City of Kingston, New York

OPEN SPACE PLAN







DRAFT



MAY 10, 2019

PREPARED BY

PREPARED FOR

The City of Kingston and the Kingston Conservation Advisory Council



CITY OF KINGSTON OPEN SPACE PLAN

Mayor

Steven T. Noble

Common Council

Jeffrey Morell Reynolds Scott-Childress William Carey Patrick O'Reilly Andrea Shaut James L. Noble, Jr.
Douglas Koop
Rita Worthington
Tony Davis
Steven Schabot

Kingston Conservation Advisory Council

Julie Noble, Chair Emilie Hauser, Vice Chair Kevin McEvoy, Secretary Elizabeth Broad Lorraine Farina Lynn Johnson Casey Schwarz

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Laura Heady (NYSDEC)
Greg Shaheen (Kingston Land Trust)
Julia Farr (Kingston Land Trust)

Consultants
Behan Planning and Design
112 Spring Street, Suite 305
Saratoga Springs, NY 12866
www.behanplanning.com

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CITY OF KINGSTON OPEN SPACE PLAN

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DOCUMENT REFERENCES

- (1) Mark Correll et al. 1978. The Effects of Greenbelts on Residential Property Values: Some Findings on the Political Economy of Open Space. Land Economics.
 - Darryl F. Caputo. 1979. *Open Space Pays: The Socioenvironomics of Open Space Preservation*. Morristown, NJ Conservation Foundation. <u>Land Economics.</u>
- (2) American Farmland Trust. September 2016. Cost of Community Services fact Sheet. https://www.farmlandinfo.org/sites/default/files/Cost_of_Community_Services_Studies_AFT_FIC_201609.pdf
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- (4) New York State Hudson River Estuary Program. Climate Change in the Hudson Valley, A Summary for the Public. https://www.dec.ny.gov/docs/remediation_hudson_pdf/ccinthehvms.pdf
- (5) For this state-designated significant habitat, a habitat impairment test must be met for any activity that is subject to consistency review under federal and state laws, or under applicable local laws contained in an approved local waterfront revitalization program. If the proposed action is subject to consistency review, then the habitat protection policy applies, whether the proposed action is to occur within or outside the designated area.
- (6) Riparian came to English from the same source that gave us "river" the Latin riparius, a noun deriving from ripa, meaning "bank" or "shore." "Riparian" refers to things that exist alongside a river (such as riparian wetlands, habitats, trees, etc.). Source https://www.merriam-webster.com/dictionary/riparian

ACRONYMS

• CAC	Conservation Advisory Council (of the City of Kingston)
• NRI	Natural Resources Inventory
• NYS	New York State
• NYSDEC	New York State Department of Environmental Conservation
• NYNHP	New York Natural Heritage Program (of the NYSDEC)
• OPRHP	Office of Parks, Recreation and Historic Preservation (of NYS)
• OSI	Open Space Index
• PDR	Purchase of Development Rights
• SAV	Submerged aquatic vegetation
• SBA	Significant Biodiversity Area
• USACOE	United States Army Corps of Engineers

CHAPTER 1INTRODUCTION



n 2017, the City of Kingston and the Kingston Conservation Advisory Council (CAC) began the process of developing a Natural Resources Inventory and Open Space Index for the entire city. The goal of this data-collection effort was to better understand what natural resources existed in the city so that informed planning decisions could be made with regard to future growth and the conservation of these elements which are considered assets to the city. It is believed that this knowledge-based approach will not just help to protect the visual aesthetic quality of the city and inform local planning decisions, but also help to maintain clean drinking water, protect natural habitats, provide recreational opportunities and position the city to mitigate impacts from future climate change trends. The findings of this comprehensive work were then utilized as part of a public planning project to develop the City of Kingston Open Space Plan - this document - a strategy for the responsible stewardship of these important resources for future generations.

EXECUTIVE SUMMARY

To be developed after review of the draft plan for the final plan.

