CITY OF GLOVERSVILLE

DRAFT
COMPREHENSIVE PLAN

2003
VISION STATEMENT

The City of Gloversville Comprehensive Plan is a statement of community goals. These goals, which are usually quite broad, are broken down into numerous issues each with its own statement of policy for the City.

This Comprehensive Plan will serve as a document that is the basis for a variety of land use controls in the community and budgetary decisions that are yet to be made by the Common Council. The document reflects the sentiments of our community and therefore will be a valuable resource tool. This Comprehensive Plan is written from the perspective that the City of Gloversville, as the most populous community in Fulton County, is the center of most economic, social and cultural activity for the County.

The City of Gloversville faces many challenges in the years to come. The passage of time inevitably brings change. The most important task is to retain the important characteristics of the City from forces we cannot control. The qualities that make Gloversville unique still continue despite the current economy. Many characteristics combine to provide the distinct livability of the City: the physical setting, as the foothills of the Adirondacks, the gateway to its 6 million acre preserve and the Great Sacandaga Reservoir. The historic urban and downtown settings, with a variety of walkable neighborhoods, which promote a broad range of lifestyles and the potential for a number of commercial, industrial and technology-based developments. The Comprehensive Plan calls for maintaining the basic physical and social qualities and enhancing the economic prospects of the City. Provisions are included to enhance public services and facilities, such as parks and recreation, transportation, police and fire protection, public utilities, housing, historic resources and the economy.

The City’s strengths lie within areas that need the most consideration. A committed endeavor needs to be made that responds to the continued decrease in population, vacant and outdated substandard housing, neighborhood revitalization efforts, local commercial and economic development, tourism and policies that govern our City’s most valuable resources. Planning for the future must respond to these factors while improving the City’s economic health and preserving its livability for future growth and regional market competitiveness. Gloversville’s history and character must be preserved as the foundation for future development. The City must build on that foundation as it meets the challenges of the future.
METHODOLOGY

The City of Gloversville Planning Board began the Comprehensive Plan Update process on April 25, 2001 with a meeting to review preliminary demographic trends from the 2000 Census. During the same meeting, the Planning Board also finalized the list of agencies and individuals that would be sent a letter soliciting comments regarding issues to be included in the Comprehensive Plan Update. Following the meeting, letters were forwarded to a substantial number of agencies and individuals who Planning Board members felt would offer worthwhile suggestions for the Comprehensive Plan.

Comments regarding the issues to be discussed in the Comprehensive Plan Update were submitted by Lisa McCoy, President-Fulton County Regional Chamber of Commerce, and City Judge Vincent DiSantis. Based on the comments received from those two (2) individuals and internal Planning Board and staff discussions, a draft Comprehensive Plan Outline was prepared. In order to encourage public participation and solicit expertise from a variety of fields, a series of workshops on each of the topics was scheduled and invite letters were prepared.

On August 15, 2001, the first Comprehensive Plan workshop was held. The topic for that initial workshop was Community Values. The Planning Board held six (6) Comprehensive Plan workshops covering eight (8) different topics and concluded the workshop sessions on May 15, 2002. Although turnout for the workshop sessions was modest, attendees offered Planning Board members insight on a variety of topics and numerous possibilities for addressing those issues. At the conclusion of each workshop session, a draft chapter, for each topic that was covered, was prepared for the Comprehensive Plan document. Consequently, shortly following the last workshop on May 15, 2002, a draft copy of the text to the Comprehensive Plan was forwarded to Planning Board members for comments.

As Planning Board members reviewed the text to the Comprehensive Plan, the Fulton County Planning Department began gathering a series of photos to be included within the document. The Planning Department also worked on a variety of maps, graphs, and tables for inclusion in the Plan. Over the course of several months, the Planning Board offered final comments and proposed additions for the Comprehensive Plan document. On June 3, 2003, the Planning Board decided to forward the Comprehensive Plan document to the City of Gloversville Common Council for approval.
DEMOGRAPHIC ANALYSIS

Between 1990 and 2000, the City of Gloversville's population decreased from 16,656 to 15,413 residents. This decrease represented a 7.5% decline for the City. A similar decline took place in the City of Johnstown. However, at the same time, the County's population rose slightly, indicating that there has been a significant shift of population from the Cities into the surrounding townships in Fulton County. In fact, the City of Gloversville's population peaked in 1950 at 23,634 residents and has steadily decreased since that time. During the last 50 years, the City's population has dropped 8,221 residents or 35%.

CITY OF GLOVERSVILLE POPULATION TRENDS 1960-2000

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Total Population</td>
<td>21,741</td>
<td>19,677</td>
<td>17,836</td>
<td>16,656</td>
<td>15,413</td>
</tr>
<tr>
<td>Population per Household</td>
<td>2.84</td>
<td>2.70</td>
<td>2.72</td>
<td>2.58</td>
<td>2.43</td>
</tr>
<tr>
<td>Median Age</td>
<td>37.6</td>
<td>35.8</td>
<td>34.1</td>
<td>34.9</td>
<td>37.3</td>
</tr>
<tr>
<td>Population 65+</td>
<td>3,457</td>
<td>3,173</td>
<td>3,326</td>
<td>3,300</td>
<td>2,754</td>
</tr>
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</table>
The 2000 Census showed that the median age of a City of Gloversville resident increased from 34.9 years in 1990 to 37.3 years in the Year 2000. What is unusual about this increase in the median age is that the 65+ population of the City of Gloversville declined from 3,300 in 1990 to 2,754 in 2000, a 16.5% drop. On the other hand, during that same timeframe, the 85+ population for the City of Gloversville increased from 373 to 469 residents, a 25.7% increase.
CITY OF GLOVERSVILLE
HOUSING TRENDS
1960-2000

<table>
<thead>
<tr>
<th>DESCRIPTION</th>
<th>1980</th>
<th>1990</th>
<th>2000</th>
</tr>
</thead>
<tbody>
<tr>
<td># of Housing Units</td>
<td>7,792</td>
<td>7,596</td>
<td>7,540</td>
</tr>
<tr>
<td># of Vacant Units</td>
<td>616</td>
<td>669</td>
<td>1,040</td>
</tr>
<tr>
<td># of Owner-Occupied Housing Units</td>
<td>4,064</td>
<td>3,802</td>
<td>3,515</td>
</tr>
<tr>
<td># of Renter-Occupied Housing Units</td>
<td>3,112</td>
<td>3,125</td>
<td>2,985</td>
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</table>

The 2000 Census revealed that the total number of housing units in the City of Gloversville decreased from 7,596 to 7,540 between 1990 and 2000. At the same time, however, the number of vacant housing units increased from 669 units to 1,040 units. Not only did the City lose 56 housing units, but an additional 371 units became vacant. This increase in vacant housing units leaves the City with a 13.7% vacancy, up from 8.8% in 1990. As of the 2000 Census, there were 6,500 occupied housing units in the City of Gloversville, of which 3,515 (54%) were owner-occupied and 2,985 (46%) were renter-occupied.
### CITY OF GLOVERSVILLE
### HOUSEHOLD BY TYPE
### 1990-2000
### (HOUSING UNITS)

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>1 Unit, Detached</td>
<td>3,277</td>
<td>3,212</td>
<td>-1.98%</td>
</tr>
<tr>
<td>1 Unit, Attached</td>
<td>42</td>
<td>55</td>
<td>30.95%</td>
</tr>
<tr>
<td>2 to 4 Units</td>
<td>3,486</td>
<td>3,475</td>
<td>-0.32%</td>
</tr>
<tr>
<td>5 to 9 Units</td>
<td>318</td>
<td>292</td>
<td>-8.18%</td>
</tr>
<tr>
<td>10 or more Units</td>
<td>401</td>
<td>426</td>
<td>6.23%</td>
</tr>
<tr>
<td>Mobile Home, Trailer, Other</td>
<td>72</td>
<td>80</td>
<td>11.11%</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>7,596</td>
<td>7,540</td>
<td>-0.74%</td>
</tr>
</tbody>
</table>

Between 1990 and 2000, there was very little change in the types of housing units available for City of Gloversville residents, there was a small decline in the number of single-family households, 2-4 unit households and 5-9 unit households, while at the same time there was a slight increase in the number of 10 or more unit households.
Between 1990 and 2000, the City of Gloversville saw a 5.1% decline in the number of persons 25 years and older. However, during that same time, there was a 6.8% increase in the number of high school graduates or higher and a 5.4% increase in the number of individuals with a Bachelor's Degree or higher.
While the City of Gloversville's population declined by approximately 7.5% between 1990 and 2000, there were several dramatic increases and decreases that were witnessed within certain age categories. For instance, the under 5 population for the City of Gloversville decreased by 205 individuals or approximately 16%, while at that same time, the 5-9 age group increased 204 individuals or by almost 22%. Perhaps the most significant statistical trend that occurred between 1990 and 2000 was the 40% increase in the 45-54 year old age group. This same trend has been seen in other Capital District cities, including Albany, Schenectady, Troy and Saratoga Springs. On the other hand, the City also witnessed a 34% decline in the 65-74 year old age group, which may be attributed to the lack of housing options in the community for individuals who are looking for maintenance-free living.
City of Gloversville
From an income standpoint, the City of Gloversville seemed to mirror trends at the State level. On the other hand, Fulton County, as a whole, fared much better than both the City and the State. For instance, the City of Gloversville's Median Family Income increased approximately 31%, which was similar to the State's 30% increase. Fulton County's Median Family Income increased 37.25% during that same timeframe. In terms of Median Household Income, the City of Gloversville saw a 30% increase and the State of New York a 31.6% increase. Fulton County, on the other hand, saw a 41.1% increase. The same trend is also shown in Per Capita Income with the City of Gloversville witnessing a 40.6% increase and the State of New York a 41.7% increase, while the County's increased 48.7%.

### CITY OF GLOVERSVILLE INCOME BY TYPE 1980-2000

<table>
<thead>
<tr>
<th></th>
<th>1990</th>
<th>2000</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>MEDIAN FAMILY INCOME</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>City of Gloversville</td>
<td>$26,501</td>
<td>$34,713</td>
</tr>
<tr>
<td>Fulton County</td>
<td>$28,998</td>
<td>$39,801</td>
</tr>
<tr>
<td>State of NY</td>
<td>$39,741</td>
<td>$51,691</td>
</tr>
<tr>
<td><strong>MEDIAN HOUSEHOLD INCOME</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>City of Gloversville</td>
<td>$20,580</td>
<td>$26,755</td>
</tr>
<tr>
<td>Fulton County</td>
<td>$23,862</td>
<td>$33,663</td>
</tr>
<tr>
<td>State of NY</td>
<td>$32,965</td>
<td>$43,393</td>
</tr>
<tr>
<td><strong>PER CAPITA INCOME</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>City of Gloversville</td>
<td>$10,810</td>
<td>$15,207</td>
</tr>
<tr>
<td>Fulton County</td>
<td>$11,330</td>
<td>$16,844</td>
</tr>
<tr>
<td>State of NY</td>
<td>$16,501</td>
<td>$23,389</td>
</tr>
<tr>
<td><strong>BELOW POVERTY LEVEL</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>City of Gloversville</td>
<td>2,831 (17.2%)</td>
<td>2,929 (19.3%)</td>
</tr>
<tr>
<td>Fulton County</td>
<td>6,889 (13%)</td>
<td>6,686 (12.5%)</td>
</tr>
<tr>
<td>State of NY</td>
<td>2,277,296 (13%)</td>
<td>2,692,202 (14.5%)</td>
</tr>
</tbody>
</table>

Another interesting trend can be observed in the number of individuals living below the poverty level in the City of Gloversville. In 1990, 17.2% of the population of the City of Gloversville lived below the poverty level. As of the 2000 Census, 19.3% were living below the poverty level. A similar trend was seen Statewide, where there was an increase from 13% to 14.5% living below the poverty level. On the other hand, Fulton County saw a decrease from 13% to 12.5% between the 1990 and 2000 Census.
Introduction & Goal:

The City of Gloversville Comprehensive Plan document is intended to be a reflection of community values. The document itself functions as an instrument of public policy and therefore should express those values which most residents of the City have in common. This will give the Comprehensive Plan document validity in the public's eyes and will encourage public officials to support and make use of this document in the future.

Every resident and business owner in the City of Gloversville has a set of values that is derived from his or her cultural or ethnic heritage, social or economic background, and daily life experiences. These values differ from person to person and can change with time. The community's land use patterns should change over time, constantly adapting, like a living organism, toward the values of our community's residents.

Many residents still consider our community a "walking city" since the majority of our residents live within walking distance of the Central Business District. The idea of having and keeping a "walking city" is extremely important to both residents and business owners in the City of Gloversville. The City of Gloversville feels that a walking city provides a setting in which human interaction is not only possible but encouraged. Unlike many other cities throughout New York State, where community character seems to be disappearing, the City of Gloversville has not yet succumbed to significant urban sprawl where residents need to use their vehicles to go almost anywhere.

The City of Gloversville also recognizes the considerable amount of time that is donated by residents, business owners, service clubs, churches, unions, schools, etc. toward improving the character of the community. In order to ensure that the community values of residents and business owners in the City of Gloversville are recognized and addressed in the years to come, the City of Gloversville has developed the following goal:

**GOAL:** TO RECOGNIZE COMMUNITY VALUES IN OUR FUTURE LAND USE AND PUBLIC POLICY DECISIONS, AND TO PROTECT THE LIVABILITY OF OUR CITY.

