractive gathering place for downtown visitors. The micro-park is a public art piece made from various New York native trees. It provides seating accommodation among small plants and flower boxes. The installation is temporary and will be available during fair weather for at least several years.

To address the recreational needs of its residents, the City has installed a 7-member Recreation Commission that can advise on the operation and improvements of the City's parks and recreational facilities. The Commission is responsible for an annual inspection of all parks and recreational facilities, which informs the City's budget planning and the Public Works Department's maintenance schedule.



Path: I:\Groversville, City of\2170762 - Downtown Dev. Strategy\Maps\8.5X11\Portrait\HistoricRec.mxd

**LaBella**  
Powered by partnership

DATE: MAY 2018

Sources:  
 1. Downtown & Neighborhood Study Area Boundaries: Created by LaBella using road centerlines and parcel boundaries provided by Fulton County  
 2. Roads and Creek: Census Shapefiles from TIGER/Line database  
 3. National Register of Historic Places: From OPHRP  
 4. Archeological Resources: Digitized by LaBella from SHPO's online CRIS mapping  
 5. Recreational Resources: Created by LaBella based on research and aerial imagery  
 6. Aerial background: NYSDOP 2014 Fulton County

**National Register of Historic Places**

- Historic Building
- Historic District

**Archeological Resources**

- Approx. Archeological Sensitive Area (None in Map Extent)

**Recreational Resources**

- Park\*
- Community Garden
- Rail Trail

N  
W —+— E  
S

0    200    400 Feet

LaBella Project No:  
2170762

**CITY OF GLOVERSVILLE**

**DOWNTOWN DEVELOPMENT STRATEGY**

Figure 15. Historic, Archeological, and Recreational Resources

---

## ANCHOR INSTITUTIONS

Several city and regional anchor institutions are located in the downtown core including:

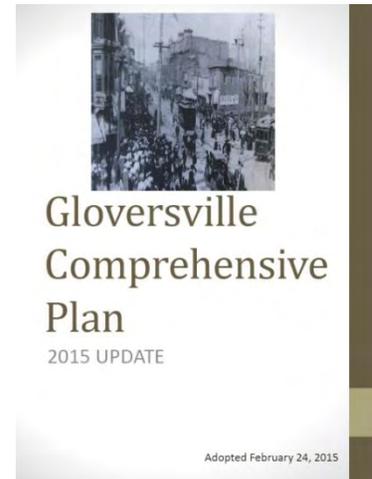
- **City Hall:** The City of Gloversville's primary administrative offices are located in the center of the Downtown. City Hall includes the City's Council room, other meeting rooms and most administrative offices.
- **Gloversville Public Library:** Currently the landmark library is undergoing renovation and acts as an anchor along East Fulton Street at Fremont. The National Landmark Carnegie building holds 37,000 volumes and attracts a regional clientele.
- **Fulton Montgomery Chamber of Commerce:** The Fulton County office of the two-county organization is housed in a historic bank building at the intersection of Main and Fulton Streets. Not only does the Chamber represent multiple businesses in the downtown, but the historic building hosts events throughout the year and attracts outside visitors to Gloversville's core.
- **Mohawk Harvest Cooperative:** The Mohawk Harvest Cooperative generates a significant amount activity downtown with local, regional and tourist customers. Housed in the historic former Opera House. It offers local and regional foods as well as a small café and the Micropolis Art Gallery.

**PAST PLANNING EFFORTS**

Several recent reports prepared by the City of Gloversville and regional partners included recommendations that are relevant for the Downtown Development Strategy. A summary and key relevant recommendations of each follows.

**Gloversville Comprehensive Plan Update (2015)**

*Gloversville Comprehensive Plan 2015 Update* outlines the City of Gloversville's vision and goals for the year of 2025 after reviewing its original goals set in 2003. The City seeks to protect its livability, history, and character while boosting its economy. The plan focuses on growing business and employment opportunities, improving the City's revenue, sharing services with other communities to reduce inefficiency and redundancy, and preserving the community character. Below are key recommendations that pertain specifically to downtown revitalization.



**Key Relevant Recommendations**

- Establish a zoning overlay for the area within a ½ mile radius of the corner of Main Street and Fulton Street plus both sides of South Main Street and East Fulton Street in accordance with the community character and New Urbanist principles.
- Promote government, large scale offices, and arts & entertainment uses along and adjacent to Main Street and Fulton Street corridors
- Rezone the lands north of NYS Route 30A between Harrison Street and Steele Avenue to "Commercial" and create a new access point to NYS Route 30A
- Form partnerships with public and quasi-public entities to pursue revitalization goals
- Create a downtown business incubator
- Establish a tax & lending incentive system and a loan pool for downtown investments
- Market the availability of the new fiber optic infrastructure in the downtown
- Obtain, consolidate, and market key properties for re-use as industrial, commercial, and office spaces as well as mixed use facilities
- Rehabilitate or remove dilapidated and vacant structures
- Conduct an inventory of building availability and historic place including parks

**Regional Business Plan for Fulton and Montgomery Counties (2011 & 2017)**

Due to their similar characteristics and challenges, Fulton and Montgomery Counties have partnered to develop a regional approach to business retention and economic development. They seek to ameliorate high unemployment rates and manufacturing job losses as well as continue the success of revitalizing segments of their local economies. Building on its success with industrial/business parks, the Counties will utilize strategic planning and investments to render the region more appealing to businesses and developers.



**Key Relevant Recommendations**

- Develop large and small shovel-ready sites while promoting the regional brand "Connected for Business"
- Market the Route 30A corridor for new businesses to complement the new Walmart store in Gloversville
- Improve the quality of life by expanding & diversifying the housing market, enhancing recreation & social venues, and implementing downtown redevelopment plans
- Build a regional water and wastewater system in Fulton County
- Conduct an efficiency study into the consolidation of police departments in the Cities of Gloversville and Johnstown in order to lower the local property tax burden

### Fulton County Economic Development Strategy (Upcoming)

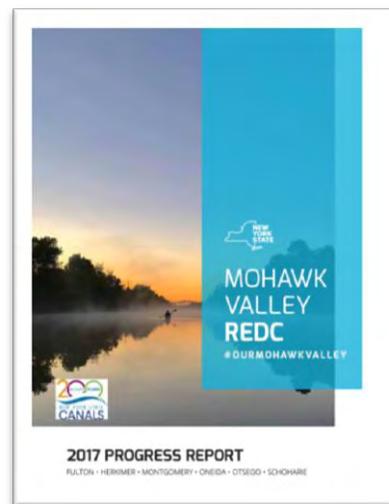
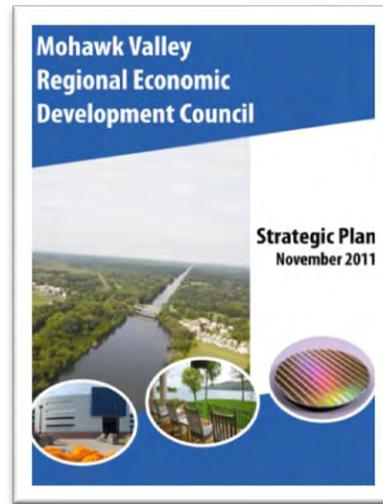
Fulton County is currently developing an economic strategy to combat the rising cost of operating county governments and declining amount of State and federal assistance. Its focus is to attract private investment, grow its tax base, and boost retail sales in order to increase the County's two primary sources of local revenues: property and sales taxes. The County sees the revitalization of downtowns of Cities and Villages as a key goal. The plan will be released soon for public input.

#### Key Relevant Recommendations

- Expand and diversify the housing stock
- Assess demand for new retail businesses and brainstorm initiatives to attract them
- Create targeted Development Areas where housing, retail, and commercial development can be successful (e.g. Hales Mills Road Extension Development Area in the Town of Johnstown). Develop land use plans as part of this effort.

**Mohawk Valley Regional Economic Development Council Strategic Plan (2011) & Progress Report (2017)**

The Mohawk Valley Regional Economic Development Council (REDC) tracks NYS-funded (CFA) projects awarded in the region and puts forth regional priorities and economic development strategies. In 2011, it introduced the goals of creating a diverse, integrated, and dynamic economy that will: further its regional and global networks, attract and empower skilled workers, and enable an entrepreneurial spirit and renewal of communities. It acknowledges that one regional weakness is the lack of vibrant economic activity in downtowns and central business districts, and it identifies small businesses as a key component of downtown development. It seeks to complete at least six downtown/Main Street projects, and Gloversville is identified as one of the target areas for this community revitalization effort. Past projects that benefited Gloversville specifically include: housing rehab efforts funded by the U.S. Department of Housing and Urban Development's Community Development Block Grant; Gloversville-Johnstown wastewater treatment facility construction and improvements; Gloversville Public Library improvements; and Nathan Littauer Hospital Dialysis Center construction.



**Key Relevant Recommendations**

- Beautify the urban core area with streetscape and lights
- Promote the reuse of vacant and underutilized properties
- Focus on placemaking as a downtown revitalization and tourism strategy

**Mohawk Valley REDC Upstate Revitalization Investment Prospectus (2015)**

The Mohawk Valley REDC developed an upstate revitalization initiative plan to capture \$500M in Upstate Revitalization Initiative funding and leverage an estimated \$4.3B in investments by public and private entities committed to the region’s economic development. The plan identifies STEM intensive industries, agribusiness, and tourism as economic areas of targeted investments. It also identifies the Mohawk Valley’s opportunity agenda focused on improving quality of life and creation of vibrant communities as drivers for community development.