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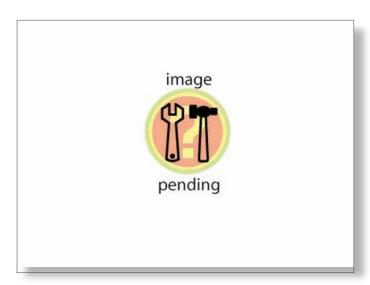


Figure 1. Photo From CAC, pending.

WHAT IS AN OPEN SPACE PLAN?

An open space plan is a document which outlines the desired goals for the future preservation and enhancement of both the natural and man-made resources which are important to the quality of life in a community. While many people often think of open space simply as farm fields, wetlands or attractive scenery, it is not limited to that. Open space in this sense can include important historic sites or structures; cultural attractions which draw tourists; underground water sources; and public recreation areas such as parks, beaches and gardens. Even downtown streetscapes—the public realm in which people work, play and meet in a city—are an essential component of our community open space. These features contribute to the beauty of our neighborhoods, our health and our overall quality of life. These factors, in turn, contribute to the economic health of the community as well.

It is important for a community to have a plan for the preservation of these resources in much the same way as any family saves for their children's education or their retirement—they are an investment in our future. As populations grow and new development occurs, open space resources are often lost over time. Taking a look at the long-term picture, it makes sense to identify what is most important to us so that steps can be taken to preserve or enhance these resources for our grandchildren. An open space plan is the strategy to do just that.

The forested areas, rivers, wetlands and other natural resources within the City of Kingston are all part of a system. Ideally, this system must remain balanced and relatively unbroken in order to function properly as a water filtration system or wildlife habitat, but this does not mean that every acre must remain forever untouched. There are many different land uses and land development strategies which can allow for continued growth and economic development while still protecting open space. For example, conservation "cluster" development and development transfer strategies can help to keep sensitive lands



Figure 2. Ulster County Open Space Plan - Resources Map.

open while allowing denser development elsewhere. Likewise, outdoor recreation and agriculture also help to promote tourism and economic activity while protecting the land.

Unlike the more rural towns and villages of surrounding Ulster County, Kingston developed into a bustling riverfront city. Because of this, there is relatively little land area today which remains undeveloped compared to the surrounding communities. Currently, the city has approximately 7% of

its total land area devoted to protected open space. This lags behind a majority of other municipalities in the county, yet is still notable considering its urban industrial history. Today, with relatively little natural open space and forests left to maintain, it is important as ever to identify the areas which should be protected or enhanced. This plan will help to identify the resources here in Kingston which contribute to the health, well-being and quality of life of the community, and help to provide a strategy for the city to ensure that it remains healthy for future generations.

Figure 3. Permanently Protected Open Space in Ulster County					
Municipality	Total Acreage	Protected Open Space Acreage	% In Protected Open Space		
Town of Shandaken	79,781	55,739	70%		
Town of Denning	64,932	43,487	67%		
Town of Hardenburgh	51,189	27,918	55%		
Town of Olive	42,045	17,830	42%		
Town of Kingston	4,772	1,764	37%		
Town of Wawarsing	84,971	26,701	31%		
Total for Ulster County	737,599	227,434	31%		
Town of Hurley	22,649	6,837	30%		
Town of Rochester	57,109	16,296	29%		
Town of Woodstock	43,818	12,803	29%		
Village of Ellenville	1,231	147	12%		
Town of Gardiner	28,418	3,184	11%		
Town of New Paltz	20,707	2,299	11%		
Town of Rosendale	12,738	1,413	11%		
Town of Marbletown	35,669	3,163	9%		
Village of Saugerties	1,437	118	8%		
City of Kingston	5,625	381	7 %		
Town of Saugerties	36,286	2,307	6%		
Town of Esopus	26,868	1,444	5%		
Town of Shawangunk	36,286	1,544	5%		
Village of New Paltz	1,088	57	5%		
Town of Lloyd	21,357	851	4%		
Town of Ulster	18,774	504	3%		
Town of Marlborough	16,993	299	2%		
Town of Plattekill	22,856	348	2%		

Source: Ulster County Open Space Plan; Catskill Center for Conservation and Development and Open Space Institute, 2006

THE BENEFITS OF OPEN SPACE

Open natural spaces such as forests, rivers, fields and wetlands contribute in many different ways to our health and quality of life, which is why having a management plan for them is so important. While many people can appreciate the obvious visual benefits—beautiful scenery, recreation—open space can also help to improve our communities in many other ways which are not readily visible.