In order to reach this goal, the following policies have been adopted:

1. Maintenance and Beautification:

The City of Gloversville's Central Business District and many of its older neighborhoods offer an interesting panorama of architecture. There are also a significant number of appealing public spaces throughout the community including Myers Park and Melchoir Park. Since the City is centrally located within easy commuting distance to the Capital District, the Adirondack Mountains, and the Saratoga/Lake George Region, there is every reason to believe that the community can thrive in the future if many of these older
architectural treasures are restored to their original splendor. Likewise, maintenance of the numerous public parks throughout the City of Gloversville would substantially enhance the quality of life for our City’s residents.

Policy #1: The City of Gloversville will encourage restoration efforts throughout the community, where feasible, and will focus municipal maintenance efforts on our multitude of public spaces.

Policy #2: The City of Gloversville shall encourage grass roots efforts to establish civic groups and organizations for general maintenance activities, as a cost saving measure to the City. Local groups and organizations registered under the jurisdiction of the City would maintain public spaces, parks, recreational facilities, establish neighborhood watch groups, conduct and organize local events and act as legislative watch dogs. With the help from concerned residents, business owners, civic leaders and the senior citizen population, the City can save on costs associated with these general expenses.
2. **Community Events:**

Community events offer both residents and business owners in the City of Gloversville the opportunity to interact with one another and to develop a sense of pride in their community. By encouraging individuals to volunteer their efforts toward a variety of community events, a larger segment of the population becomes aware of important community issues and begins to take an active role in assisting with efforts to resolve those issues. By encouraging public involvement in community events, citizens and business owners are given a sense of ownership in not only the event, but in the City of Gloversville itself.

**Policy:** In order to encourage community pride, the City of Gloversville will actively pursue and encourage a variety of community events within the City's borders in order to instill community pride in our residents and business owners.

3. **Sense of Community:**

The physical environment plays a role in the social interaction that is necessary to create a sense of community. In many instances, however, it takes a major effort to create a sense of community. Giving our residents the sense of community they desire does not happen simply due to their close proximity to one another. Planning and land use control efforts can compliment and reinforce the notion of community.

**Policy:** The City of Gloversville feels that any future development within the community should encourage a sense of community and preserve the City's small town atmosphere.
Restored Residence Along Bleecker Street.
Introduction & Goal:

Community Facilities include not only those facilities owned and operated by the public, but also those facilities that are owned and operated by private enterprise for the benefit of the community. The City of Gloversville's Community Facilities are an extremely important component in the lives of many of our citizens adding immeasurably to their quality of life.

There are a broad range of facilities and services that come under the heading of Community Facilities. Some facilities such as the Fire Station and the Police Department are necessities in our community. On the other hand, facilities such as the Public Library, while not necessary, are desirable because they add to the community's cultural and educational enrichment.

According to the 2000 Census, the City of Gloversville's population has continued to decline. Yet, there is still a great demand and need to keep the City's Community Facilities updated and to increase the variety of community services offered to our residents. The increased demand for these facilities and services is putting intense pressure on the City's budget and may eventually necessitate a serious examination of facilities and services that can be shared with other communities in Fulton County, while preserving Gloversville’s unique identity.

It is extremely important that the City of Gloversville maintain its current Community Facilities and continue to offer an expanding variety of services to our residents and business owners. Upgrading and expansion of our Community Facilities and services will be essential if the City of Gloversville expects continued private investment to take place in the community.

**GOAL:** THE CITY OF GLOVERSVILLE WILL PROMOTE THE MAINTENANCE, ENHANCEMENT, AND DEVELOPMENT OF COMMUNITY FACILITIES AND SERVICES IN A COST EFFECTIVE MANNER SO AS TO MEET THE FUTURE NEEDS OF OUR COMMUNITY.

In order to reach this goal, the following policies have been adopted:

1. **Gloversville Free Library:**

   The Gloversville Free Library is a tremendous source of cultural enrichment for the residents of our community and surrounding townships and is therefore an extremely important community resource. The Gloversville Free Library is located on the southeastern corner of the intersection of East Fulton Street and Fremont Street along one of the City's main traffic and transportation arteries.
making the Library easily accessible to the public. The Library is also situated on the fringe of the Central Business District, which at times can encourage our residents to shop or otherwise do business in the downtown area after visiting the Library.

![The unique Architecture of the Gloversville Free Library](image)

The Library is one of the oldest buildings in the City of Gloversville and is recognized as one of its architectural treasures. However, the Library is currently scheduled to undergo renovations and will continue to need financing for capital improvements and repairs throughout the years. At one time, the Library was facing a significant space shortage, which limited the availability of certain programs. However, today, with the advent of the computerized society, the Library not only houses books, periodicals, etc., but is a community center that offers residents an opportunity to access the Internet or use facilities that are otherwise unavailable to them. Consequently, the provision of additional space is no longer the primary concern of the Library, but rather the intelligent use of existing space for ever-changing programs.

**Policy:** The City of Gloversville will encourage continued renovations at the Public Library in order to use the available space more efficiently and to allow the Library to continually offer more programs and services to the community.

2. Nathan Littauer Hospital:

The City of Gloversville is home to an excellent medical facility, the Nathan Littauer Hospital. The Hospital is located in the northern end of the City along East State Street and is a regional health facility serving all of Fulton County, southern Hamilton County, and parts of Montgomery County. The Hospital is a tremendous resource to our community, not only in terms of the medical services
it provides, but also for the economic benefit the Hospital bestows on the community in terms of payroll and goods and services purchased.

For many years now, there has been a national trend, resulting from advances in new technologies, that has allowed more and more people to receive medical services outside of hospitals and for an increasing number of patients to have out-patient surgeries at hospitals or other medical facilities. Because of this trend, Nathan Littauer Hospital has just completed renovations that will allow the Hospital to provide additional medical services to the region. The City of Gloversville recognizes that future advances in technology may necessitate Nathan Littauer Hospital undertaking future expansion at the present facility or at smaller medical facilities throughout the area. However, the City also recognizes that vehicular access to the Nathan Littauer Hospital is very limited and may need to be improved in the future.

**Policy:** The City of Gloversville will continue to support efforts by the Nathan Littauer Hospital to expand services to the community, and will encourage and support efforts to investigate the feasibility of a secondary access to the Hospital facility along NYS Route 30A. (See Map 2-1.)

3. **Assisted-Living Centers:**

Another national trend that has impacted the Hospital involves long-term elderly care. At one time, there was a significant need for additional nursing home space, not only locally, but throughout the nation. Today, there is no longer a waiting list for the nursing home facility at the Nathan Littauer Hospital or other facilities in the County, and the focus of long-term elderly care has shifted dramatically toward assisted-living situations. For the past several years, assisted-living centers have been constructed throughout the capital region. However, there has been no real influx of these types of facilities in Fulton
According to the 2000 Census, approximately 27% of the County's population resides in the City of Gloversville. Yet, as the table below indicates, a much higher percentage of the County's elderly population resides in the City of Gloversville.

**TABLE 2-1**  
% ELDERLY POPULATION

<table>
<thead>
<tr>
<th>% OF COUNTY'S ELDERLY POPULATION</th>
<th>65+ population</th>
<th>75+ population</th>
<th>85+ population</th>
</tr>
</thead>
<tbody>
<tr>
<td>FULTON COUNTY</td>
<td>8,980</td>
<td>4,640</td>
<td>1,247</td>
</tr>
<tr>
<td>CITY OF GLOVERSVILLE</td>
<td>2,754</td>
<td>1,604</td>
<td>469</td>
</tr>
</tbody>
</table>

The 2000 Census figures also reveal several other trends with the elderly population. Since 1990, the County's 65+ population has remained somewhat stable, while the City's has declined significantly. However, the 75+ and 85+ population have increased substantially at both the City and County level and the median age at both the City and County levels have increased noticeably since the 1990 Census. These demographic trends point to the fact that the City needs to provide our elderly population with appropriate housing options.

**TABLE 2-2**  
1990 VS. 2000  
ELDERLY POPULATIONS

<table>
<thead>
<tr>
<th>CITY OF GLOVERSVILLE</th>
<th>1990</th>
<th>2000</th>
</tr>
</thead>
<tbody>
<tr>
<td>65+ population</td>
<td>3,300</td>
<td>2,754</td>
</tr>
<tr>
<td>75+ population</td>
<td>1,560</td>
<td>1,604</td>
</tr>
<tr>
<td>85+ population</td>
<td>373</td>
<td>469</td>
</tr>
</tbody>
</table>

Consequently, the City must begin identifying locations within the community that could support and benefit from the construction of various types of assisted-living facilities. By mixing the elderly population into neighborhoods with young couples and children, the City of Gloversville can avoid the problem of isolating our elderly population.

**Policy:** The City of Gloversville will encourage the construction of assisted-living centers within residential neighborhoods throughout the community, that blend in to the neighborhood and do not diminish the surrounding historical and architectural features.
4. **Fire Protection:**

The City of Gloversville is fortunate to have a very dependable municipal Fire Department. At the present time, the response times for the Fire Department, which is located along Frontage Road, to locations throughout the community are well within regulatory requirements. However, if there is significant expansion of the City's municipal borders in the coming years, this issue may have to be reexamined. On the other hand, as development occurs within the City limits and renovation and reuse of existing buildings takes place, the City will encourage and, in many cases, mandate that better fire access to the buildings be provided. New facilities should be located on sites that minimize barriers such as busy intersections or one-way streets, which tend to lengthen the time required to reach a fire and thus reduce the effective service area of the Fire Department.

**Policy:** The City of Gloversville, will carefully assess emergency vehicular access issues as they relate to the construction of new projects and the redevelopment of existing buildings throughout the community.

5. **Police Protection:**

The City of Gloversville Police Department not only acts as the law enforcement agency for the community, but also provides educational programs for residents of the City. Programs such as D.A.R.E for K-12 students and parenting programs for school-aged children are increasingly demanding additional staff hours from the Police Department.

**Policy #1:** The City of Gloversville Police Department would like to expand its educational partnerships with other community agencies in order to provide additional services to the City. The City must review, with the Police Chief, on a regular basis, methods to ensure adequate educational and community programs are maintained.

Usage of bicycle patrols by the City of Gloversville Police Department has become more prevalent not only because of the recent construction of the FJ & G Rail Trail but also as a result of the success the Department has witnessed using the patrols throughout the City.
At some point in the future, the City of Gloversville would like to expand the Trail system by creating linkages between the FJ & G Rail Trail and various parks and neighborhoods throughout the City. The continued development of the pedestrian trail system throughout the City will certainly entice more residents and non-residents to use this Trail system, and, consequently, the users themselves may begin to police this Community Facility. However, there will still be a significant need for police bike patrol presence along the Trail in order to ensure proper functioning and safe use by community residents. A review of current staffing levels for the Trail and a plan for police coverage of the Trail as it expands will be critical.

Policy #2: The City of Gloversville Police Department should review its current staffing of bike patrols along the Trail and plan to provide additional bicycle patrols as the Trail system expands.
The City of Gloversville Police Department has also begun to feel a space crunch at its present location in City Hall. As the Department begins to provide more services to the community, additional space may need to be made available. The Police Department has no shooting range and currently uses the City of Johnstown’s facility, which, at some point in the future, may become an unworkable situation.

**Policy #3:** The City of Gloversville should undertake a comprehensive examination of space within the City Hall building in order to determine how space is currently utilized and if additional area in the facility can and should be dedicated to the City of Gloversville Police Department. Additionally, the City of Gloversville should begin to identify properties outside of the City’s municipal borders where a police shooting range can be established.

The final report on consolidation of services in Fulton County, which was prepared in the early 1990’s, specifically recommended that the Cities of Gloversville and Johnstown seriously evaluate consolidating their Police Departments. The report went on to recommend that a comprehensive assessment of this issue be conducted. From 1992-95, the Cities of Gloversville and Johnstown conducted such a study, which, at the time, seemed to uncover significant benefits that could be realized by both City Police Departments if consolidation took place. However, administrative and bureaucratic concerns surfaced and the study was never acted upon. As this report is being prepared, the City of Gloversville has reopened discussions with the City of Johnstown concerning consolidation of the Police Departments.

The City of Gloversville’s Police & Fire protection are the two essential services that the City provides. Without these services, the City loses a critical safety network and its ability to market the community as a safe place to live. These departments are also vital to the health, safety and welfare of the public and to the socioeconomic development of the City. The services provided by the Police and Fire Departments should be preserved. It is important to recognize the strong ties these departments provide to the social and civic stability to residents of the City of Gloversville. The uniqueness of these services separates the Cities from other communities and is a strong contributing factor in what draws people to this specific location.

Any consolidation plan must be looked at thoroughly and completely and not just address labor cost savings. Consolidation may or may not be cost effective in the long run, but that is unknown until all factors are fully considered. Issues such as: Time and costs spent on negotiations with unions, administrators, bureaucrats and employees, establishing new charters, attorney fees, costs of establishing a centralized location with new buildings, new vehicles and logos, potential loss of jobs are just some examples of costly and time-consuming factors that should be considered.

The proposal to consider consolidation of services is a direct reaction to the City’s most imminent problems or “down stream effects”, which is the lack of City
revenues and funds. Therefore, as an alternative to any consolidation plan, the City shall explore other options in maintaining City services or focus on “upstream causes”, dealing with the root cause to existing problems that contribute to the cutback of City services, which is the lack of adequate and affordable housing and commercial and economic development, decrease in neighborhoods, revitalization and overall City marketability.

**Policy #4:** The City of Gloversville should explore consolidation and shall encourage the assessment of a city level departmental reorganization, as part of any consolidation plan of city services. Part of the assessment should include evaluation of options such as: attrition, early retirement incentives and job reclassifications, etc. to determine if Police, Fire and other City Service departments can maintain proper staffing, prevent job cuts and preserve the integrity of the department.