**Key Relevant Recommendations**

- Limit suburban and exurban sprawl, enabling investments to concentrate on urban and village centers
- Invest in revitalization of brownfields and reuse/mixed-use redevelopment of vacant and underutilized properties
- Prioritize placemaking, waterfront revitalization, and neighborhood connectivity in order to make strategic investments in physical assets and public spaces that can attract residents, capital, and innovation to the region
- Focus job creation in municipal centers where poverty and commercial vacancy are prevalent
- Create an entrepreneurial ecosystem in the region by adding 3,000 new STEM-related firms by 2030 as well as 50 new tourism firms by 2020

## RECENT, ONGOING AND PLANNED PROJECTS

A resurgence of investment in the City began several years ago. This is likely the result of the opening of the Mohawk Harvest Cooperative and the spin off initiatives it fostered as well as a general positive feeling towards the new urbanist attributes of the City, brought to light during the public planning process associated with the 2015 Gloversville Comprehensive Plan Update. A sampling of recent, ongoing, and planned investment includes:

- **Mohawk Harvest Cooperative Market:** This \$500,000 project helped to breathe new life into downtown Gloversville. It is a full service non-profit grocery store which sources as much as possible locally.
- **Mixed Use Building Redevelopment:** Several developers have been remodeling vacant and underutilized historic space, creating usable commercial and residential space. Susan Casey has invested nearly \$4 million in five buildings creating seven commercial spaces and 29 residential units.
- **Historic Restoration:** Other buildings have been restored with an emphasis on remaining true to the buildings historical nature. This includes the \$1 million restoration of the Law Firm of Ernest and George Abdella at the northwest corner of Fulton and Main Streets.
- **New Businesses:** Several businesses have opened and/or moved their headquarters to Downtown Gloversville. This includes the Empire Chemical Company (\$900,000 investment), the Fly Shack (\$200,000 investment), Avanti Control Systems, Inc. (\$100,000 investment with an additional \$700,000 anticipated)
- **Fulton County Center for Regional Growth:** The Center for Regional Growth recently moved into 34 West Fulton Street and are investing funds to create a business incubator in the center of the city.
- **The Gloversville Public Library:** The historic library is currently undergoing a \$9 million restoration which will restore and enhance its existing historic features while bringing its essential functions and systems into the 21<sup>st</sup> century.
- **Downtown Development Specialist:** The Fulton County Center for Regional Growth recently created a new position – the Downtown Development Specialist. Their role includes marketing, grant writing, and coordinating with other existing agencies to attract new enterprises, enhance existing businesses and generally build a more vibrant urban center.
- **Estee Commons:** The former school property on North Main Street is being converted into 38 loft style apartments representing an investment of almost \$22 million.

## ECONOMIC AND MARKET ANALYSIS

A comprehensive Economic and Market Analysis was prepared for Downtown (Appendix B) to understand the market for residential, commercial, office and retail uses. Key findings from the Economic and Market Analysis include:

- **The City's location is advantageous. Easy access to employment centers in and around Fulton County and neighboring Saratoga and Schenectady Counties combined with affordable housing prices makes Gloversville a desirable residential community.** Furthermore, Saratoga Springs, the State's fastest growing municipality, is northeast of the City and its growth is beginning to reach Gloversville and Fulton County.
- The City's "bones" are what investors are looking for – **the downtown is compact, pedestrian oriented, and blessed with a variety of attractive historic buildings** (including two Nationally-registered Historic Districts). Many downtown buildings or spaces are vacant or underutilized. Most buildings are in need of upgrades.
- Employment projections indicate the potential to attract additional office space and minor amounts of additional industrial space. Specifically, **there is a projected demand for 103,500 square feet of office space and 10,575 square feet of industrial/warehouse space over the next 10 years.** The Study Area is best suited for Class A office space in new development and Class B/flex office space in existing vacancies. Growing office-type industries include Health Care and Social Assistance, Educational Services, and Professional and Business Services industries. The Study Area is best suited for small scale, start-up light industrial businesses which should be located within the proposed business incubator or adapt existing vacant buildings to fit their needs.
- A housing market analysis forecast prepared for this study determined the demand of more 3,473 units over the next 20 years in Fulton County. **If Downtown could capture a little more than five percent or 200 of the County's residential demand it would be catalytic.** Residential projections indicate the potential to attract new renter- and owner-occupied condos, townhomes, and apartments to attract new residents, particularly millennials and young families, and to house seniors who want to stay in Gloversville but are ready to downsize.
- Retail data indicates the potential to recapture sales leakage. Specifically, **there is a projected demand for 10,800 square feet of eating and drinking space over the next 10 years and a potential demand for 27,749 square feet of retail space due to sales leakage.** The Study Area is best suited for cosmetics and beauty supplies, hobbies, toys and games, books, jewelry, luggage, and leather goods, shoes and apparel, high end beer and wine, specialty food, optical goods, gifts, electronics, sporting goods, home furnishings, florists, musical instruments and supplies, and pharmacies and drug stores.

**DOWNTOWN  
DEVELOPMENT  
STRATEGY  
CITY OF GLOVERSVILLE**

**Section II:  
Downtown Vision,  
Goals & Strategies**



**VISION STATEMENT**

Based on a Strengths, Weaknesses, Opportunities and Threats (SWOT) exercise with the Steering Committee a Vision Statement was developed to help provide a framework for the Downtown Development Strategy.

The Vision Statement represent the key components that Gloversville's Downtown should focus on the create a vibrant downtown that attracts business, residents and visitors while creating a high quality of life for current residents and businesses:

- Downtown will be vibrant by including opportunities for culture and recreation
- Downtown's "brand" is characterized by historic, mixed use development in a compact and walkable urban core.
- Residential living opportunities downtown are currently limited but will be a focus of future development.
- Focusing on locally based entrepreneurship downtown will help to attract and develop new businesses.

Downtown Gloversville will be a vibrant, mixed use, urban core that will promote downtown living, entrepreneurship, tourism, recreational opportunities and historic preservation while providing a high quality of life for all.

## GOALS AND STRATEGIES

The vision statement provides an overall framework for the Downtown Development Strategy. Goals and strategies will guide the development of the recommended projects.

The goals are "big picture" concepts while the strategies outline specific outcomes desired. The goals support the vision statement and the strategies provide tools to implement the goals.

The Steering Committee agreed with the following goals and strategies:

## RESTORE

**Gloversville's Downtown will provide opportunities for redevelopment, entrepreneurship and economic viability.**

- Develop upper floors of existing buildings for residential and office uses first.
- Attract retail and restaurants following successful residential development.
- Provide opportunities for infill development.
- Encourage entrepreneurship and innovation.
- Support small businesses growth with funding.
- Ensure there is adequate parking for future growth.

## SYNERGY AND FOCUS

**Initial Downtown revitalization efforts projects will be focused by geography and uses to create a critical mass and synergy to propel future development.**

- Redevelop and develop new sites in a focused area of downtown.
- Concentrate efforts on development of anchor buildings and sites.
- Emphasize the attraction and growth of downtown inclined enterprises that have a competitive advantage in Gloversville and Fulton County.

## CONNECTIVITY

**Gloversville's Downtown will provide networks to connect it with neighborhoods, businesses, and recreational opportunities.**

- Enhance downtown's walkability.
- Improve connections between downtown and adjacent neighborhoods.
- Improve safety for pedestrians and bicyclists by providing opportunities for alternative transportation.
- Reconnect downtown with the area's significant natural resources and recreational opportunities.

## VIABILITY

**Downtown Gloversville's long term viability will improve by creating a livable neighborhood that will attract residents and businesses.**

- Update Zoning to encourage Downtown livability.
- Preserve and redevelop historic structures.
- Landscape/buffer Downtown parking.
- Facilitate the development of arts & cultural uses.
- Implement Downtown Design standards.
- Formalize a long term organizational strategy for the management and promotion of Downtown.

**DOWNTOWN  
DEVELOPMENT  
STRATEGY  
CITY OF GLOVERSVILLE**

**Section III:  
Public  
Involvement**



To ensure the Downtown Development Strategy reflects the community's consensus on the future direction of downtown, several methods were used to obtain their input. A comprehensive strategy was developed to involve the community through public and stakeholder engagement. Input obtained through community participation has been used to help develop goals, strategies, and recommendations for the Development Strategy.

The comprehensive approach to community engagement included the following components: Steering Committee meetings, stakeholder meetings, public events, and resident and business surveys.

### **STEERING COMMITTEE INPUT**

The City of Groversville formed a steering committee that included individuals from the City Council, Downtown Groversville Business Improvement District, Groversville Economic Development Corporation, and other stakeholders. The steering committee will leverage its intimate understanding of the City of Groversville to guide the creation of the Downtown Development Strategy.

The steering committee has participated in four meetings to provide input on the project scope and deliverables:

- May 5, 2017 – Kickoff meeting to introduce the project, conduct a SWOT exercise, discuss the downtown study area boundary, and determine public participation avenues
- June 29, 2017 – Evaluate the public workshop's outcomes, provide feedback on resident & business owner survey drafts, review the building/site inventory approach, and select strategic buildings for reuse analysis
- December 18, 2017 – Discuss preliminary recommendations and findings of the existing conditions report, economic & market analysis, surveys, master plan, and building re-use analysis
- March 3, 2018 – Discuss final recommendations and review final reports and analyses.

### **STAKEHOLDER ENGAGEMENT**

Stakeholders met with the consultant team in May and June 2017 for informal dialogue sessions. The discussions provided an opportunity for the consultant team to collect various stakeholders' insights on the current state and recommendations for the future of downtown Groversville:

Stakeholders consisted of individuals and organizations representing businesses, property owners, and public agencies that play a vested interest in the revitalization of the downtown Groversville. The engaged stakeholders during the strategy development process included: City National Commons, F-M Regional Chamber of Commerce, WRC Realty, Virginia M. Mackey Real Estate, Two Great Guys, Morgan Stanley, the Hohenforst Family, Anthony Cerasia, and Bill Rowback. Phone interviews and in-person meetings with additional stakeholders will continue throughout the revitalization strategy implementation process.

Comments from engaged stakeholders are summarized below:

**Bold & underline** = greater than 2 responses; **Bold** = 2 responses

1. *Current assets in Downtown Gloversville*

- **Affordable real estate**
- **Full municipal services**
- **Mohawk Valley Cooperative Market**
- **Location – Gateway to lakes and Adirondacks**
- **Huge building inventory**
- **Gloversville Economic Development Corporation**
- Historic nature
- Estee Commons
- 33 N Main Street building
- Castiglione Memorial Park
- Farmers market
- Close distance to hospital
- Downtown Gloversville Business Improvement District
- Fulton County Center for Regional Growth
- Federal Urban Development Action Grant investment

2. *Impediments to redevelopment in Downtown Gloversville*

- **Taxes**
- **Public perception**
- **Prevalence of low-income population**
- **Lax enforcement**
- **Slumlords**
- Blight on South Main Street
- Parking access
- Signage
- Lack of safety and convenience in crossing Main Street
- Funding
- Public water
- Sewer plant capacity
- Crime & drugs
- Streetscape
- Labor shortage
- Homelessness

3. *Future opportunities in Downtown Gloversville*
  - **Loft apartments or offices**
  - **Appeal to young adults, seniors, singles, and couples**
  - **New restaurants and special eateries**
  - **Specialty retail store**
  - Blank slate – unlimited opportunities
  - Salon and spa
  - Gym
  - Entertainment
  - More employment opportunities
  - Modern facilities with "green" standards
  - Parking promotion and access
  - Neighborhood quality assurance
  - Citizen task force
  - Appeal to Fulton-Montgomery Community College student population
  - Refugees and cultural diversity
  
4. *High priority areas or buildings for improvements*
  - **Glove Theatre**
  - **Carriage House/former JJ Newberry Department Store**
  - **Frontier call center building**
  - Near the Cooperative Market
  - 33 N Main Street building
  - 73 N Main Street building
  - Equal distribution of investment between North and South Main Streets
  - Castiglione Jewelers
  - Old school building
  - Burton Block
  - Bleecker Square Church
  
5. *Needed amenities, improvements to infrastructure, or circulation*
  - Snow removal
  - Parking lot and sidewalk maintenance
  - Fiberoptics
  - Replacement of outdated infrastructure
  
6. *Desirable uses*
  - **New specialty businesses**
  - **Renovated apartments**
  - **Social hangout destinations**
  - Eateries
  - 6+unit buildings

7. *20-Year Vision for Downtown Gloversville*

- **Specialty retail destination**
- Outlet store destination
- Downtown park destination
- A large, outdoor performing venue (bandshell)
- Artist community
- Museum destination
- Village of East Aurora
- Village of Cooperstown
- Town of Lenox
- City of Saratoga Springs
- Village of Herkimer
- Parker's Field

## PUBLIC EVENTS

Public participation is critical to the production of a Downtown Development Strategy that will speak to and benefit all segments of the Gloversville community. To document the various concerns and opinions of the community, an Open House was held during the evening of June 28, 2017 at the Fulton-Montgomery Regional Chamber of Commerce in Gloversville. About 40 members of the community including stakeholders from the county government and local businesses were in attendance. During the Open House, the Downtown Development Strategy consultant team communicated its planning approach and conducted a public workshop. The workshop identified targeted investments made by public and private entities as well as priority areas of improvements among public spaces and privately owned buildings.

Notable public recommendations included:

- Focus targeted redevelopment money into the Downtown Core – it will catalyze investment in gateway areas of the downtown and surrounding residential neighborhoods
- Incentivize and invest in upper-story residential in the downtown area
- Educate building owners, realtors, and anyone else who is involved in attracting investment about the City's existing incentives for redevelopment
- Recruit businesses that will provide new food, drink, & music destinations
- Stabilize the existing downtown gems – Glove Theatre and Food Co-op Mohawk Harvest Cooperative Market
- Redesign or implement new measures to make busy intersections more pedestrian-friendly, including a sidewalk plow for all of downtown
- Install benches and bike racks as well as interactive activities in public spaces
- Organize events that will encourage spending time downtown
- Rebrand the City and change everyone's negative perceptions, particularly about public safety and police presence
- Install and promote new signage for businesses, way-finding, and parking
- Enforce private property maintenance and identify a non-volunteer body for streetscape maintenance in public spaces

A Final Public Meeting was held \_\_\_\_\_, 2018 to reveal the findings of the Downtown Strategy.



**Breakout session in discussion during the Open House public meeting held on June 28, 2017**

## **RESIDENT AND BUSINESS SURVEYS**

Another public input platform was a set of resident and business owner surveys that the respondents could fill out online or (e)mail-in. These surveys were open during September – October 2017.

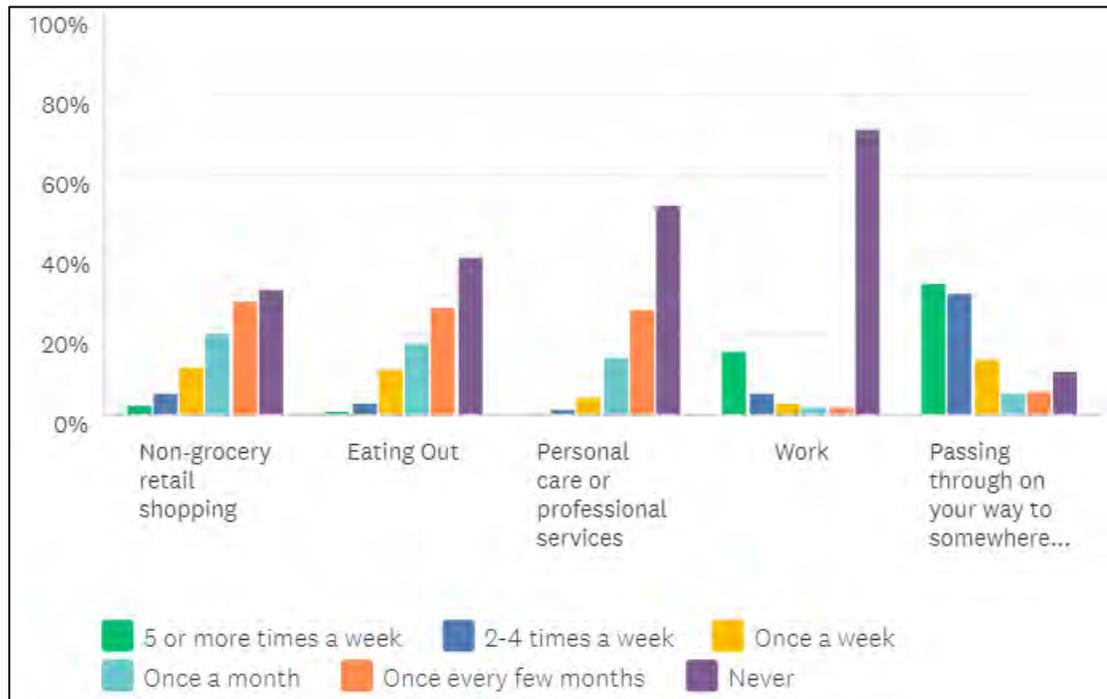
### **RESIDENT SURVEY**

- 204 respondents were mostly:
  - Residents who live within 5 minutes from downtown Gloversville (61%)
  - Female (72%)
  - Young & Middle Aged (57% are 23-54 years old)
  - Married with no kids (57% are married, and 80% have no kids)
  - Educated (71% have associate degree or higher)
  - Middle & Upper Class (69% have at least \$50K household income)
  
- Top non-work related reasons for visiting downtown are **shopping, lunch, and family meet-up's**:

Hair Antique Thrift Stores Library Food Castiglione Gas  
 Local Products **Farmers Market** Fulton County Barbershop  
**Dollar** Love **Co-op** Glove **Mohawk Harvest**  
 Events **Shop** Pizza Joint **Lunch** Dundays **Family** Friends  
**Support** Supplies **Salvation Army** Music **Banking** **Downtown**