6. **Animal Control Officer:**

The City of Gloversville Animal Control Officer works out of the Police Department in the City Hall building. The City currently contracts with the Brennan Humane Society to take in all stray animals from the community at a modest cost to local taxpayers. If the City sees a significant increase in the cost of this contract with the Humane Society in the coming years, then there may be a need for the City to establish its own shelter. However, there are severe space limitations on existing City properties throughout the community that would hamper development of an adequately-sized facility. The City’s Animal Control Officer has estimated that the City of Gloversville would need at least six (6) kennels and would have to consider accepting not only strays but unwanted pets. According to the City’s Animal Control Officer, the City of Johnstown is facing a similar dilemma.

**Policy #1:** The City of Gloversville should conduct a careful examination of the costs and benefits associated with establishing a joint City kennel.

**Policy #2:** If the cost benefit analysis shows that the City of Gloversville and City of Johnstown can operate a jointly-owned municipal kennel at a significant cost savings to the community, then an area in one of the older industrial sections of the community, or outside of the City limits in a more rural setting, should be sought for this type of facility.

7. **Fulton County Ambulance Service:**

The Ambulance Service of Fulton County is located along Spring Street near City Hall and the Fire Department in a former automobile dealership. The Ambulance Service shares the former dealership with an auto body shop. The Ambulance Service, at one time, was housed in the City of Gloversville Fire Department and made the move to the former dealership because of space limitations in the Fire Department building. However, as population growth within the City has declined and has remained somewhat stagnant at the County level, there does not appear to be any immediate need to expand the Ambulance Service Agency or provide additional space for operational purposes.
Policy: The City of Gloversville will encourage the continued use of the current building by the Fulton County Ambulance Service and will recommend renovation of the existing building before support for any new facility will be considered.

8. City Hall:

The City Hall building along Frontage Road is recognized as the central administrative offices for the entire City.

The building houses most local government functions within the City and is used by a variety of groups during the evening hours throughout the week. The City Hall building itself is approximately 30 years old and has very limited expansion possibilities.

Policy #1: If additional municipal office space is needed in the future, a study of office space accommodations within the City Hall building should be undertaken to determine if the additional space can be accommodated within the present City Hall building or whether satellite office space will need to be identified. This study would be included as part of the analysis discussed in Policy #3 under Police Protection.

Policy #2: City Hall is recognized as the municipal center of government within the City of Gloversville, and consequently, the buildings and grounds surrounding the facility should be exquisitely maintained.
9. **School District Facility:**

The City of Gloversville School District owns several properties throughout the community including the Gloversville High School/Middle School Facilities, the former Estee Middle School, Boulevard, Park Terrace, McNab and Kingsboro Elementary schools, and a share of the Darling Field facilities. The City School Board would like to see continued use of the School District properties by the community. In particular, the School District would like to see the former Estee Middle School renovated and possibly reused as some type of Community Facility.

![Vacant Former Estee Middle School](image)

Given the limited amount of space remaining within the City's borders to develop property for recreational usage, the City of Gloversville feels that the School District properties offer an invaluable resource to residents of the community. Likewise, the School District itself would like to further utilize these properties by offering children additional programs at these sites.

**Policy #1:** The City of Gloversville will encourage continued use of City School District properties as Community Facilities for recreational pursuits, additional meeting space, and a variety of youth and adult programs.

**Policy #2:** The City of Gloversville should partner with the City's School District in finding an acceptable use for the former Estee Middle School property and in developing and maintaining the jointly-owned Darling Field Facility.
10. **Lexington/Not-for-Profit Facilities:**

The Lexington Center facilities are currently the primary provider of services to the mentally-challenged and otherwise severely developmentally disabled in Fulton County. Lexington Center has continued to expand and now includes numerous facilities throughout the City. The Lexington Center not only provides a much needed service to the City of Gloversville and the County as a whole, it also provides a tremendous boost to the economy in terms of the number of jobs it furnishes and in terms of the goods and services that are purchased by the various facilities. Although Lexington’s facilities are considered tax exempt properties, the City of Gloversville feels that the construction investments in the community, the jobs created by the agency, and the ancillary benefits to local businesses benefit the community. However, the City should review the costs associated with providing services to these facilities (such as the number of fire and/or police calls to facilities and the number of Department of Public Works services provided.)

**Policy #1:** The City of Gloversville will support the continued development of Lexington Center facilities throughout the community as long as they comply with zoning and other regulations and do not detract from the community values and historical character of the neighborhood.

**Policy #2:** The City of Gloversville should examine the idea of providing municipal services, such as garbage collection, on a fee per usage basis, in order to offset the costs associated with continuing this municipal service.

Not-for-profit organizations are essential to the community in providing jobs and income to residents. However, these organizations put added stresses on city services, the local tax base, infrastructure and on the annual fiscal budget, due to their tax-exempt status. The City has much to offer these organizations, which helps to make them successful. In fact, the City is vital to not-for-profit organizations. These organizations rely on City residents as their employee labor pool. City roads are utilized for their employees to travel to and from work and for the shipment of goods and services. City parks and recreational facilities are used by their employees and clients as well as other City facilities and services. In order for these services to continue and for the City to assure future success for local not-for-profit organizations, social and economic contributions must be made to the City. The City of Gloversville is faced with continued increased costs associated with maintaining City roads, public facilities, parks and recreational areas, police and fire protection, snow removal and other City services.

**Policy #3:** The City of Gloversville shall discuss with State Legislators the possibility and procedures for instituting PILOT programs for Non-Profit that utilize City services. The City should also explore other options such as opportunities in establishing a partnership policy program with all not-for-profit organizations. Programs that either create a city redevelopment foundation with economic contributions made by not-for-profit businesses, which aid the City in capital improvement projects in lieu of their tax-exempt status, or programs that provide neighborhood initiatives, including
homebuyer incentive programs, parks and recreational development or housing rehabilitation funds, should be considered.

11. **Fulton County Museum:**

The Fulton County Museum is located in the Kingsboro Historic District in the City of Gloversville. The Museum contains the only complete glove-making exhibit in the United States and a leather tannery of the early 1900’s. There are also farm and industry exhibits, a textile weaving room, an authentic Indian long house with artifacts, and a multitude of other smaller exhibits. The majority of the visitors to the Fulton County Museum are not City residents and many are out-of-state travelers looking for tourist-related facilities to visit.

There are no physical expansion possibilities for the Fulton County Museum given the size of the Museum property and the densely-developed surrounding neighborhood. However, additional funding is always needed from the City and County in order to maintain and continue operating the Museum effectively.

**Policy:** The City of Gloversville will encourage the promotion of the Fulton County Museum as a tourist attraction, including the placement of additional signage throughout the City advertising the facility.
Introduction and Goal:

The City of Gloversville benefits from a fairly extensive park system and several recreational facilities that serve the recreational interests of many of our residents and business owners. The effective management and maintenance of this park system will have a significant impact on the quality of life of our residents and business owners and, to some extent, the residents and businesses in surrounding townships.

Parks and recreational facilities that are well-managed and properly maintained typically increase the value of adjacent properties. On the other hand, parks and recreational facilities that remain uncared for can eventually contribute to eroding property values and neighborhood blight. The City of Gloversville has a wide array of public parks and recreational facilities including neighborhood parks, mini parks, athletic fields, playgrounds, basketball courts, tennis courts, a swimming pool, walking and biking paths, a pond, and several flower gardens. (See Map 3-1.)

The City of Gloversville realizes that well-managed and maintained parks and recreational facilities help to attract businesses to the City and thereby assist with the economic revitalization of the community. The City's parks and recreational facilities could also provide a stimulus for attracting and encouraging vacationers, retirees and others to spend their disposable incomes within the City and to locate in the community either permanently or on a seasonal basis.

The City of Gloversville recognizes that recreational activities are not limited to sporting events or other types of physical exercise, but also may include time spent relaxing or enjoying more passive pursuits such as reading a book on a park bench or visiting a museum or art gallery.

GOAL: THE CITY OF GLOVERSVILLE WILL FOCUS ON MANAGING AND MAINTAINING OUR PARKS AND RECREATIONAL FACILITIES IN ORDER TO ENHANCE THE REDEVELOPMENT POTENTIAL OF OUR CITY'S CENTRAL BUSINESS DISTRICT, TO PROMOTE NEIGHBORHOOD REVITALIZATION, AND TO PROVIDE FOR THE RECREATIONAL INTERESTS OF OUR RESIDENTS AND BUSINESS OWNERS.

In order to reach this goal, the following policies have been adopted:

1. Park and Facility Oversight:

The City's demographic character is constantly changing, and with it so are the recreational interests of the City's residents. Thus, there is a perpetual need to examine the ongoing management and maintenance of our City's various parks and recreational facilities. The City of Gloversville has appointed a 7-member Recreation Commission to
act as an advisory panel overseeing the operation and viability of the various parks and recreational facilities in the City of Gloversville. At a minimum, the Recreation Commission should be performing an annual inspection of all parks and recreational facilities and submitting a report to the Director of the City Public Works Department. This report can be referenced by the Department of Public Works during yearly budget deliberations and can act as the basis for preparing a Capital Improvement Program for the City's parks and recreational resources. The report can also be used by the Department of Public Works to develop a maintenance schedule for all of the parks and recreational facilities in the community.

**Policy:** The City of Gloversville will encourage the Recreation Commission to work with the Department of Public Works and take a more active role in the evaluation of maintenance and capital improvement projects for all of the City's parks and recreational facilities.

2. **Program Coordination:**

At the present time, there are a significant number of recreational programs being run throughout the community targeting both children and adults. These programs are offered by a variety of organizations, including the Gloversville School System, the YMCA, the YWCA, the Jewish Community Center, and several other private organizations and businesses. Outside of the programs offered at the City's Littauer Pool facility, there are no other recreational programs overseen by City Government and there is no official clearinghouse that can be contacted outlining the variety of recreational programs available to City residents and residents in surrounding communities. The City of Gloversville Recreation Commission, which has been appointed as an advisory body to oversee the operation of the City's parks and recreational facilities, could also be given the responsibility of inventorying the recreational programs that are available for City of Gloversville residents. The Recreation Commission should be responsible for coordinating any efforts by the City to offer new programs to City residents and for making suggestions to the various agencies overseeing recreational programs in the community regarding future program needs.

**Policy #1:** The City of Gloversville Recreation Commission should act as a clearinghouse for recreational program opportunities throughout the City and should annually recommend new recreational program opportunities to the City Common Council.

**Policy #2:** The City of Gloversville Recreation Commission shall be responsible for the pursuit of alternative means of funding for all upkeep and expansion of recreational facilities and programs in the City of Gloversville.

3. **Recreational Events:**

The City of Gloversville has very few events that prompt outside interest in our community. Festivals, athletic tournaments, and cultural performances are all types of events that, from a recreation and tourism standpoint, can spur outside interest in our community. Events that bring in a significant number of people from outside of the City and County not only enhance the recreational experiences for our own residents, but have
the added benefit of boosting the local economy through the goods and services that are purchased from local businesses.

**Policy: The City of Gloversville encourages and will support festivals, athletic tournaments, and cultural performances that enhance tourism activity within the City and generate interest in our community's recreational facilities and activities.**

4. **Youth Programs:**

In every community, large or small, there is a need for organized youth programs. In the City of Gloversville, there are a number of youth programs offered by a variety of agencies throughout the community. These programs include athletic teams, arts and crafts classes, educational groups, etc. These recreational programs give the children of our community a sense of direction and belonging and also provide excellent opportunities to learn, work and communicate with other people. The City should also explore the types of programs that can be instituted in the community and identify the available funding mechanisms to support these opportunities. For instance, there have been previous summer programs run by grants obtained through the City Clerk's office.

**Policy: The City of Gloversville will encourage the continued development of youth programs throughout the community and will offer assistance to these programs whenever feasible.**

5. **FJ & G Rail Trail:**

Phase I of the FJ & G Rail Trail Project was developed in the summer of 1998 and involved the construction of approximately 2.8 miles of Rail Trail from the intersection of Fulton Street in the City of Gloversville to Fairgrounds Park along North Perry Street in the City of Johnstown.
Development of Phase II of the project was completed during the summer of 2001 and involved the construction of approximately 3.2 miles of Rail Trail along the abandoned rail corridor between West Fulton Street in the City of Gloversville and Dennie’s Crossing in the Town of Johnstown. With the completion of Phase II of the Rail Trail, the entire length of the abandoned railroad corridor within the City of Gloversville’s borders is now developed. The Trail was designed for usage by walkers, joggers, bicyclists, cross-country skiers, etc. and has been an overwhelming success and proud accomplishment for the community. The FJ & G Rail Trail provides a unique pedestrian linkage between a variety of destinations throughout the City and into the surrounding communities. As development of the Trail continues in the future, the Trail will provide a pedestrian corridor to a variety of other destinations, not the least of which will be the New York State Barge Canal in Fonda. The City should continue to review and evaluate the usage and maintenance of the Trail to ensure it is kept clean and safe and is being used properly.

**Policy #1:** The City of Gloversville will look for opportunities to expand the Trail system by creating pedestrian linkages between various destinations and the FJ & G Rail Trail corridor.

**Policy #2:** The City of Gloversville will support the continued maintenance and development of amenities along the FJ & G Rail Trail and will support the development of better signage along the corridor advertising destinations throughout the community.

**Policy #3:** The City of Gloversville will consider concerns of residents (i.e. Public Forums) when locating access points, linkages and any facilities and amenities along the Trail system.

6. **Littauer Pool:**

The Littauer Pool and bathhouse, which is located in the western side of the City of Gloversville is still a fairly popular recreational facility. However, because of the age of this facility, there are almost constant repairs that need to be funded by the City. The Littauer Pool also requires its own staff to operate the facility during the summer months and therefore has a significant fiscal impact on the amount of funding available for other parks and recreational amenities in the City. While the pool is an important part of the community, it currently requires a significant amount of the City’s limited recreation budget to operate.

**Policy:** The City of Gloversville Department of Public Works, in conjunction with the Recreation Commission, should perform a cost benefit analysis of the Littauer Pool facility in order to identify the number of people utilizing the facility compared to the costs associated with maintaining and operating the facility. The City should also study the possibility of utilizing the City Transit System during the summer months to transport people to and from the pool at a reduced cost.

7. **Darling Field:**

The Darling Field facility, which is partially owned by both the City of Gloversville and the City of Gloversville School District, has perhaps the widest range of recreational facilities
in the community. Darling Field currently houses four (4) tennis courts, a track, soccer fields, a baseball diamond, three (3) basketball courts, and a playground area.

Given the location of Darling Field in the northeast corner of the City of Gloversville, in a densely-populated residential neighborhood, and the fact that the FJ & G Rail Trail connects Darling Field to many other destinations within the community, this facility should be one of the focal points of maintenance efforts and recreational facility upgrades in the community.

Policy #1: The City of Gloversville Department of Public Works, working in conjunction with the Recreation Commission and the Gloversville Enlarged School District (GESD), should develop a schedule of maintenance needs and upgrades for the Darling Field facility that can be used by the City and the GESD to identify capital budget priorities.

The main parking area for the Darling Field facility is located along the north side of Newman Street. Currently, the parking lot is not well maintained, which limits its capacity and, from an aesthetic standpoint, takes away from the appearance of the entire Darling Field facility. By upgrading the parking lot along Newman Street and continuing to maintain the lot, the City of Gloversville School District could significantly enhance the appearance of the Darling Field facility and ease parking congestion along Newman Street during events at the facility.

Policy #2: The City of Gloversville will encourage the City School District to upgrade the parking lot serving the Darling Field facility along Newman Street in the City of Gloversville.
8. **Littauer Field:**

The Littauer Field, which is located adjacent to the City’s Central Business District, offers a softball field, a football field for the Little Huskies Program, and winter skating for City residents. While expansion of this facility could provide much needed additional ball field space within the City, there does not appear to be enough adjacent property to allow this to happen. There is also limited parking and seating available for viewing events that are currently taking place at this facility. Additionally, there have been problems with the winter skating program damaging the grass at the field and creating additional work for the Public Works Department each spring reseeding and/or resodding the field.

**Policy:** The City of Gloversville should focus on maintaining and providing additional amenities for the softball diamond and football field at the Littauer Field facility, while moving all ice skating activity to the City’s skateboard park or another suitable location.

9. **Myers Park:**

Myers Park is located in the southern end of the City of Gloversville and consists of 19 1/2 acres of wooded hilltop that is accessed by narrow, winding driveways. The Park offers very few amenities other than a quiet, peaceful, relaxing, natural environment. Unfortunately, because of the limited amenities, Myers Park is not as popular a recreational facility as it could be. Additional plantings could be made throughout the Park, trails and walkways could be periodically upgraded, stonework overlooks could be built or rebuilt, reflecting ponds could be constructed, and facilities such as a conservatory could be developed within the Park itself. The Park is also located very close to the FJ & G Rail Trail and therefore a possible linkage between the facilities should be examined. In the past, the Park has been the site of small community events which should continue to be encouraged. The City should also consider creating a specific theme for the Park which could lead to the introduction of certain species of plants and trees that enhance the character of the Park, yet require low maintenance.

**Policy:** The City of Gloversville should budget adequate resources to properly maintain the Park, examine similar properties in other municipalities (i.e. - Highland park in Rochester) and consider soliciting the services of a landscape architect to develop a long-term strategy for rejuvenating the Park.

10. **Wohlfarths Pond:**

Wohlfarths Pond is located on the western side of the City of Gloversville and is a popular passive recreation spot for both residents and nonresidents of the City. The facility has walking trails and is a favored fishing and picnicking spot. Many residents also feel that this facility offers a nature preserve type atmosphere within the City’s borders.

**Policy:** The City of Gloversville will continue to maintain Wohlfarths Pond as a passive recreational facility for fishing and picnicking and will consult with the local Soil and Water Conservation Service regarding sedimentation control in the Pond itself.
11. **Melchoir Park:**

Melchoir Park is located in the east end of the City and is a relatively flat six (6) acre parcel, with mature landscaping, situated in a densely-developed residential neighborhood. The Park is popular with bicyclists, joggers, walkers, etc. throughout the year and has been used during the summer months for concerts.

![Melchoir Park Amphitheatre Area.](image)

At one time, there were beautiful gardens planted throughout the Park that also attracted the attentions of our City’s residents. However, given maintenance cutbacks and vandalism concerns, there are no longer gardens throughout this property. Although there is limited parking available around the Park, serious consideration should be given to upgrading the amphitheater area with seating for the summer concerts which, at times, draw considerable crowds. A plan to upgrade the walkways from the current blacktop to a more picturesque brick or tile could be undertaken one section at a time. With the location of the Park in the midst of a dense residential area, many people would consider walking to events at this facility, further expanding on a sense of community and enhancing the “walking community” concept.

**Policy:** The City of Gloversville will continue to maintain Melchoir Park as an attractive outdoor recreational asset and will examine the possibility of introducing landscaping either through City efforts or local clubs and private donations. The City will also explore upgrading the amphitheater area for concerts and other small cultural events.

12. **Playgrounds and Pocket Parks:**

The City of Gloversville has a number of small playgrounds and pocket parks scattered throughout the community. These recreational facilities provide park benches, picnic tables, basketball and tennis courts, and a variety of playground equipment. Maintenance of these facilities is difficult given budget constraints and the size of the City of Gloversville Public Works Department. Through natural aging and in some cases vandalism, many of the amenities at these facilities (benches, playground equipment, etc.)
are starting to deteriorate. Consequently, the City should not only review budgetary requirements to properly maintain these facilities but also encourage organizations throughout the community to adopt playground facilities in order to assist with the maintenance and general upkeep of these public spaces. If the City is successful in encouraging these volunteer efforts, then there are a number of City-owned properties throughout the community that could possibly be used for similar types of small recreational facilities, such as a playground, pocket park, or basketball court.

Policy #1: The City of Gloversville Recreation Commission should provide a detailed analysis of what needs to be done to maintain each facility on an annual basis. Furthermore, the Recreation Commission should organize volunteer support for maintenance and general upkeep of the various playground and pocket park facilities throughout the City of Gloversville.

Policy #2: The City of Gloversville should closely examine opportunities to create additional park space using City-owned land in residential neighborhoods throughout the community.

13. Skateboard Park:

The City of Gloversville recently constructed a skateboard park along the FJ & G Rail Trail adjacent to the City’s bus garage on West Fulton Street. The facility was constructed in order to remove skateboarders from public streets and sidewalks where they create a general hazard to the residents and business owners in the community. However, if this facility is not properly maintained, it will slowly fall into a state of disrepair and will no longer be appealing to the skateboarding population of the community. At the time of construction, the City also intended to use the Skateboard Park for ice skating during the winter months. This would allow the facility to be used year round and would avoid usage of Littauer Field for ice skating, which has proven troublesome in the past. On the other hand, the City needs to determine if the current location of the Skateboard Park is appropriate or is better suited for DPW uses. If a better site became available for the Skateboard Park/Ice Skating rink, the City should carefully examine the viability of the site as a recreational facility.

Policy #1: The City of Gloversville Public Works Department, working in conjunction with the Recreation Commission, will attempt to maintain the skateboard park as a viable recreational facility and will upgrade and change the layout of the facility on an annual basis in order to keep local skateboarders interested in the park.

Policy #2: The City of Gloversville will reexamine the idea of using the skateboard park for an ice skating facility during the winter months.

14. Indoor Recreation Center:

The City of Gloversville is lacking an Indoor Recreation Center that could be used to host a multitude of events and spur interest in the community. A large indoor facility could be used for not only athletic events, but also cultural events and could offer enormous economic benefits to local businesses by attracting people to the downtown area. With the exception of the former Estee Middle School, there are no buildings within the City's
limits large enough to renovate into an indoor recreational facility. However, the Estee Middle School may pose severe financial constraints on any plans to convert the former school into a modern recreational facility. On the other hand, there is also very limited space available within the City limits to construct a new state-of-the-art indoor recreational facility.

Policy #1: The City of Gloversville should examine the possibility of renovating the former Estee Middle School or removing additional buildings from the City’s Central Business District in order to create a parcel of land large enough to support a large indoor recreational facility that does not detract from the historical character of the downtown area.

Policy #2: The City of Gloversville will support any private efforts to create a large indoor recreational facility within the City’s limits that does not detract from the historical character of the downtown.

15. **Trail Station Park:**

Trail Station Park is a narrow park along West Fulton Street behind City Hall adjacent to the FJ & G Rail Trail. The Park presently has a gazebo, a restored box car, a pavilion, a parking area, and a bridge walkway leading over the Cayadutta Creek to a municipal parking lot near the Police Department in City Hall. On the weekends, this municipal parking area is used for a Farmer's Market. A variety of uses for this park and additional plantings are needed to make this facility an attractive and interesting destination. For instance, the refurbished box car, that sits on the site, is the beginning of an opportunity to link the property to the old train station and increase activity at the Park.

Policy: The City of Gloversville should create a Comprehensive Plan for development of the Trail Station Park, incrementally upgrade the amenities at this property and aggressively seek grant funding for development of this important recreational facility.
16. **The Cayadutta Creek:**

The Cayadutta Creek runs in a north-south direction through the City of Gloversville and follows the FJ & G Rail Trail over a very large area making this natural resource very visible to the community. Litter along the bed and banks of the Creek has been a longstanding problem. Local efforts by the Boy Scouts and other community organizations like SPRING to periodically clean up the Creek have been marginally successful. However, the City’s Public Works Department should plan to clean up a portion of the Creek bed and banks each year.

**Policy:** The City of Gloversville Public Works Department shall identify a section of the Cayadutta Creek to be cleaned up in the spring of each year in an effort to improve the aesthetic value of this recreational resource.
Introduction and Goal:

The City of Gloversville's Historic and Cultural Resources contribute to the character and individuality of our community by providing a sense of identity and a sense of place. In terms of planning for the orderly development of our community, historic resources include the tangible assets of our heritage, such as buildings, neighborhoods, roads, landscapes, open spaces, and parks. On the other hand, cultural resources in the City of Gloversville include our educational institutions, the public library, and a variety of agencies and venues that house and support a broad range of artistic endeavors.

The first settlers in the Gloversville area were Scotch and German immigrants. Among the settlers were glove workers who founded the glove industry in Fulton County. Later, settlers from New England entered the glove manufacturing trade and they are credited with the development of the industry to a position of great economic importance. By 1816, a few dwellings had been erected along the Cayadutta Creek. The name "Stump City" was used because of the practice of cutting hemlock trees, removing the bark for use in tanning processes, but leaving the logs and stumps on the clear land.

Within three (3) years, however, the hamlet had grown enough to need a post office. By that time, the glove industry was so important that the name "Gloversville" was selected. In 1830, there were only 14 dwellings in the community. But, by 1853, when Gloversville was incorporated as a third class village, there were 249 dwellings and 1,318 people. By 1890, when it became a city, the population of Gloversville had reached 13,634 and in 1950, the population peaked at 23,634. Due to a decline in the domestic manufacture of gloves and the exodus of individuals from cities to the suburbs, Gloversville has seen a steady decrease in population since 1950. As of the Year 2000 Census, the City's population had declined to 15,413 residents and there is no indication that this trend will not continue in the future.

The diversity of historic resources within the City of Gloversville is evident by the properties included in the City's two (2) historic districts, the Kingsboro Historic District and the Downtown Gloversville Historic District, both of which are included on the National Register of Historic Places. (See Map 4-1.) The Kingsboro Historic District is located in the northeast corner of the City at the point where Kingsboro Avenue terminates at East State Street. The Kingsboro Avenue Park and the Kingsboro Cemetery provide vistas of green space and shade in the summer and bare tree patterns in the winter, giving this district a very special sense of place. The district contains all of the properties which face Kingsboro Avenue Park and also includes five (5) properties along Kingsboro Avenue to the south of the Park. The grouping consists mainly of one (1) and two (2) family residences. Also included are the Glove Cities Assembly of God Church, the Kingsboro Cemetery, the Kingsboro Park, and the Fulton County Museum.
The Downtown Gloversville Historic District is centered on the intersection of Fulton and Main Streets in the Central Business District. It also includes properties located on Church Street, Fremont Street, Spring Street, and Prospect Avenue. A total of 91 buildings are located in this district, 78 of which contribute to the District’s historic character.
The Downtown Historic District Looking South Along N. Main Street.

The City's cultural resources, which include the public library, the Glove Theater, and several art galleries, serve as cultural attractions in the community and bring people into the area for performances or exhibitions. The City's Cultural Resources also include our educational institutions, which provide a significant number of jobs in the community. These cultural resources enhance the quality of our residents' lives by providing us with experiences that broaden our background and insight into our past as well as our present. Such experiences not only help us appreciate more types of cultural activities, but also provide opportunities for personal and social growth.

GOAL: THE CITY OF GLOVERSVILLE WILL PROMOTE THE HISTORIC AND CULTURAL HERITAGE OF THE COMMUNITY BY PRESERVING SIGNIFICANT SITES, STRUCTURES, AND NEIGHBORHOODS AND BY ENCOURAGING THE CONTINUED EXPANSION OF A VARIETY OF CULTURAL RESOURCES FOR OUR CITIZENS.