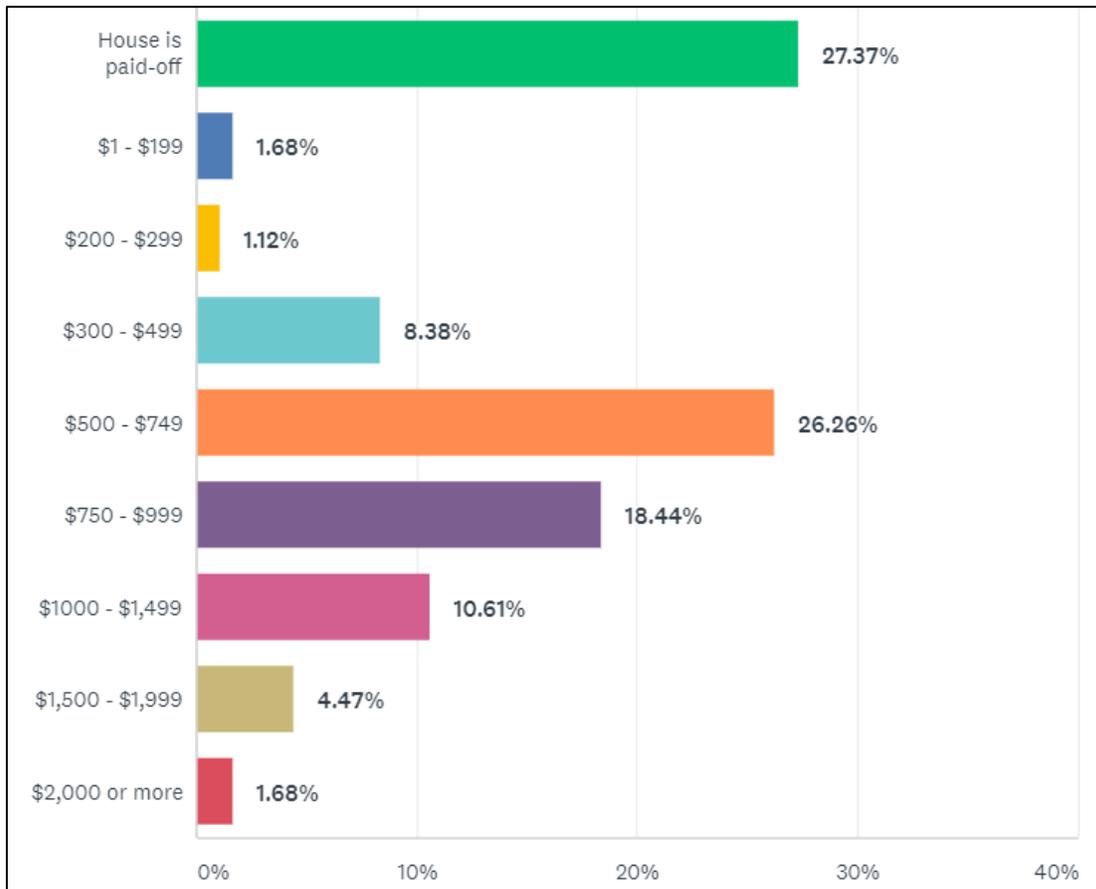
- **Most pass through downtown.** Most currently do not live or visit downtown despite very close proximity. About 15% work downtown Monday through Friday and about 15% visit downtown for non-grocery retail shopping and dining out at least once a week. Most also do not bring out-of-town guests to downtown and do not recommend shopping in downtown.

*Question: How often do you come to downtown Gloversville for the following?*



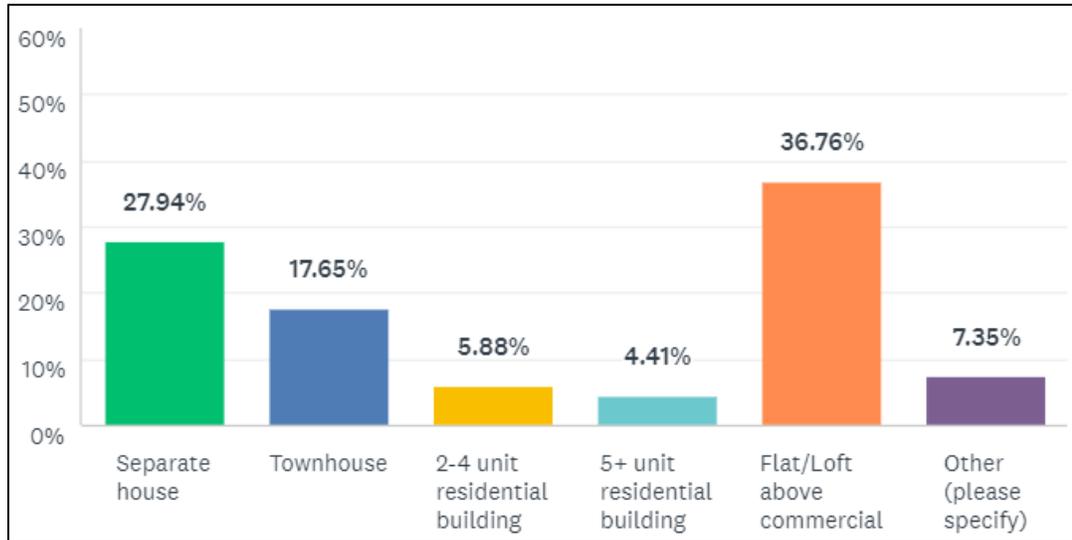
- Many Gloversville home owners have their houses already paid-off, and the rent/mortgage payment for the rest is likely to be between \$500 and \$999 per month.

*Question: What is your current monthly rent or mortgage payment?*



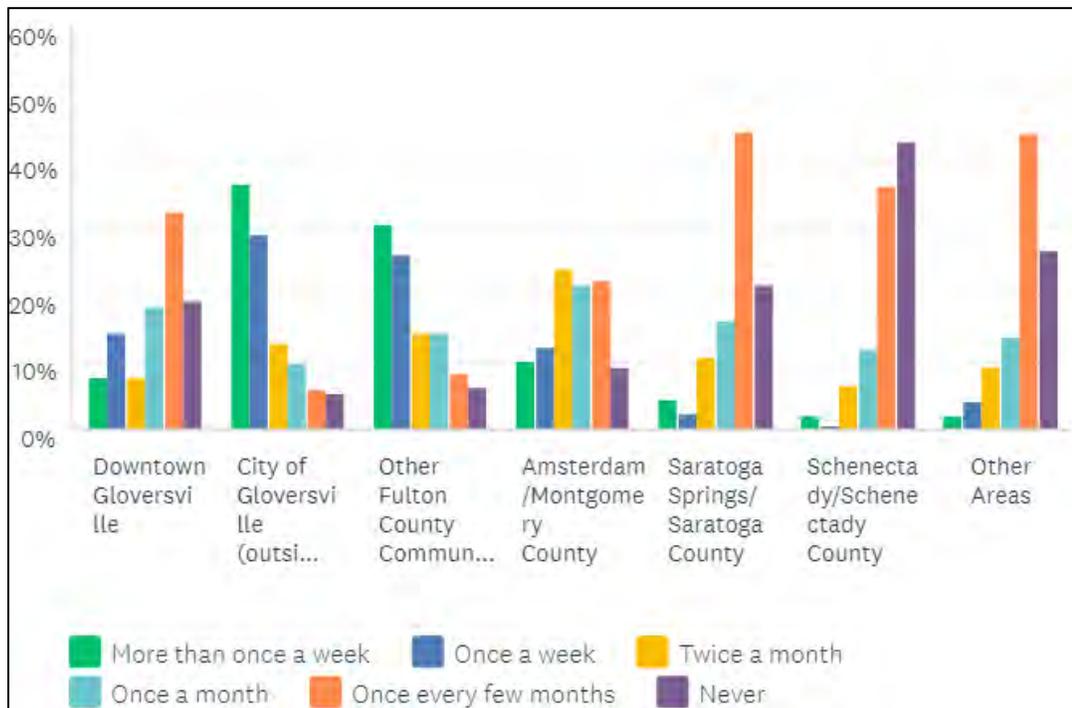
- **Most are not interested in living downtown; but 25% might be interested** given the right circumstances. They want Gloversville to emulate Saratoga Springs or Cooperstown.
  
- **Flat/loft above commercial, separate house, and townhouse** are the most desired downtown housing. Ideal housing would consist of 2-3 bedrooms and 1-2 bathrooms with washer and dryer availability. Respondents were equally interested in rental (44%) and private ownership (44%).