In order to reach this goal, the following policies have been adopted:

1. Restoration and Rehabilitation:

   The restoration/rehabilitation of historically significant properties and older buildings, in general, can help restore a sense of pride in our community's past. Older buildings, many times, can be successfully adapted into contemporary, commercial, residential, and even industrial uses. The restoration and reuse of these older buildings can act as a catalyst to revive residential and commercial areas that have been declining in both stature and appearance for many years. On the other hand, there also comes a time when the continued deterioration of a historically significant structure poses a threat to adjacent structures and a
neighborhood itself. Many times, there is simply no economically feasible way to restore and reuse a historic structure and it then contributes to neighborhood blight and can even pose a hazardous situation in the community.

Policy: The City of Gloversville will encourage the restoration and rehabilitation of our community’s historic buildings and properties whenever feasible so that these structures can be used as viable residences, office space, retail or industrial ventures.

2. Site and Building Inventories:

Although the City of Gloversville has established two (2) historic districts on the National Register of Historic Places, there is no official list inventorying the older, yet less recognized buildings in our community. A survey of the older structures throughout the City could be used to define policies that preserve irreplaceable resources and allow for continued physical development and economic growth. Once more, a survey of these older structures could entice the expansion of one of the two (2) existing historic districts within the community and/or the creation of additional historic districts.

![Restored older home along Kingsboro Avenue.](image)

Policy: The City of Gloversville Community Development Agency will prepare or cause to be prepared an inventory of historic properties throughout the City that are not yet included on the National Register of Historic Places. This inventory will be used to encourage expansion of the two (2) existing zones and/or to create additional historic districts which would then be eligible for funding through a variety of sources.
3. **Historic Preservation Review Board:**

The City of Gloversville Historic Preservation Review Board oversees any development or restoration of properties within the City’s two (2) historic districts and the buffer zone surrounding the Downtown District. The Historic Preservation Review Board was established in order to protect and enhance the landmarks and historic districts which represent distinctive elements of the City of Gloversville's historic architectural and cultural heritage. The role of this Board, in the past, has been to review restoration projects that occur in one of the two (2) historic districts in the City. However, this group also has the authority to make recommendations to the City concerning the utilization of State, federal, or private funding to promote the preservation of landmarks and historic districts within the community, conduct surveys of significant historic, architectural, and cultural landmarks and to recommend to the City the designation of identified structures or resources as landmarks and historic districts. The Board also has the authority to recommend to the City the acquisition of landmark structures that are extremely important to the community where private preservation is not feasible. The Historic Preservation Review Board should be working very closely with the City's Community Development Agency in order to identify projects within the City's historic districts that could be eligible for funding under either the New York State Small Cities Community Development Block Grant Program or a multitude of other funding sources.

**Policy:** The City of Gloversville Historic Preservation Review Board should take a more active role in the preservation and future redevelopment and reuse of historic properties throughout the City of Gloversville.

4. **Tourism:**

The City of Gloversville has a wealth of historic and cultural resources that could conceivably boost the local tourism industry. Visitors who attend civic events, performing arts presentations, visit the local museum, view art collections or take a guided tour through our historic districts are an encouraging sign that our historic and cultural resources are helping to increase the number of visitors to our community.
The Glove Theatre Along N. Main St. in the City’s Downtown Historic District.

However, these resources, more than likely, are not going to be tourism destinations themselves. Rather, the historic and cultural resources in the City will provide the additional experiences and activities that enhance a visitor’s time in Fulton County. Fulton County’s location along the foothills of the Adirondack Mountains, within easy access of numerous summer and winter tourism destinations, will still remain the focus of tourism activity in the community, while the City’s historic and cultural resources can provide visitors with additional amenities and activities they are unlikely to find in other communities.

**Policy:** The City of Gloversville will support efforts by private individuals, non-profit organizations, and government agencies to market the City’s historic and cultural resources for tourism-related activities.
5. Infrastructure:

The Downtown Gloversville Historic District contains a multitude of historic buildings that, at one time, were home to dozens of thriving businesses and a variety of professional offices. Over time, many of the building façades in this District have deteriorated significantly and need to be restored in order to enhance the overall appearance of the City's Central Business District. Recently, a few property owners in the historic district have begun to restore their building façades, a trend City officials hope will continue in the future. In an effort to encourage more private investment in the buildings in the Downtown Gloversville Historic District, the City has begun replacing the lighting in the Central Business District with Victorian-style lamps that match the period of architecture that is found in this historic area. There are still other upgrades such as new sidewalks, improvements to parking areas and nicely landscaped and lighted connecting walkways from the parking lots to the front entrances of buildings along Fulton Street and Main Street that could be made in the Downtown District. This would make the downtown parking/walking situation more appealing to visitors and enhance the appearance of the streetscape itself and encourage private property owners to invest in their historic buildings.

Policy: The City of Gloversville will make sure that all public streetscape/parking/walkway improvements in the Downtown Gloversville Historic District not only enhance the appearance of the Central Business District, but preserve the historic and cultural integrity of the district itself.
6. **Urban Cultural Parks:**

Many communities throughout New York State have established urban cultural parks in an effort to preserve the historic and cultural identity of specific geographic locations in those communities. Given the unique way neighborhoods evolved in the City of Gloversville as a result of the flourishing leather and glove-making industries, an urban cultural park could be developed in order to help preserve the history and culture of the City as local economic development efforts continue to diversify the community's industrial base.

**Policy:** The City of Gloversville will examine the possibility of creating an urban cultural park in the Downtown Historic District in an effort to preserve the history of the leather and glove-making industries and the evolution of neighborhood development in the community.
Introduction and Goal:

The City of Gloversville's Central Business District is the focus of business and shopping activity in the community. The Central Business District also serves, at times, as the City's Cultural and Entertainment hub. The key to having a prosperous Central Business District is to provide for a concentration of people, goods, services, and a variety of activities. In the past, the City's Central Business District acted as the focal point of business activity in the community. Today, the City's Central Business District is struggling to not only survive but to uncover a new identity and purpose.

In the past, the City of Gloversville has not specifically defined the geographic boundaries of the Central Business District for two (2) important reasons. First, each person in the community perceives the boundaries of the Central Business District differently. Secondly, because land use patterns in the City are constantly changing, the community's perception of the geographic boundaries of the Central Business District would also be subject to constant change. Consequently, the City of Gloversville will continue to avoid specifically defining the geographic boundaries of the Central Business District. However, for the purposes of this Comprehensive Plan document, the Central Business District can be loosely delineated as extending along North and South Main Streets and East and West Fulton Streets.

The City of Gloversville recently approved the formation of a Business Improvement District for the Central Business District. (See Map 5-1.) As a result, a special assessment on properties within the Business Improvement District will allow a variety of capital projects to be undertaken in the future. It is very important that the Business Improvement District members work very closely with the City's administration in order to identify capital improvement needs for the Central Business District and to define projects to address those demands. The Business Improvement District Board is beginning the process of preparing a Comprehensive Plan for the Central Business District. This document will represent goals and objectives of the Business Improvement District members and consequently should be carefully reviewed and given serious consideration by the City.

GOAL: THE CITY OF GLOVERSVILLE WILL ENCOURAGE THE CONTINUED DEVELOPMENT, RESTORATION, AND DIVERSIFICATION OF LAND USES IN THE CITY'S CENTRAL BUSINESS DISTRICT, WHICH WILL ENHANCE THE PHYSICAL APPEARANCE, ECONOMIC VITALITY, AND SOCIAL ATMOSPHERE OF THE COMMUNITY.

In order to reach this goal, the following policies have been adopted:
1. **Parking:**

When the City of Gloversville's Central Business District originally took shape, the configuration of lots and buildings did not take into consideration that today two-car households would prevail and that society would become so mobile and commuter-oriented. Given the number of driveway cuts and street intersections throughout the Central Business District, there is very limited on-street parking space available for businesses and stores in the Central Business District.

On the other hand, there is a significant amount of off-street parking available, much of it City-owned, throughout the Central Business District in locations that are perceived to be inconvenient. However, to date, there is no record that a detailed parking analysis of the Central Business District has ever been undertaken by the City of Gloversville. Such an analysis would not only have to examine the availability of both on-street and off-street parking and its location in relation to businesses and stores throughout the Central Business District, but would also have to thoroughly analyze the number of parking spaces that are necessary in the Central Business District given the current business climate and the potential for growth in the future.

Given the fact that the majority of the larger off-street parking areas within the Central Business District are located on the back sides of the properties, there is a tremendous need to provide some form of linkage between these large parking areas and the front entrances of the businesses and stores on Main Street and Fulton Street.

**Policy #1:** The City of Gloversville will undertake a detailed parking study in order to thoroughly examine the availability of both on-street and off-street parking in the Central Business District and to specifically analyze the current and future parking needs in the Central Business District.

**Policy #2:** Public works projects in the Central Business District will focus on developing functional and aesthetically-pleasing linkages between large parking areas and the storefronts along North and South Main Streets and East and West Fulton Streets. (See Map 5-2.)

**Policy #3:** The City of Gloversville will encourage property owners in the Central Business District to develop rear-door access to the businesses along North and South Main Streets and East and West Fulton Streets with appropriate signage in order to accommodate potential customers' shopping needs.

2. **Entertainment:**

There are a wide variety of activities that could and do provide entertainment for the residents in our City as well as visitors to our community. Art shows, jazz band concerts, street festivals, and sporting events are all opportunities for the City of Gloversville to showcase the community’s Central Business District. Once more, the types of entertainment available in the City’s Central Business District should not only include a variety of activities for differing interests, but also opportunities for the youth of our community to take an appreciation of what the City of Gloversville has to offer.
By encouraging our own residents to frequent and non-residents to visit the downtown area for a wide array of entertainment opportunities, the City will eventually begin to see an influx of restaurants and pubs throughout the Central Business District. This, in turn, will have a significant impact on both property and sales tax revenues for the City.

The City of Gloversville has never been thought of as a "College Town". However, every year, new students enroll at the Fulton-Montgomery Community College, who come from other areas of the State or from overseas and have no idea the types of entertainment the City of Gloversville has to offer.

**Policy #1:** The City of Gloversville will encourage the use of Central Business District venues for entertainment functions in order to increase the number of visits to our downtown area.

**Policy #2:** The City of Gloversville will work with public, not-for-profit, and private organizations wishing to conduct street festivals, sporting events, or other entertainment activities in the Central Business District.

**Policy #3:** The City of Gloversville will encourage the Business Improvement District Board and the City of Gloversville Business and Professional League to work closely with the Fulton-Montgomery Community College to market their businesses to the student body.

**Policy #4:** The City of Gloversville will encourage the Business Improvement District Board and the City of Gloversville Business and Professional League to seek grant funding for development of a Central Business District Corridor Study.

3. **Maintenance/Restoration:**

The overall physical appearance of our Central Business District is the first impression visitors and residents alike take away from their experience in the downtown area. A clean Central Business District is appealing to everyone who uses it. Well designed and strategically located trash receptacles throughout the Central Business District encourage residents to take pride in their community and visitors to respect the appearance of our community.
The City has begun to undertake an effort to replace the existing lighting throughout the Central Business District with Victorian-style lamps that match the architecture of the City's Central Business District. This lighting project will not only enhance the aesthetic appearance of the City's Central Business District, but will also allow the community to address safety concerns in poorly lit areas of downtown, such as alleyways linking parking areas with Main Street or Fulton Street.

Many of the building exteriors in the Central Business District have deteriorated significantly and need to be restored in order to enhance the appearance of the downtown area in the City of Gloversville. Given the fact that a significant portion of the City of Gloversville's Central Business District is classified as a historic district, which is on the National Register of Historic Places, the City has enormous opportunities for obtaining grant funding for façade restoration. A few property owners within the Central Business District, with historic properties, have begun to restore the exterior facades of their buildings and have greatly enhanced the physical appearance of the City's Central Business District. The City of Gloversville's Community Development Agency, which oversees the preparation of grant applications for housing rehabilitation under the Federal Small Cities Program, should be encouraged to apply for additional funding for façade restoration.

**Policy #1:** The City of Gloversville Public Works Department will maintain strategically placed trash receptacles which will be emptied frequently and provide litter/street cleaning services year round throughout the City's Central Business District, in order to discourage littering and to pursue a clean business atmosphere. Property owners/occupants of businesses within the Business Improvement District should be encouraged to clean the walkways and keep signs and windows clean and in good repair. A specific frequency of street sweeping and snow bank removal by the Department of Public Works in the Central Business District will be established.
Policy #2: The City of Gloversville will examine the possibility of providing additional period specific lighting throughout the Central Business District in order to link parking areas with business destinations and storefronts along Fulton Street and Main Street.

Policy #3: The City of Gloversville will encourage private property owners to match the style of lighting used throughout the Central Business District on all renovation or new construction projects.

Policy #4: The City of Gloversville's Community Development Agency will pursue, when feasible, grant funding for façade restoration throughout the City's Central Business District.

Policy #5: The City of Gloversville will encourage the Business Improvement District Board and the Business and Professional League to seek grant funding for smart wiring of downtown buildings in order to encourage technology companies to locate within the Central Business District.

4. Park Development:

At the present time, there are several small parks scattered throughout the City's Central Business District. These parks help to enhance the aesthetic appearance of the properties around them and offer workers, shoppers and other Central Business District patrons the opportunity to sit down, relax, and take in their surroundings. However, the City of Gloversville does not have a park with a dominant position in the City's Central Business District. Such a park could be used for ceremonial functions the City conducts throughout the year and would significantly enhance the aesthetic appearance of the Central Business District. A portion of this centrally-located park could also be home to an Urban Cultural Park that would describe the history of the leather and glove-making industry and the evolution of neighborhood development in the City.

Policy: The City of Gloversville will closely examine any opportunities to create a substantial sized park in the City's Central Business District.

5. Tenancy:

The most significant problem hindering revitalization efforts in the City of Gloversville's Central Business District is the vacancy rate of many privately-owned buildings. Vacant buildings have a tendency to become deteriorated and thus depreciate in value. The City of Gloversville's Economic Development Zone occupies a significant portion of the City's Central Business District. The Zone offers property owners several significant financial benefits that could encourage entrepreneurs from outside the community to establish businesses in the Central Business District. However, given the exterior appearance and questionable structural integrity of many of the buildings in the Central Business District, the Economic Development Zone incentives have been only marginally effective at enticing new development in this area of the City.

The City of Gloversville has begun a program to raze structures throughout the community in an effort to clean up neighborhoods and provide space for new development. The City of Gloversville may need to seriously examine the possibility of
extending this effort into the City's Central Business District in order to remove buildings that have deteriorated beyond any legitimate hope of restoration and reuse.

Empty buildings in the Downtown with littered entranceways, dirty windows and interiors filled with remnants from the most recent business, can detract from an otherwise well-maintained Central Business District. The City should work with property owners to maintain the vacant properties and encourage them to remove old signage, keep the windows cleaned and litter picked up. The City should also look at other ways to keep vacant storefronts "alive" by encouraging window displays that limit views of the vacant interior but add to the character of the downtown. This would include contacting art classes in the schools to see if they are interested in painting temporary murals or window displays for other operating businesses, or community events, etc.

Policy #1: The City of Gloversville will undertake a study to inventory buildings throughout the Central Business District and identify a vacancy rate in those structures in order to determine where future capital project funding for building removal should be targeted.

Policy #2: The City of Gloversville will work closely with the Fulton County Economic Development Corporation to actively obtain and market buildings in the Central Business District for viable, industrial, commercial or office space uses.

Policy #3: The City of Gloversville will work with the owners of vacant properties in the downtown area to encourage them to maintain their properties in a neat and inviting manner.

6. Residential Conversion:

Given the significant vacancy rate in buildings throughout the City of Gloversville Central Business District, especially on the second and third floor levels, there appears to be an opportunity to encourage a nontraditional use of these buildings as residences. The substantial vacancy rate throughout the City's Central Business District has a tendency to discourage investment and the entrepreneurial spirit in the City's downtown area. However, many of these older structures contain unique architectural features and offer tremendous potential living space for individuals with a little imagination, a desire to avoid traditional residential neighborhoods, and the appeal of living in a moderately-busy business district.

Policy: The City of Gloversville will encourage residential conversion of structures throughout the Central Business District in an effort to bring residents back into the downtown area where they could spur new commercial development.

7. Traffic Flow:

At the present time, it doesn't matter which direction you enter the City's downtown area from, you are more than likely going to be stopped at a traffic light. Although these signals may be necessary at some of the busier intersections, they make the simplest of journeys into time-consuming affairs for individuals trying to traverse the City's Central Business District. The City of Gloversville does not wish to discourage traffic flow through the City's Central Business District and, in actuality, would like to see additional
vehicular trips made through this commercial area in order to support existing stores and businesses and to encourage new business development. However, the existence of so many traffic signals throughout the Central Business District is discouraging many residents and visitors from even attempting to drive through the downtown area.

**Policy:** The City of Gloversville will closely examine the current configuration of traffic signals throughout the Central Business District and attempt to significantly reduce the number of signals in order to encourage additional traffic flow through the downtown area, while maintaining clearly marked crosswalks for pedestrians to cross streets in a safe manner.

8. **New Construction:**

New construction is a key component in the City’s goal to achieve economic development and diversification along the Central Business District corridors. Main Street and Fulton Street, the primary corridors of the Central Business District, are currently in land use transition with a hodgepodge of incompatible uses, vacant lots and buildings. Furthermore, there is no clear vision for future land use development within the areas surrounding the Central Business District. Areas within the primary corridors of the Central Business District can offer new opportunities for redevelopment and reuse of vacant or underutilized properties. Sustainable and compatible mixed-use development is vital to the Central Business District and is the fundamental component of a livable city and a strong economy. Downtown Gloversville should be the center for construction of new facilities in government, commerce, education, housing, the arts, entertainment and health. The Central Business District should be the inspiration that draws people into the community and that builds strong neighborhoods. Great neighborhoods and a vital business district go hand-in-hand; one cannot succeed without the success of the other. These two components are the strength of the City and have been overlooked in the past. City government’s role as a partner and facilitator is important in encouraging new development, establishing business retention and recruitment strategies and preventing land speculation by property owners, which encumbers new development.

**Policy #1:** The City of Gloversville will promote new mixed-use commercial development, infill construction within and along the corridors of the Central Business District that promotes reinvestment in the preexisting commercial downtown area and surrounding neighborhoods and the expansion of the residential population in and adjacent to the Central Business District and its corridors.

**Policy #2:** The City of Gloversville will target public investments through city governmental agencies to acquire and market vacant properties and foreclosure properties to encourage private investments in new construction within the Central Business District.

**Policy #3:** The City of Gloversville will encourage the reinforcement of the Central Business District, as the multipurpose center for the region by promoting the location of government, large scale offices, and arts and entertainment uses along and adjacent to the Main Street and Fulton Street corridors.
Introduction and Goal:

There are three (3) primary traffic corridors that bisect the City of Gloversville, including Main Street, Kingsboro Avenue, and Fulton Street (NYS Route 29A). There are also three (3) secondary corridors including State Street, Second Avenue, and Fifth Avenue, which along with the primary corridors serve as the main entry points into the City. The majority of traffic flow throughout the entire community is handled by one of these corridors, while the remainder of the transportation network in the City is setup in a grid-type pattern with very few exceptions. (See Map 6-1.)

Main Street and Kingsboro Avenue run in a north-south direction and essentially serve as collector streets for the entire community. Main Street handles the majority of the commercial traffic since it runs through the Central Business District, while Kingsboro Avenue handles mostly residential traffic. Fulton Street (NYS Route 29A), on the other hand, serves not only as an east-west collector street for both commercial and residential traffic, but also as the primary traffic corridor passing directly through the City.

The existing transportation network in the City of Gloversville has helped to setup clearly-defined neighborhoods and has determined, to a large extent, where the various types of development has occurred in the community. Today, there is very little opportunity to expand the City’s transportation network. However, the City's Capital Budgeting Process, which has proven to be very effective, should continue to be used as a mechanism for assuring that proper maintenance and upgrades to the transportation network take place in a timely fashion.

GOAL: THE CITY OF GLOVERSVILLE WILL CONTINUE TO PLACE A HIGH PRIORITY ON THE MAINTENANCE OF THE TRANSPORTATION NETWORK AND UNDERTAKE IMPROVEMENTS AS REQUIRED IN ORDER TO PRESERVE STREET CAPACITIES IN TERMS OF TRAFFIC FLOW AND TO CONTINUE TO ADDRESS FUTURE SAFETY CONCERNS.

In order to reach this goal, the following policies have been adopted:

1. Traffic Congestion:

The most significant traffic congestion problems in the City of Gloversville occur in the immediate vicinity of our public schools. The majority of our grade schools are located in densely-populated residential neighborhoods which often times become scenes of tremendous traffic congestion when school begins in the early morning and when school lets out in the mid-afternoon. Much of this traffic problem can be attributed to the age of the street system throughout the City’s residential neighborhoods and the fact that it was never designed to
handle the volumes of traffic that are generated on a daily basis in and around our public school buildings. The relocation of the Middle School from Main Street to the High School property has alleviated some of the congestion concerns in the City's Central Business District. However, as a result of this relocation, traffic patterns on the western side of the City have been altered significantly because of the additional traffic flow now entering and exiting the high school/middle school property. The City's school system has reconfigured its traffic on the high school/middle school property and created a new ingress and egress to the property in an effort to encourage vehicles to use West Fulton Street Extension (NYS Route 29A), a corridor that is much more capable of handling additional traffic flows than some of the smaller residential neighborhood streets that were used before. It is unknown, at the present time, if this has been successful and therefore the GESD should be encouraged by the City to investigate if there are changes (signage, lighting, etc.) that can be made at the entrance to the property on Route 29A in order to make this new ingress and egress point more visible, safer and thereby more utilized.

**Policy:** The City of Gloversville will attempt to control traffic congestion in the immediate vicinity of our schools by implementing various traffic control measures, including increased signage and snow bank removal following storms.

The eastern stretches of both Second Avenue and Fifth Avenue from Kingsboro Avenue to NYS Route 30A are, at times, extremely congested corridors. The congestion has increased over the past 10 to 15 years with the redevelopment of the Ames Plaza and the construction of the Wal-Mart and Hanaford stores. Although these projects have taken place in the Town of Johnstown, the Fifth Avenue and Second Avenue corridors in the City of Gloversville typically serve as the preferred routes for vehicular trips from the City to one of these commercial developments. Neither Second Avenue nor Fifth Avenue were ever designed to handle the type of traffic flow that is now generated by these shopping plazas. Compounding the congestion problem are several smaller businesses located in the Town of Johnstown along Second Avenue and Fifth Avenue that generate additional vehicular trips and in essence, act as small extensions of the Route 30A commercial corridor that abut residential neighborhoods in the City of Gloversville. These two (2) corridors are now so congested during peak traffic flow periods that the City of Gloversville would be ill-advised to allow any future commercial uses along either of these corridors that would generate additional traffic flows.

**Policy #1:** The City of Gloversville will attempt to maintain existing land use densities along the Second Avenue and Fifth Avenue corridors between Kingsboro Avenue and the City line and will limit any uses that further degrade traffic flow along these corridors.

**Policy #2:** The City of Gloversville will conduct a traffic survey of major businesses to determine truck traffic routes and frequency of use which could aid in future planning decisions or the establishment of designated truck routes, or weight and hour limitations.
East State Street in the City of Gloversville has seen steady increases in vehicular traffic for many years. These increases can be attributed to the expansion of the Nathan Littauer Hospital, the reuse of the former Bishop Burke High School by the Fulton County ARC, and the development of medical offices along this corridor, many of which have been established in former residences. There has also been an increase in tractor trailer traffic from local laundry businesses as well as truck traffic servicing local business in recent years. While this concentration of medical facilities near the Nathan Littauer Hospital seems rational, the increases in traffic along this corridor are causing both parking and congestion problems. Once more, there are still a significant number of residences along East State Street that are being adversely impacted by the current capacity limitations of this corridor. Any further development in this area must not adversely impact the residences in the neighborhood.

**Policy #1:** The City of Gloversville will mandate that adequate off-street parking provisions accompany any development or relocation along East State Street in order to assure that acceptable traffic capacities are maintained along this corridor. The City will limit any uses that further degrade traffic flow in the area. Traffic studies that identify the cumulative affects of existing and new development in this area are essential.

**Policy #2:** The City of Gloversville will conduct a traffic survey of major businesses to determine truck traffic routes and frequency of use which could aid in future planning decisions or the establishment of designated truck routes, or weight and hour limitations.

2. **Transit System:**

The City of Gloversville Public Transit System provides many City residents, as well as non-residents, with a means of transport to jobs, shopping, and other activities. A public transit system is particularly important to groups such as the poor, the elderly, the handicapped, and those who do not have access to an automobile. However, a public transit system could also be beneficial to a community that has significant traffic congestion problems or parking concerns in its Central Business District.
While the City of Gloversville is not witnessing severe traffic congestion or parking limitations in its Central Business District at the present time, successful marketing of the City's Public Transit System could entice more residents to occasionally leave their private automobiles at home and ease traffic burdens in the community. A coordinated scheduling effort and routing system will allow more citizens to take advantage of the City's transit system. For example, according to a 1990 National Personal Transportation Survey, the average person is willing to walk about 1,500 feet to connect with a transit system. Given the ongoing changes in the location of commercial and industrial activity and the new concentrations of residential development outside of the Cities, the routing of transit system services will need to be continually analyzed and possibly reconfigured in order to service the largest segment of the population.

**Policy:** The City of Gloversville Transit System should submit an annual report to the City of Gloversville Planning Board outlining the various transit routes available throughout the County and specifically pinpointing the changes that have been made during the past year and the reasons for those changes.
Introduction and Goal:

Neighborhood Revitalization entails a variety of activities that are focused on small geographic areas of the community in the hope of renewing the unique character of individual blocks or neighborhoods. Typically, Neighborhood Revitalization will involve a significant private financial commitment as well as a time commitment from both private investors and municipal public works employees. The focus of this partnership usually entails the effective reuse of older structures or the well planned redevelopment of larger tracts of land.

Over the years, the City of Gloversville has seen significant deterioration along many residential blocks, that not long ago were considered very desirable, affordable, and well-maintained residential neighborhoods. As homes and individual lots were abandoned throughout the community, individual neighborhoods began to deteriorate rapidly. Along with this deterioration came a decline in the value of residential properties and, in many cases, a situation where individual homeowners were no longer willing or able to pay for or undertake projects that were needed to maintain their homes. In worst case scenarios, the properties were eventually abandoned and taken over by the City through tax foreclosure. This, in turn, has not only cost the City tax revenues but, at the same time, has imposed additional maintenance expenses on City government that cannot be recouped until the properties are resold and put back on the tax rolls.
The focus of Neighborhood Revitalization in the City of Gloversville will be on residential neighborhoods that are not only rapidly deteriorating, but at the present time offer very little appeal for individuals looking to purchase homes within the City.

Adaptive reuse of residential structure as Offices at the intersection of Bleecker Street and Spring Street.

**GOAL:**

THE CITY OF GLOVERSVILLE WILL ENCOURAGE REVITALIZATION OF RESIDENTIAL NEIGHBORHOODS THROUGHOUT THE COMMUNITY THROUGH PUBLIC INVESTMENT, MORE FOCUSED ONGOING MAINTENANCE EFFORTS, AND BY PLANNING FOR A VARIETY OF HOUSING OPTIONS FOR ALL AGE GROUPS AND ECONOMIC MEANS.