*Question: Which type of downtown housing would you prefer?*

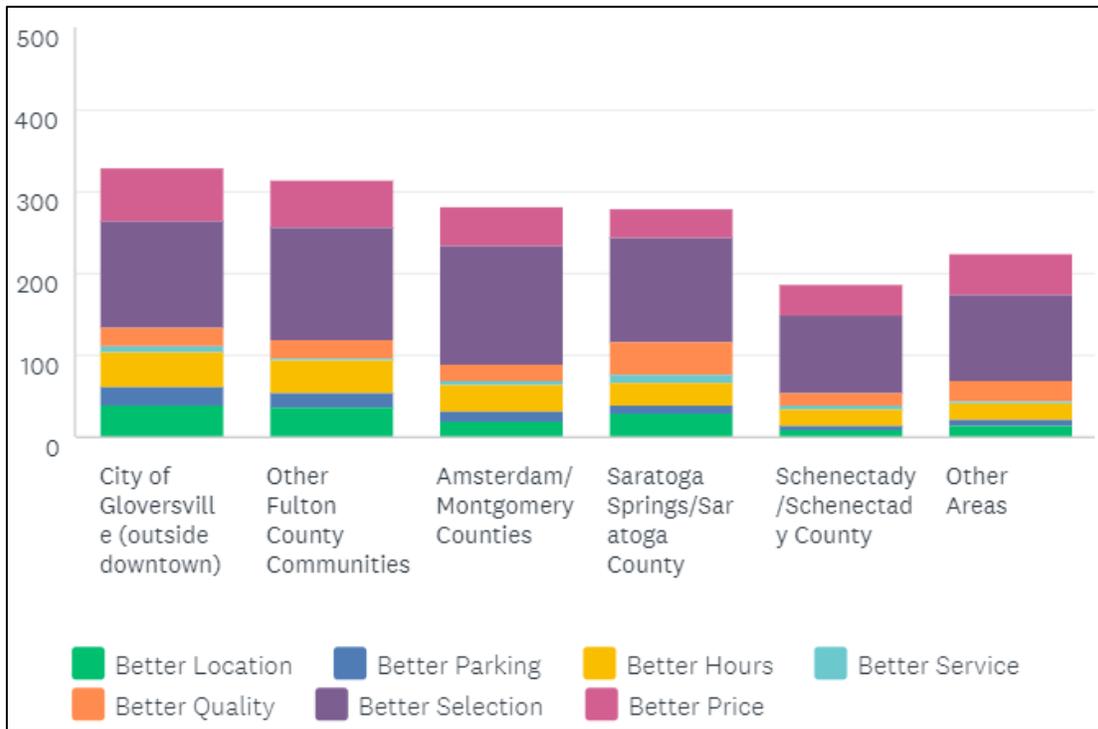


- **Most are not interested in starting a business.** But some (21%) are interested enough to learn more.
- **Most always try to buy products and services locally** (71% agree). There is a market demand for non-grocery shops downtown since most (81%) prefer to shop near their homes, and 61% live within 5 minutes of downtown. But they currently shop more frequently outside of downtown in the City and other Fulton County communities due to better selection and prices.

*Question: How often do you shop at the following locations?*

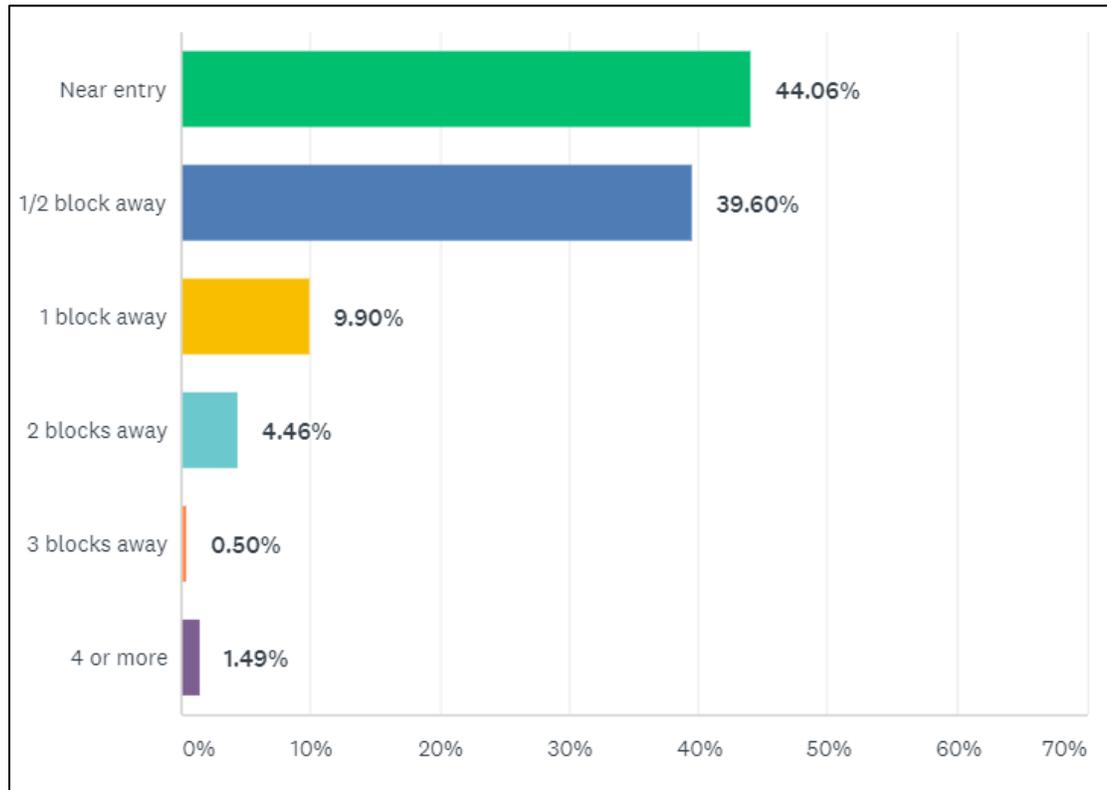


*Question: What are the two main reasons you shop outside of downtown Gloversville?*



- Desired downtown businesses are **fast food restaurants** such as Panera and Starbucks as well as **retail stores** for clothing and other non-grocery items. Most popular choices for new downtown restaurants are Mexican and Italian. Undesirable downtown businesses are bars and tattoo parlors.
- Most have **no problem finding convenient parking** near their downtown Gloversville destinations (59% agree).

*Question: How far do you typically have to park from your non-work downtown destinations?*



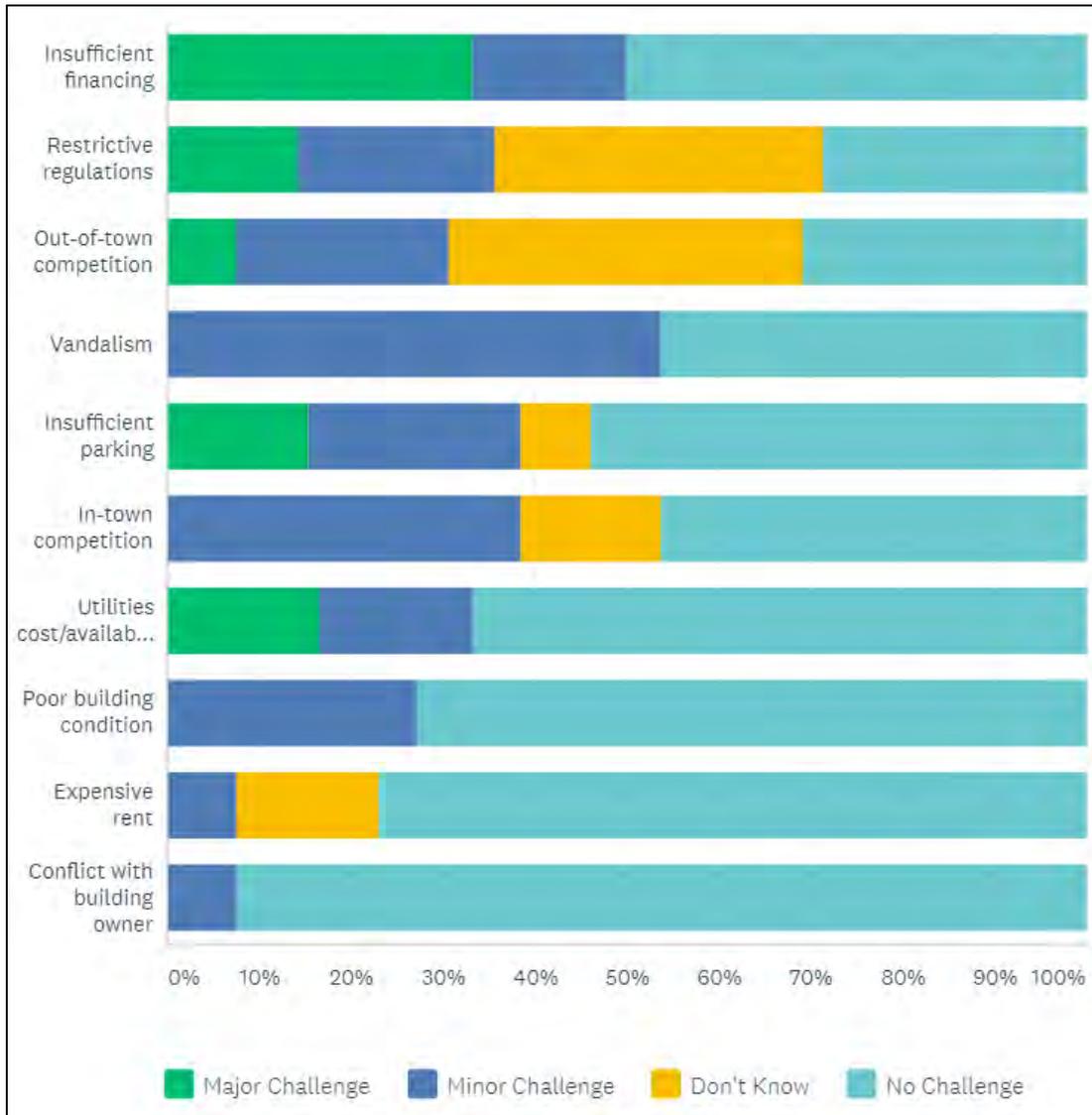
- Most (54%) unfortunately **do not feel safe** in downtown Gloversville. But most (82%) feel safe crossing Main Street in the business district.