In order to reach this goal, the following policies have been adopted:

1. **Housing Restoration:**

The City of Gloversville's inventory of what were once considered "Executive Homes" is about the same today as it was when the City's population exceeded 23,000 residents. What has changed is both the interior and exterior appearance of these homes and the type of residential and/or commercial uses they now support. While there are still many older, stately looking homes in the City of Gloversville that are used as upscale single-family residences, there are also just as many, if not more of these structures, that are no longer serving their original purpose. For instance, many of the older, larger homes along the lower avenues in the City have been converted to two-family and sometimes multi-family dwellings. Several of these homes are also used by doctors, financial planners, etc. for office space which causes increases in traffic along these corridors and an increased demand for parking spaces. Unfortunately, most of these homes were constructed during a time when the automobile was not the predominant form of transportation and therefore provisions for off-street
parking were very limited. Many times, the older homes that have been renovated for new uses cannot support the substantial number of vehicles that need to be parked off-street. At the same time, several of these grand old structures have fallen into a significant state of disrepair because they are no longer owner-occupied, carry significantly high tax burdens, or are owned by individuals who can no longer afford the upkeep of the properties.

If these properties could be renovated and once again turned into upscale homes, a great deal of the blighting of neighborhoods that is happening throughout the City could be halted.

![Restored Home Along First Ave.](image)

However, given the choice of renovating an older and many times historical home in the City of Gloversville as opposed to constructing a new, upscale residence in the Town of Johnstown, the investor will usually pursue the new construction in the Town because of the considerably smaller tax burden. The City of Gloversville needs to establish an incentive for investors to come into the community and spend the time and financial resources necessary to renovate the older, larger homes in the community as upscale residences without fear of being stuck with an enormous tax bill at the conclusion of renovations.

**Policy #1:** The City of Gloversville will encourage the renovation of larger, older homes in the community as a source of "Executive Housing" within the City's borders.

**Policy #2:** The City of Gloversville, in an effort to stop deterioration of the older, stately homes in the community, will put a cap on the assessments of these structures in order to encourage significant private investment in these older residences. A method of determining an equitable cap must be established by the Common Council.
Policy #3: The City of Gloversville Planning Board will pursue grant opportunities that offer funding for a comprehensive Citywide Housing Study.

2. Housing Options:

When it comes to housing options in the City of Gloversville there is a very limited variety available to residents of the community. The City's housing stock, which is extremely old, consists of single-family, two-family and multi-family units with a few older apartment buildings scattered throughout the community. Given the increasing age of the population in the City, this selection of housing alternatives is no longer providing enough choices, especially for the senior community, and is probably one of the causes of the City's continued population decline. Housing options such as condominium developments and assisted-living centers for the aging population will provide the City's residents alternatives for staying in the community when owning a traditional, single-family home is no longer economically feasible or presents a variety of property maintenance burdens.

Policy #1: The City of Gloversville will encourage the development of condominiums, modern apartment complexes, and assisted-living centers for seniors throughout the community. These facilities must blend with the architecture and character of the neighborhood in which they are located.

Policy #2: The City of Gloversville shall initiate a series of roundtable discussions with civic leaders, financial institutions and local developers to discuss housing options and neighborhood revitalization strategies within the City's borders, including targeted neighborhoods that no longer contribute to the City socially or economically.

Policy #3: The City of Gloversville shall encourage New Urbanism concepts and traditional neighborhood designs for all new housing/commercial developments and revitalization projects. The City should encourage grant-writing efforts in seeking funding for New Urbanism redevelopment projects for distressed neighborhoods.

3. Land Banking:

The City of Gloversville currently has a substantial inventory of vacant properties it has acquired through tax foreclosures. The process of foreclosing on properties and putting them back up for tax sale is a time-consuming burden on City staff. Many times, this process becomes a financially costly endeavor for the City because of the limited assurance that future tax bills will be paid by an owner who is able to make an economically feasible use of a property.

The City has already begun a program of taking down abandoned structures throughout the community that are run down beyond repair. The City should continue this program in the future in order to weed out structures that are causing blight on neighborhoods throughout the community. However, instead
of immediately attempting to resell many of these tax foreclosed properties to the public, the City should consider land banking the properties in an effort to piece together larger tracts of land that could offer additional options for development, including retail stores, office space, or condominium-type developments. By acquiring several pieces of property in a neighborhood, the City not only increases the options for development, but lessens the administrative burdens on City staff, enhances the possibility of collecting future tax revenues from the property, and provides the City with an opportunity to apply sound land use planning principles to future development within the City's borders.

**Policy:** The City of Gloversville will endeavor to accumulate properties in the community through tax foreclosure in order to assemble larger tracts of land that can be actively marketed for larger scale developments in the future.

4. **Neighborhood Greening:**

Vacant City-owned land is not just a potential revenue-generating commodity for the community, but needs to be put to the best public use. For instance, a vacant parcel in a congested residential neighborhood that has been acquired through tax foreclosure by the City could be resold at tax sale as a residential building lot. On the other hand, the parcel could be developed into a small neighborhood park that significantly enhances the value of adjacent homes and at the same time does not cause further congestion problems in the neighborhood.

A common practice of municipalities is to make vacant lots available to adjacent property owners as a side lot. However, many times, the adjacent property owner is unable to pay taxes on his/her increased assessment, is already behind on tax payments to the community, or simply does not have the ability, either physically or financially, to provide upkeep to the property. As the City of Gloversville continues to acquire parcels through tax foreclosure, a serious examination, on a neighborhood-by-neighborhood basis of the best use for those parcels needs to be undertaken. The City of Gloversville needs to have a group or individual directly oversee and manage the distribution of vacant properties in the City in order to identify the best options for reuse of those parcels of land. For example, as the City acquires parcels near the main entrances to the community, serious consideration should be given to holding on to those parcels and developing attractive green spaces on these properties that are essentially welcome mats to the community.

**Policy #1:** The City of Gloversville Planning Board will oversee analysis of City-owned vacant properties on a block-by-block basis in order to identify the best use options for development of those properties.

**Policy #2:** The City of Gloversville will pursue grant initiatives in order to obtain funding for the development and preservation of green space along the main traffic corridors to the community.
5. **Maintaining Public Spaces:**

The maintenance of public spaces is one issue the City can almost completely control. There is perhaps no better way for the City to influence the appearance of neighborhoods throughout the community than to continue to offer community-wide cleanups and to maintain public spaces throughout the City. The maintenance of public spaces includes not only the upkeep of parks throughout the community, but periodic upgrades to the street system and more importantly, the sidewalk network throughout the community. By maintaining public spaces, the City encourages homeowners to not only perform routine maintenance on their individual properties, but to make investments and upgrades to their homes that enhance their neighborhoods. The City should once again examine the possibility of reinstituting the sidewalk program in an effort to show a continued commitment to neighborhood maintenance and to show residents of the community that the City is willing to invest in itself in order to enhance the appearance of the community that we live in.

**Policy:** The City of Gloversville will focus on the maintenance of public spaces throughout the community and will attempt to reinstitute a sidewalk program, especially in residential neighborhoods throughout the community.
Introduction and Goal:

During the past fifteen (15) years, the City of Gloversville has watched a variety of new industries enter the community. In fact, a similar trend has occurred throughout the County. The local economy, which at one time categorically revolved around the leather and glove making industry, has been diversified and expanded to include industries such as Spalding's Golf Ball Manufacturing operation and EPIMED’s medical instrument business within the City limits, and a Wal-Mart Distribution Center and Benjamin Moore Paints in the City of Johnstown to name just a few.

However, although the City of Gloversville has seen new industrial and commercial growth in the past fifteen (15) years, the community has also witnessed the closing of several older leather and glove making businesses that has resulted in the abandonment of a multitude of older manufacturing structures throughout the community. The City of Gloversville needs to find acceptable ways to use these older factories or must simply tear them down to make room for future development.

As the local economy continues to diversify, the local workforce will need to have access to the training necessary to be competitive in the future job market. The New York State Department of Labor and the Fulton Employment Agency continue to oversee programs designed to educate and train the local workforce. The local workforce also has the opportunity to receive training for the future economy by attending a variety of programs offered by the Fulton Montgomery Community College.

There are also a number of local agencies, including the Fulton County Economic Development Corporation, the Fulton County Regional Chamber of Commerce, the Fulton County Industrial Development Agency, Promote Gloversville Corporation, and the Fulton County Planning Department that can offer the City of Gloversville an enormous range of services as well as opportunities to encourage economic growth in the community. These agencies have staff available with a great deal of experience in marketing, finance, and demographic research that can provide the City with invaluable tools to support growth in the local economy.

GOAL: TO CONTINUE TO STRENGTHEN AND DIVERSIFY THE CITY OF GLOVERSVILLE’S INDUSTRIAL BASE, PROMOTE COMMERCIAL DEVELOPMENT, AND INCREASE EMPLOYMENT OPPORTUNITIES FOR CITY RESIDENTS.

In order to reach this goal, the following policies have been adopted:
1. **Economic Development Zone:**

At one time, the City of Gloversville's Economic Development Zone was one of a limited number of zones in New York State that offered a wide array of financial and technical incentives to new and expanding businesses. Today, however, there are a significant number of municipalities with Economic Development Zones throughout New York State, offering similar incentive packages to businesses looking to relocate or expand in their communities. Consequently, the Economic Development Zone in the City of Gloversville is not the sole reason for companies expanding or relocating to the community. In fact, because there are a significant number of these zones throughout New York State offering similar incentives, the City of Gloversville Zone itself has very little impact on the recruitment of business and industry to the community.

On the other hand, the City's Economic Development Zone does offer some opportunities for businesses looking to relocate or expand here and given the current boundaries of the District, there is very limited space available to offer commercial or industrial development opportunities. Within the Zone itself, there are a large number of residential properties that should be eliminated from the Zone so that additional acreage can be made available for commercial and industrial developments. (See Map 8-1.)

**Policy:** The City of Gloversville will closely examine the existing boundaries of the Economic Development Zone within the City's borders and determine where amendments to the boundary lines can be made in order to eliminate residential areas and to offer more commercial and industrial development opportunities within the Zone.

2. **Property Redevelopment:**

The closing of several industrial operations during the last decade in the City of Gloversville has resulted in an increase in the inventory of abandoned manufacturing facilities throughout the community. The majority of these facilities are not adaptable to today's modern industrial operations, and therefore, they become eyesores and, many times, potential hazards in the community. Unfortunately, many of the older leather-manufacturing facilities are located in residential neighborhoods which further decreases the redevelopment potential of the properties due to the inevitable land use conflicts that would ensue.

Industries that require a significant number of tractor-trailer trips are generally not interested in locating in an urban area where traffic congestion can cause substantial distribution concerns. On the other hand, industries that do not require a significant number of tractor-trailer trips can very successfully relocate within the City's limits. The largest deterrent for redevelopment of properties within the City of Gloversville is the size of the properties available for industries. The same is true for larger commercial businesses looking to develop a store in the community.
The City of Gloversville has all of the necessary infrastructure readily available for industrial and commercial development within its borders. However, matching available land resources with potential commercial and industrial developments is the largest obstacle the City needs to hurdle.

**Policy:** The City of Gloversville will continue its program of removing dilapidated structures that can no longer meet today’s industrial standards and will attempt to obtain and market larger tracts of land within the community’s commercial and industrial areas for future redevelopment.

3. *Water and Sewer:*

The City of Gloversville’s water supply system and waste disposal facilities are an invaluable resource to the future social and economic development of the City. Any proposal to extend these services outside of the City’s borders without knowledge of its benefits to the City or without the implementation of proper policies, could result in severe long-term social and economic impacts.

The fact that the City of Gloversville has a fully-developed network of water and sewer facilities within its borders, offers enormous incentives for commercial, industrial and housing development, population growth, revitalization, infill construction and numerous social benefits, to take place within the City’s borders. However, the continued increased demand for development and water service to outlying areas from the County and Town level raises concerns as to the impacts it would create on the City of Gloversville by extending these services. Therefore, in order for the City to control these valuable resources, the City shall consider a broad based plan that evaluates the benefits of water and sewer in the social and economic development of the City, and which investigates polices to govern the control of the extension of water and sewer facilities outside its municipal borders.

**Policy #1:** The City of Gloversville will not extend water and sewer services outside of its municipal borders until the City completely explores the long and short-term impacts of such extension. Before any proposals are implemented to extend either water or sewer services outside of the City’s municipal limits, the Common Council shall determine the benefits the City may witness as a result of the proposed extension and the potential negative impacts it may have on development within the City.

**Policy #2:** The City of Gloversville will review the infrastructure of the water and sewer distribution systems within its jurisdiction to ensure they are properly maintained. The Public Works Department will develop a plan for improvements and upgrades to the existing infrastructure where deterioration has occurred. The City will concentrate on maintaining and upgrading its existing water and sewer facilities before focusing on the expansion of available capacities.
4. Technology and Service Industries:

In the fall of 1999, the Fulton County Industrial Development Agency completed construction of the Crossroads Phase II Business Park along South Kingsboro Avenue Extension in the City of Gloversville. The Business Park was designed to accommodate office development and modern technology-based businesses. The first tenant in the Crossroads Phase II Business Park was EPIMED, Inc., a manufacturer of specialized medical equipment. The remainder of the Park is currently being marketed by the Fulton County Economic Development Corporation. The Crossroads Business Park represents an opportunity for the City of Gloversville to continue diversifying the local economy by attracting high-tech manufacturing operations such as those found in the medical industry and to create state-of-the-art office facilities.

Policy: The City of Gloversville will continue to promote the development of high-tech businesses and state-of-the-art office space in the Crossroads Business Park.