**BUSINESS SURVEY**

- 17 respondents were mostly:
  - Business owners who have been operating in downtown Gloversville for over 20 years (58%).
  - Property owners of their business spaces (80%)
  - Employers of primarily part-time year-round workers
- The majority of their customers come from **Gloversville** (avg. 62%) and **Johnstown** (avg. 25%) areas.
- Most owners would like downtown Gloversville to **emulate Saratoga Springs**.
- Value **Mohawk Co-Op** as a complementary business and to a lesser degree the **Castigliones Jeweler** and **NBT Bank**. Want more **restaurants** downtown.

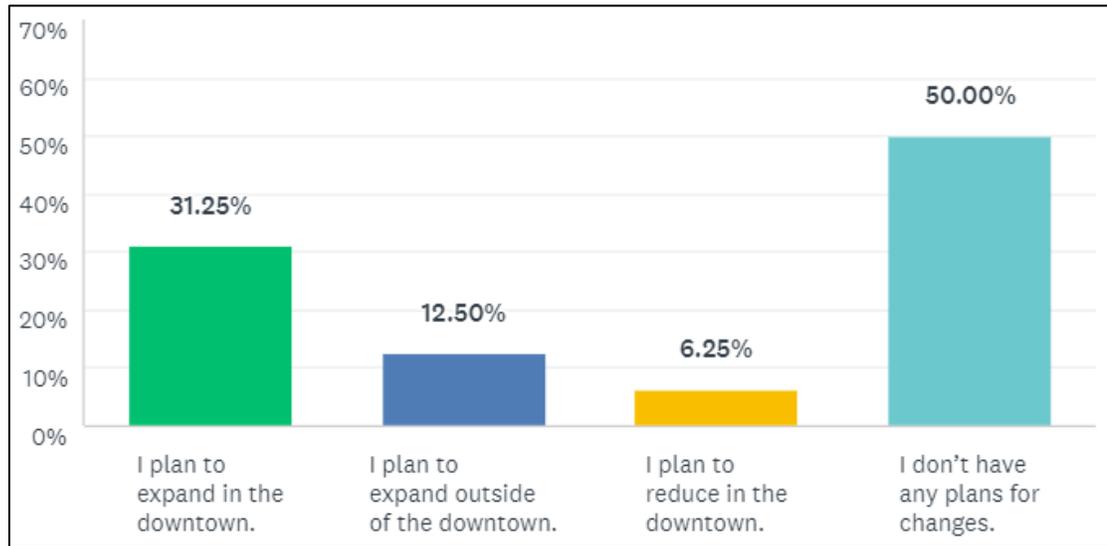
- The biggest challenge facing business owners is insufficient financing. Conflict with building owner or tenant poses minimal concerns.

*Question: Please rate the degree to which you are experiencing the following challenges?*



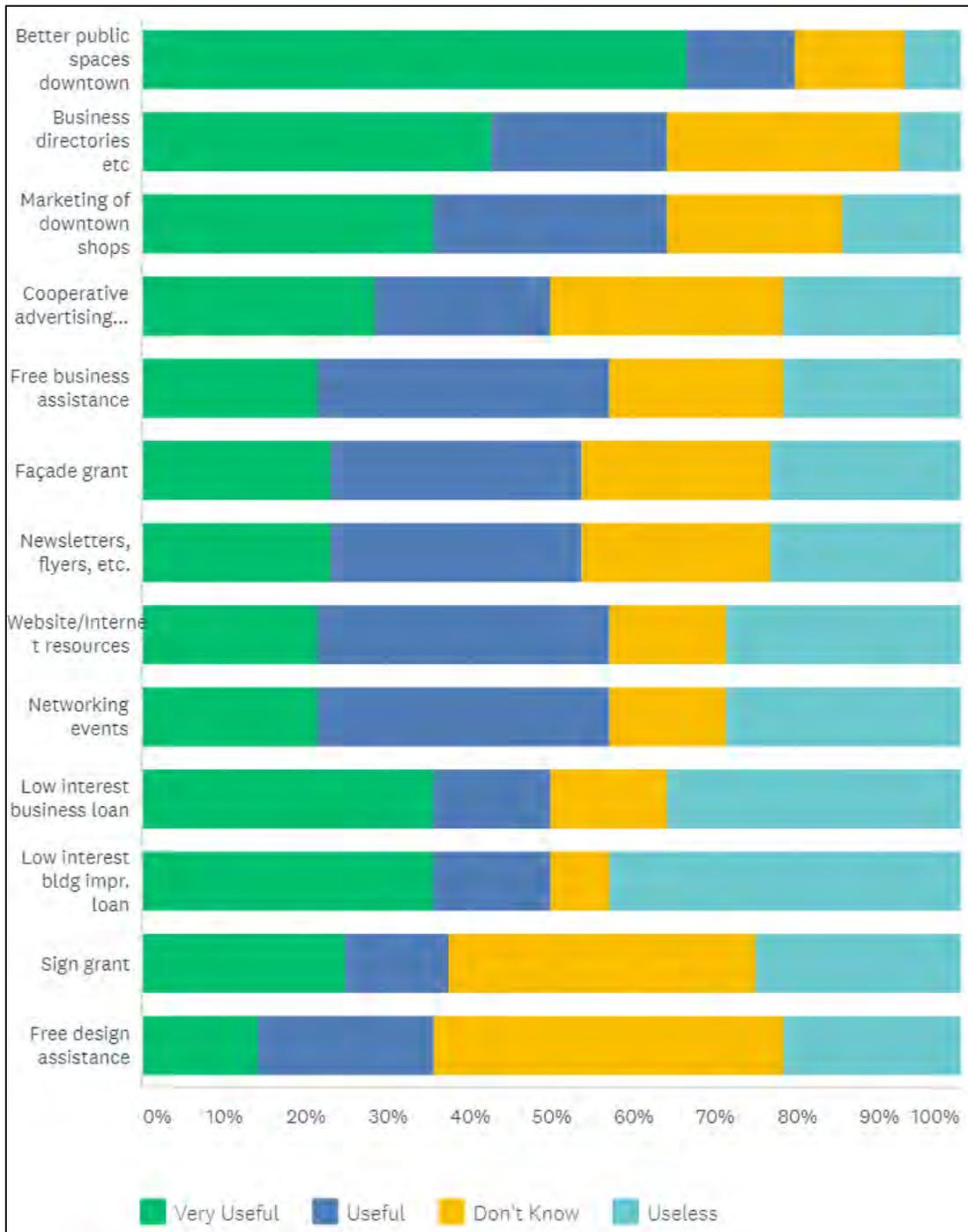
- **Most do not have plans to change their square footage or offering of products and services.** But about 30% of the surveyed owners plan to expand operations downtown.

*Question: Do you have plans to expand or reduce operations for your business in the foreseeable future?*



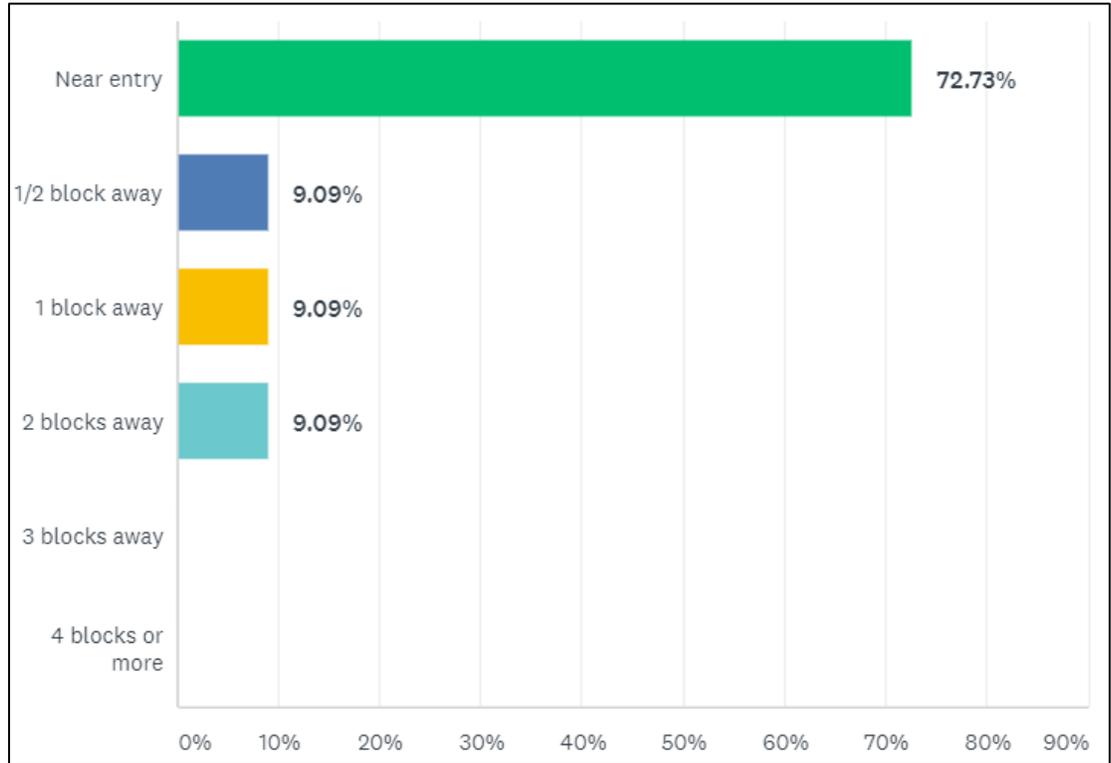
- Most are **satisfied with the business location**. But about 50% believe the building façade does not draw customers in.
- Most (40%) unfortunately **do not feel safe** in downtown Groversville. But most (47%) assert that the **local police protection downtown is outstanding**.
- **Need help with advertising/marketing and improvements for public spaces & buildings**. Would also find useful assistance on: downtown public improvements; downtown business directories, brochures, & maps; and advertising of the downtown as a shopping destination.

*Question: Which products or services would be useful to your business in the future?*

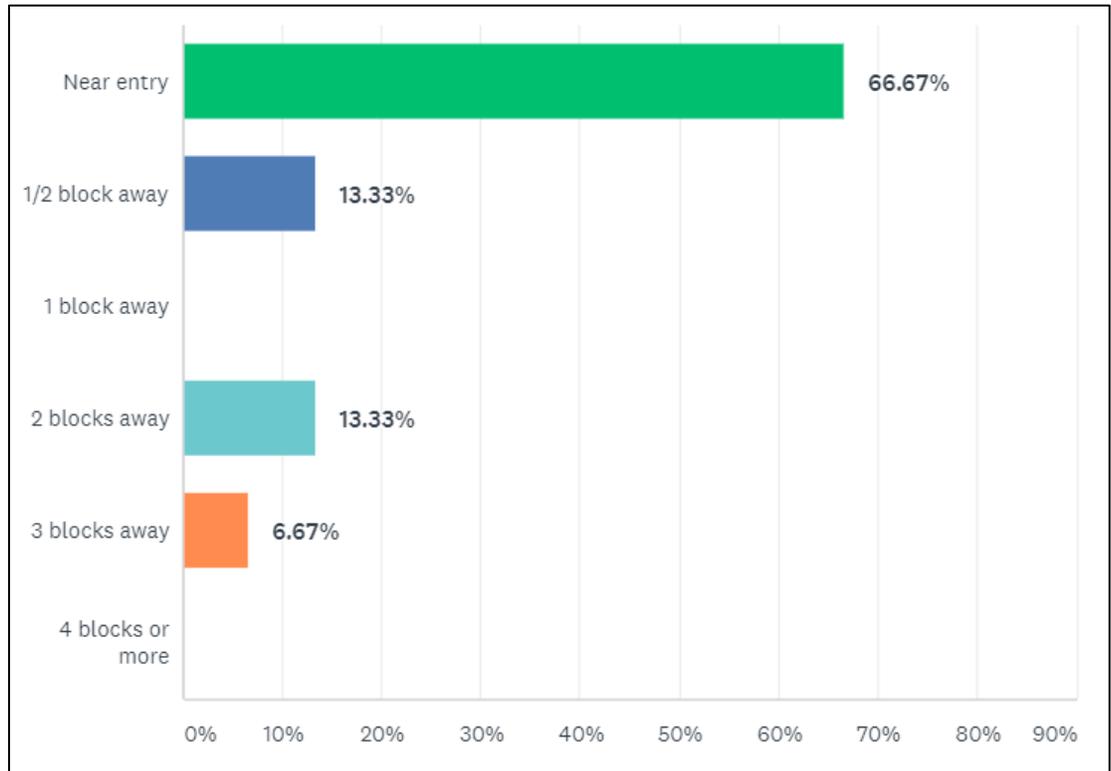


- **Convenient parking exists for both employees and customers.** Most business owners and employees park in either private or public lots (70% combined). Interestingly, business owners believe that their customers are more likely (40%) to park in a parking lot than the Gloversville resident report (11%).

*Question: How far do you and your employees typically have to park from your business?*



*Question: How far do customers typically have to park from your business?*



**DOWNTOWN  
DEVELOPMENT  
STRATEGY  
CITY OF GLOVERSVILLE**

**Section IV:  
Recommendations  
& Implementation  
Strategy**



## RECOMMENDATIONS

Recommendations were developed for each of the goals established by the Steering Committee. In total there are 19 recommendations that include specific recommendations for construction and renovation to policy decisions that will encourage redevelopment.

## RESTORE

**Gloversville's Downtown will provide opportunities for redevelopment, entrepreneurship and economic viability.**

**R-1: Focus on the development of 50 new residential units in existing buildings in 10 years.**

The new residential units would be located on the upper floors of underutilized or vacant buildings with the intent of not only creating new living opportunities, but also to provide downtown customers and vitality. Units should be based on the Building Reuse studies completed for the report (Appendix C).

**R-2: Develop new mixed use, infill buildings that host 100 new residential units in 10 years.**

Based on the housing market analysis there is significant demand for market rate residential apartments throughout Fulton County. New market rate residential units could be provided in mixed use buildings at infill locations in the Church Street corridor, at the Elm/Spring Street intersection and the South Main/W. Fulton Street intersection.

**R-3: Develop 2-3 new regional restaurants totaling 10,000 sq. ft. over the next 10 years.**

Based on the market analysis there is demand for restaurant space in Fulton County. Currently there is a limited number of restaurants downtown. Vacant first floor spaces along Main Street and Fulton Street with good access to parking are ideal locations for new restaurants.

**R-4: Establish innovation zones/incubators for retail, restaurants, food and the arts.**

Several buildings, starting with the Fulton County Center for Regional Growth, could host incubators for new businesses at reduced rates complemented with small business economic development funding.

**R-5: Establish a Downtown small business fund.**

Utilizing existing funding available at the City of Gloversville, develop a focused small business fund downtown to attract new businesses and provide matches for building improvements.

**R-6: Attract a small, limited service hotel.**

Hotels are "followers" and typically invest in downtown after other investment has taken place. The economic and market analysis determined there is not a significant market for hotel space but the demand that exists could support a small hotel of approximately 30

rooms. A hotel within the Church Street corridor would support and enhance Downtown's revitalization.

**R-7: Develop new parking by obtaining sites through foreclosure or developer acquisition.**

Currently there is no apparent parking problem downtown, but there are shortages in certain sectors. Parking is not an issue because overall there is sufficient off and on street parking. However, there is a serious current and future shortage of public parking spaces in the sector bordered by North Main and East Fulton as well as the sector bordered by South Main and West Fulton. That shortage could be inhibiting current development and it will inhibit future development.

## SYNERGY AND FOCUS

**Initial Downtown revitalization efforts projects will be focused by geography and uses to create a critical mass and synergy to propel future development.**

**S-1: Establish a focused, phased approach to establish critical mass, synergy, and momentum for downtown redevelopment.**

There is a significant level of underutilization in the downtown and a scattered approach will dilute the impact of each redevelopment project and not create the critical mass or momentum critical for downtown success. Therefore the following phased strategy is recommended:

- Phase 1: North Main Street and the Church Street corridor
- Phase 2: West Fulton Street
- Phase 3: South Main Street
- Phase 4 East Fulton Street

This does not mean that individual projects can be encouraged or promoted by the City, but efforts to work with owners and obtain funding should be tailored to the phased approach.

**S-2: Obtain funding for redevelopment of critical Anchors**

The Mohawk Harvest building's redevelopment has acted as a catalyst for interest in Downtown Gloversville's future and is a success story that will attract future spin off development. But to continue that momentum the City and its economic development partners should continue with additional redevelopment of the upper floors and other sections of the building. The owners are willing partners that are cooperative, known, and enthused about downtown redevelopment.

At the same time the Glove Theatre is another historic anchor directly adjacent to the theater that could benefit from upgrades. Therefore, special efforts, and grant funding should be sought for both buildings to create the "Super" anchor comprised of both buildings to encourage spin off redevelopment on North Main Street.

Redevelopment of these anchors can be complemented by the current redevelopment of the Gloversville Library and the pending revitalization of the Chamber of Commerce building.

**S-3: Focus business attraction efforts on medical office space, small niche retailers, local food related retail, and restaurants.**

While there is greater demand for, and need to, redevelop upper floors of underutilized or vacant building for housing, there was a small, but sufficient demand for commercial uses for the first floors. Based on the economic and market analysis, it is recommended that economic development and funding efforts be focused on industries or uses that have a market and will also create vitality downtown including restaurants, retail outlets for local foods, niche retailers and medical office space.