In terms of providing training for the future workforce of the City, the Fulton-Montgomery Community College offers a tremendous number of opportunities. For instance, NASA currently provides funding for the Spatial Information Technology Center at the Community College, which provides students with state-of-the-art training on Geographic Information Systems and remote sensing equipment. The specific linkages that will need to be made between Fulton-Montgomery Community College, the City of Gloversville, and the Economic Development Corporation will have to be determined as soon as possible so that workers can be trained to staff the businesses that are being encouraged to locate in the Crossroads Business Park.

Policy #1: The City of Gloversville shall work closely with the Fulton County Economic Development Corporation and the Fulton-Montgomery Community College in identifying the types of educational programs that need to be offered at the College in order to train the local workforce for the high-tech businesses the City wishes to see locate in the Crossroads Business Park.

Policy #2: The City of Gloversville will work closely with the Fulton-Montgomery Community College in an effort to provide more information on the City's web site and better promotion opportunities for the community.

5. Home Based Businesses:

Nationally, employment trends have shown a decrease in the number of individuals working in the manufacturing sector and steady increases in the number of individuals opting for careers in the service industry. The City of Gloversville is no exception to this trend. With the closing of many leather and glove manufacturing operations in the past decade and the limited availability of manufacturing jobs, many individuals have chosen to pursue careers in service industries or high-tech businesses. Many of these service sector and technology-
based jobs include individuals who work from their homes in careers that were never before considered home-based businesses. However, with the advances in technology, more and more individuals will continue to pursue career opportunities that involve establishing businesses in their own homes. Most of the time, these businesses carry no stock in trade, have no signs on the property, and there are no customers coming to the home to patronize the business. The City of Gloversville will need to closely examine this land use trend in the future in order to encourage this type of activity within the City’s limits and not to discourage individuals from pursuing this type of opportunity, which many times generates sales tax revenues for the community.

**Policy:** The City of Gloversville will encourage residents to use their homes for business ventures that can be conducted using computer technology, are inconspicuous and, many times, generate sales tax revenues for the City.

6. **Tourism:**

At the present time, the City of Gloversville's tourism potential is very limited in terms of offering destination stops for visitors. While the City of Gloversville has a unique cultural and historic heritage and the renovated Glove Theater has begun to offer a variety of shows, the ability of these types of destination stops alone to generate significant economic development benefits for the City is very doubtful. On the other hand, the City of Gloversville is located near the foothills of the Adirondack Mountains in Fulton County where there are a number of destination stops, including numerous lakes, state campsites, golf courses, ski areas, etc. In order for the City to benefit from the County's numerous tourism destination stops, the City will need a wider variety of restaurants, overnight accommodations, whether they be hotels, bed and breakfast, etc., and a concentrated easily-accessible shopping district. More often than not, the revenues generated by these adjunct facilities greatly exceed the tourism dollars spent on the destinations themselves.

**Policy:** The City of Gloversville will encourage growth in the hospitality industry including restaurants, hotels, and bed & breakfasts, in order to benefit from tourist destinations throughout the County.

7. **City Planning Department:**

Currently, the City of Gloversville has a contract with the Fulton County Planning Department to provide planning services to the community. The majority of the funding for the Planning Department staff is spent preparing agendas, meeting notes, follow-up correspondence for monthly Planning Board meetings and performing staff reviews of site plan applications, special permit applications and subdivision plats. Given the limited amount of funding set aside for planning services, the City of Gloversville does not have a professional staff person constantly conducting land use studies, initiating strategic planning and implementation strategies and determining the social and economic impacts of proposed projects. Likewise, the City must depend upon not only County Planning Department staff but Community Development Agency staff and the
City Clerk's Office to prepare grant applications for funding from a variety of programs.

**Policy:** The City of Gloversville will examine the possibility of eventually pursuing the creation of a full-time Planning position to head up a Planning Department within the City of Gloversville.

8. **Community/Regional Partnerships and Collaborations:**

The success of the City of Gloversville will depend on a shared vision for the future and strong partnerships. The City of Gloversville, for the most part, depends on the services of the county to provide technical assistance in development programs and policies for social and economic vitality. The City, however, needs to foster a collaborative involvement with community resources as well, including City departments and organizations, to guide the overarching goals of the City. Partnerships should include local residents, neighborhood organizations, financial institutes, business and civic leaders, educational institutes, non-profit organizations and City government. Also, regional cooperation with county leaders and neighboring jurisdictions will be important in terms of their awareness in maintaining the City's commercial and economic stability, natural resources, controlling sprawl and serving as the guardians of the surrounding natural environment. The City's role as a regional partner will be to continue collaborated efforts in the participation of county goals and objectives in order to promote regional growth. The success of the region will be determined by the success of the City of Gloversville.

**Policy #1:** The City of Gloversville will become the leader in establishing community and regional partnerships that collaborate in the development of future land use development policies, population growth, land conservation, neighborhood revitalization, housing and commercial and economic development.

**Policy #2:** The City of Gloversville shall collaborate with local communities in filing joint applications to the Federal and State agencies for fund towards capital improvement projects and local and government services.
CITY FINANCES

The City of Gloversville Planning Board believes that the goals and policies outlined in this Comprehensive Plan accurately reflect the opinions and desires of the community. The City Planning Board also recognizes that the City's ability to achieve these goals and policies will be directly related to the City's financial health.

EXPENDITURES, REVENUES AND TAX LEVY

1. Analysis:

The City of Gloversville's budget increased from $8,985,700 in 1995 to $11,108,174 in 2003. This represents a 24% increase during that timeframe. During the 6-year period of 1995 to 2001, the budget increased $1,083,553 or 12%. This represents an average annual increase in spending of $135,444. However, in just the last two (2) years, the budget increased by another $1,038,921 or 10.3%. This represents an average annual increase of $519,460.

<table>
<thead>
<tr>
<th>YEAR</th>
<th>TOTAL EXPENDITURES</th>
<th>TOTAL REVENUES</th>
<th>PROPERTY TAX LEVY</th>
</tr>
</thead>
<tbody>
<tr>
<td>1995</td>
<td>$ 8,985,700</td>
<td>$ 4,048,311</td>
<td>$ 4,802,389</td>
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<td>1999</td>
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</tr>
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<td>2000</td>
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<td>$ 5,234,000</td>
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</tr>
<tr>
<td>2002</td>
<td>$10,706,656</td>
<td>$ 5,472,900</td>
<td>$ 5,233,756</td>
</tr>
<tr>
<td>2003</td>
<td>$11,108,174</td>
<td>$ 5,141,327</td>
<td>$ 5,966,847</td>
</tr>
<tr>
<td></td>
<td>+ $ 2,122,474</td>
<td>+ $ 1,093,016</td>
<td>+ $ 1,164,458</td>
</tr>
<tr>
<td>% change</td>
<td>24%</td>
<td>27%</td>
<td>24%</td>
</tr>
</tbody>
</table>

Using annual inflation rates of the Consumer Price Index, the City's $8,985,700 budget in 1995 would have been worth $10,308,561 in 2001 without any real increase in spending. Given that the City's actual 2001 budget was $10,069,263, it means spending in the City between 1995 and 2001 grew at less than the rate of inflation. However, in the last two (2) years, the significant budget growth has actually outpaced inflation. Some of the reasons for the budget increases over the past two (2) years include significant increases in the cost of health insurance premiums and liability insurance rates, negotiated wage and fringe benefit costs, a faltering stock market, and significant increases in the City's contribution to the New York Public Employee Pension Fund. These are costs that are almost completely out of the City's control.
Total revenues from 1995 to 2003 increased by $1,093,016 or 27%. This represents an average annual increase of $136,627. This $1,093,016 increase, however, covered only 51% of the total increase in expenditures. The difference had to be made up through increases in the property tax levy.

As expenditures rise, if non-property tax revenues can increase at a comparable pace, taxes do not have to be increased. If not, the only way the City can balance its budget is to raise more money from property taxes. Between 1995 and 2003, the amount of money raised through the tax levy increased $1,164,458 or an average of $145,557 per year. This means that other revenues were not keeping pace with the growth in City spending resulting in more and more money having to be raised from property taxes to balance the City’s budget. This trend coupled with the City’s declining population results in an ever increasing tax burden on those remaining City residents.

2. Findings:

A. From 1995 to 2001, City expenditures increased below the rate of inflation.
B. From 2001 to 2003, the City’s expenditures increased above the rate of inflation due, in large part, to factors beyond the control of the City: 911, increases in health and liability insurance costs, increases in pension contribution costs and negotiated labor contracts.
C. From 1995 to 2003, total expenditures increased an average of $265,309 per year.
D. From 1995 to 2003, the City’s property tax levy increased an average of $145,557 per year.
E. The growth of non-property tax revenues has not kept pace with the growth in City expenditures resulting in more and more money having to be raised from property taxes.

SALES TAX REVENUES

1. Analysis:

Outside of property taxes and State and Federal Assistance, the most significant source of revenue for the City of Gloversville comes from sales tax receipts.

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<tr>
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<tr>
<td></td>
<td>$1,247,428</td>
<td>$1,318,541</td>
<td>$1,335,842</td>
<td>$1,315,055</td>
<td>$1,321,316</td>
<td>$1,496,615</td>
<td>$1,357,986</td>
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Between 1995 and 2001, total sales tax revenues for the City increased from $1,247,428 to $1,357,986, an increase of $110,558 or 8.9%. Between 1995 and 2000, there was actually an increase in sales tax revenues from $1,247,428 to $1,496,615, or approximately 20%. However, given the 9.3% drop between 2000 and 2001, the overall increase between 1995 and 2001 was reduced to only 8.9%. Based on the Consumer Price Index, $1,247,428 in 1995 should have increased to $1,468,280 in 2001, based solely on
the annual inflation rates. This means that the growth in sales tax revenues has been less than the rate of inflation.

2. **Findings:**

   A. Sales Tax Revenues increased an average of $18,426/year between 1995 and 2001. During that same time, the City’s total budget grew by an average of $180,592.

   B. Sales Tax Revenues increased an average of $49,837/year between 1995 and 2000, before the significant drop during 2001.

   C. Overall, Sales Tax Revenues between 1995 and 2001 did not increase enough to cover the City’s average annual increase in its budget.

**ASSESSED VALUATIONS**

1. **Analysis:**

   Between 1995 and 2003, the total assessed value of all properties in the City increased 82% or $30,744,357. However, most of this increase can be attributed to the construction of the new Gloversville Middle School in 1997. This property alone is assessed for approximately $30,000,000. Aside from this new school, there was little change between 1995 and 2003 in the total assessed value of all properties in Gloversville.

   A more important data base to examine is the total assessed value of all taxable properties. It is this total that is used to calculate annual tax rates for City taxpayers. The total assessed value of all taxable properties is simply the total assessed value of all properties less the value of all real property tax exemptions like Veterans, non-for-profit agencies, Sr. Citizen exemptions and others. Between 1995 and 2003, the total assessed value of all taxable properties increased by only 2% or $4,438,786. This represents an average annual increase of $554,848. Assuming a City tax rate of $15.00/1000 of Assessed Valuation, this average annual increase in assessed valuation generated only $8,322.72/year in additional property tax revenue for the City. As shown earlier, during that same time, the City’s Budget was increasing an average of $265,309 per year. Non-property tax revenues increased an average of $136,627 a year and Sales Tax Revenues increased an average of $18,426. This left an average annual shortfall of $110,256 that had to be made up with property taxes. Since the growth in assessed valuation was only averaging $554,848 during that time period, keeping the tax rate the same was not going to generate enough revenue to balance the budget. In order for the City to have been able to raise an additional $110,256/year in property tax revenues using a constant $15.00/1000 tax rate, the City’s total assessed valuation would have to have increased by $7,350,000/year instead of the $554,848 it actually did. The only way the City has been able to raise enough property tax revenue to cover budget increases has been by increasing the City’s tax rate.
### TRENDS IN PROPERTY ASSESSMENTS

<table>
<thead>
<tr>
<th>YEAR</th>
<th>TOTAL ASSESSED VALUATION</th>
<th>TAXABLE ASSESSMENT</th>
<th>% TAX EXEMPT</th>
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<td>1999</td>
<td>$403,811,536</td>
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<td>34%</td>
</tr>
<tr>
<td>2000</td>
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<tr>
<td>2001</td>
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<tr>
<td>2002</td>
<td>$406,498,700</td>
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<tr>
<td>2003</td>
<td>$406,475,600</td>
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<tr>
<td>1995-2003</td>
<td>+ $30,744,357</td>
<td>+ $4,438,786</td>
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</tr>
<tr>
<td>Average Annual Change</td>
<td>+ $554,848</td>
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<td></td>
</tr>
</tbody>
</table>

2. **Findings:**

A. The growth in the City's tax base has not kept pace with the growth in its budget.

B. Approximately 1/3 of the total value of all assessed valuation in the City is tax exempt.

### SUMMARY

Gloversville, like many other Cities in New York State, is experiencing budget increases due to factors outside of its control. These rising budgets are forcing cities to either increase taxes and/or cut services. This is not a trend that, left unchecked, will likely change in the near future.

The Gloversville Planning Board recognizes that our community needs to change its fortune. Gloversville must promote all types of new development. Development is needed within the City to increase the assessed valuation of property within the City. Additional assessment is needed to generate additional revenue without having to raise tax rates. The City must also encourage commercial development within its borders to increase sales tax revenues. The City needs to examine ideas such as:

- Consolidation of Services.
- “PILOT” for Tax-Exempt Entities.
- Annexation.
- User Fees.
- Dissolution and others
Elected and appointed officials, City employees, residents and business owners, collectively, need to carefully examine the goals and policies outlined in this Comprehensive Plan. Given the City’s limited financial resources, important decisions need to be made on how we can encourage individuals to live in the community and commercial and industrial enterprises to do business within the City of Gloversville.