**S-4: Develop a leather and glove retail outlet complemented with a museum.**

Gloversville and Fulton County was a nationally important center for leather good manufacturing and some of the manufacturers still exist. Recently the gloves the USA team wore for the Winter Olympics opening ceremony were produced in Gloversville and the leather seats in Air Force one were outfitted by a Fulton County company. Of course Gloversville name provides a significantly legitimacy and connection to glove manufacturing.

Utilizing both the heritage and current business activity involving leather a gloves, a leather and glove outlet should be established in a vacant building such as the Zimmer's Glove building on South Main Street. This will take time to develop an organizational structure, prepare design plan and obtain funding, but it should be a long term goal for the community. A first step would be to hire a consultant team to prepare a feasibility study after a local organization is established to advance the project.

## CONNECTIVITY

**Gloversville's Downtown will provide networks to connect it with neighborhoods, businesses, and recreational opportunities.**

**C-1: Create a Downtown to Creek Corridor**

1. Establish Church Street as the primary alternative transportation connection to the Fonda, Johnstown and Gloversville Rail Trail as shown on the Master Plan.

Church Street provides a direct connection between historic downtown core and the Cayadutta Creek/FJ &G Rail Trail. It is wide enough to permit parallel parking on both sides of the street, a bike lane, and extensive landscaping. To establish the street as a primary alternative transportation link to downtown, the following actions should be taken:

- Put Church Street on a traffic diet by installing corner bump outs, enhanced crosswalks, landscaping and bike lanes.
- Promote development along Church Street (recommendation S-1) to help enclose the street and make it feel more comfortable to pedestrians and bicyclists.
- Develop a public space/square at the intersection of Church and North Arlington

- Install enhanced sidewalks (brick or brick strips).
2. Link Downtown to the Church Street corridor improvements
- Extend streetscape improvements made on Church along Bleecker Street to the Public Market
  - Utilize Castiglione Park improvements (see recommendation V-5) as a link between the Public Market and Main Street
  - Improve the alley adjacent to the Glove Theater between Main Street and public parking lot to the east by installing a brick walkway and lighting (preferably building mounted) along the right of way.

**C-2: Make downtown pedestrian and bicycle friendly**

- Install bike racks throughout downtown.
- Install bump outs and enhanced crosswalks where feasible on N/S Main Streets.
- Upgrade Main Street sidewalks, lighting, and landscaping (including micro parks where feasible)

## VIABILITY

**Downtown Gloversville’s long term viability will improve by creating a livable neighborhood that will attract residents and businesses.**

**V-1: Eliminate the permitted uses in the Zoning Ordinance that are incompatible within the Downtown:**

- Rooming houses
- Single/two family homes,
- Adult entertainment,
- Warehouses and utility scale solar.
- Light industry should be listed as a Special Use.

**V-2: Obtain financing to redevelop historic buildings.**

Historic buildings are not only part of Downtown’s “brand identity”, but they also can provide current and future downtown residents with a high quality of life because of their character, aesthetics, and connections to history. Therefore the City and its economic development partners should pursue funding through the NY Main Street program, Restore NY, NYS Parks and Historic Preservation (including tax credits) and other funding to restore and re-purpose historic downtown buildings.

**V-3: Establish incubators for retail, food and the arts.**

Retail, food and culture are three key ingredients to a successful downtown. Incubator space for each of them could be located in separate locations downtown with reduced rental rates subsidized with NYS State CDBG micro-enterprise funding.

V-4: Establish a permanent leadership strategy for Downtown

- Make the Downtown Development Specialist (DDS) permanent:
  - The DDS will provide leadership and staffing to a Downtown Committee that will be comprised of business and property owner led sub-committees to work with DDS on marketing/promotions, events, design, and business attraction
  - The position will be funded by a partnership with the BID, City and other organizations committed to Downtown.
  - Downtown Branding a Downtown Directory/Brochure will be a key first task of the permanent DDS position.
- Create a formal Downtown Committee made up of a majority of business/property owners complemented by City and County representatives

V-5: Upgrade Castiglione Park

- Phase 1: Install stage, decorative pavement, landscaping, and lighting.
- Phase 2: Add sculpture and other outdoor art

V-6: Improve City Parking Lots with lighting, landscaping, perimeter sidewalks and pavement/stripping:

- Elm Street: East side
- Bleecker: Church to Spring

V-7: Create a quasi-public Park in front of Estee Commons

The Estee Commons project will provide 38 loft style apartments at the former school property. There is a small parklike setting in front of the development along North Main Street that could be developed into a small urban park that will provide benefits to Estee residents as well as Downtown residents.

**BUILDING REUSE ANALYSES**

As part of the Downtown Strategy the consultant team prepared Building Reuse Analyses for four buildings in the Downtown Core (Appendix C). One purpose of the analyses was to develop façade and interior building layout recommendations complemented by order of magnitude cost estimates and building code reviews. Results of the analyses could be used by each owner selected to submit future grant applications for funding.

Another purpose of the analyses was to provide other property owners downtown with examples of how they can improve their property. Analyses were completed for four buildings:

- Dunday’s Clothiers: 49-51 North Main Street
- Burton Building: 58 North Main Street
- Mills Block: 75 North Main Street
- Heacock Block: 2-10 South Main Street

Appendix C includes the complete Building Reuse Analyses for the four properties.



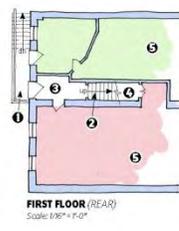
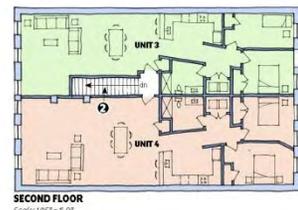
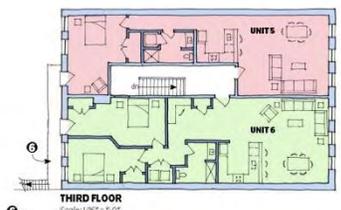
in-site:architecture

**PROPOSED:**

<b>First Floor</b>	Existing to remain	
<b>Second Floor</b>	Residential (R-2 Occupancy)	
<b>Third Floor</b>	Residential (R-2 Occupancy)	

<b>UNITS:</b>		
UNIT 1-1bd, 1bath	920sf	
UNIT 2-2bd, 1bath	1150sf	
UNIT 3-2bd, 1bath	1140sf	
UNIT 4-2bd, 1bath	1280sf	
UNIT 5-1bd, 1bath	920sf	
UNIT 6-2bd, 1bath	1200sf	



- IMPROVEMENTS:**
1. New wood framed entry stair and landing.
  2. New stair to second floor apartments.
  3. New finishes in existing vestibule area.
  4. Location of optional storage area or new stair to basement.
  5. Paint existing first floor ceiling with intumescent paint for required fire rating between commercial & residential occupancies.
  6. New fire escape.

MASTER PLAN FOR INFILL DEVELOPMENT



**Legend:**

- DOWNTOWN STUDY AREA
- BUILDING OUTLINES
- GREEN SPACES
- PARKING

**LABELLA**  
Associates, D.P.C.

CITY OF GLOVERSVILLE  
DOWNTOWN  
DEVELOPMENT  
STRATEGY

AERIAL BASE MAP

Source:  
1. Downtown Study Area Boundary. Created by Labella Associates, D.P.C.  
2. Property Boundaries. Provided by Fulton County GIS Database.  
3. Aerial Base Map. Provided by Fulton County GIS Database.  
4. Aerial Background. Earth-Link, USDA, USGS, NOAA, and others.  
5. Street Names. Provided by Fulton County GIS Data Community.

0 200 Feet

Labella Project No:  
2170762

**IMPLEMENTATION STRATEGY**

**Table 8. Implementation Matrix**

Recommendations	Timeframe
R-1: Focus on the development of 50 new residential units in existing buildings in 10 years	5-10 years
R-2: Develop new infill buildings that host 100 new residential units	5-10 years
R-3: Develop 2-3 new regional restaurants totaling 10,000 sq. ft. over the next 10 years.	5-10 Years
R-4, V-3: Establish incubators for retail, restaurants, food and the arts.	5 years
R-5: Establish a dedicated Downtown small business fund.	6 months
R-6: Attract a small, limited service hotel.	5 years
R-7: Develop new parking by obtaining sites through foreclosure or developer acquisition.	2-5 years
S-1: Establish a focused, phased approach to establish critical mass, synergy, and momentum for downtown redevelopment	1-5 years
S-2: Obtain funding for redevelopment of critical Anchors	1-3 years
S-3: Focus business attraction efforts on targeted uses	Ongoing
S-4: Develop a leather and glove retail outlet complemented with a museum.	Ongoing
C-1: Create a Downtown to Creek Corridor	2-5 years
C-2: Make downtown pedestrian and bicycle friendly	Ongoing
V-1: Eliminate the permitted uses that are incompatible Downtown	1 year
V-2: Obtain financing to redevelop historic buildings.	2-5 years
V-4: Establish a permanent leadership strategy for Downtown	1 year
V-5: Upgrade Castiglione Park	1-2 years
V-6: Improve City Parking Lots	2-5 years
V-7: Create a quasi-public Park in front of Estee Commons	2-3 years