Property Values

Having the natural landscape to provide a counter-balance to the built environment helps to strengthen and increase local property values, as it can often provide a more visually appealing setting. This is especially true with preserved lands which cannot be developed. If a prospective buyer knows that the lands adjacent to them will remain undeveloped, they have much more certainty in what they are buying. Many economic studies have demonstrated that proximity to parks and greenbelts in more urban areas can increase nearby property values by as much as 15 - 20%.⁽¹⁾



Figure 4. T.R. Gallo Waterfront Park

THE BENEFITS OF OPEN SPACE

Recreation and Tourism Dollars

Tourism and recreation are an important part of any community, and having recreational opportunities which attract visitors and residents helps to provide money to local businesses. The Hudson River, Rondout and Esopus Creeks provide significant recreational and tourism potential, with waterfront activities, kayaking, marinas and docks which can be a draw for visitors. Supporting these assets is an investment in local businesses and the future.

Reduced Tax Burden

Development of land in any community has tax implications to provide additional services such as roads, police, fire, schools and utilities to the community. Studies conducted on the impacts of different types of development have shown that for every dollar of tax revenue received, the municipality sometimes has to spend more to provide services in return. Residential development was found to be the most costly, requiring about \$1.16 in services for every tax dollar received. Farmland costs significantly less—generally requiring about \$0.37 per dollar of revenue, followed by commercial development at \$0.30. Because the cost to service open space is so low, the combined costs of open space and commercial development was found to be around \$0.18 per tax dollar received. Open space helps to provide a balance to offset the high cost of residential services.

Cleaner Water

The conservation of open space helps to protect and enhance the water quality of both surface waters such as ponds and streams and sub-surface water sources, and in turn, the natural habitat. The natural riparian buffers along streams and the filtration function of wetlands helps to purify water runoff from pollutants before it enters back into the local water system. This results in cleaner water downstream, and a reduced need to rely on costly filtration plants to generate clean drinking water.

Reduced Flooding

As communities develop, the additional roads, buildings and parking lots constructed create impervious surfaces which prevents rain from being absorbed into the ground naturally and replenishing the local water table. Instead, the water is often collected from large areas and channelled away where it collects pollutants from asphalt surfaces and is discharged in high-volumes elsewhere. This channelization of water contributes to flooding, and as more impervious surfaces are created, the more this effect is compounded. Open space areas conversely provide places for rain to be absorbed back into the ground naturally. Likewise, wetlands and floodplains provide stormwater storage areas which temporarily hold rain water and mitigate the flow into developed areas.

THE BENEFITS OF OPEN SPACE

Environmental Health

The preservation of open space helps to support the functioning of the natural ecological systems which the local flora and wildlife rely on to survive. By maintaining large areas of un-fragmented natural land, it provides important corridors for wildlife habitat without isolating or endangering them. The trees and plants which live in these areas helps to purify the air we breathe. A balanced natural system is important in a world where degradation of certain plant or animal species can have a negative ripple effect on others.

Agriculture & Food Supply

Local agriculture and community farms provide a reliable source of food and can help to reduce living costs by providing locally-grown foods at low or no cost. Having a local food source is important not just for security but also helps to reduce the amount of energy spent transporting goods long distances to national grocery chains. Having fresh-picked, nutritious foods in your neighborhood—and learning how to grow them—is an important consideration and provides us with a connection to our foods when we know where they came from.

Human Health & Quality of Life

Outdoor parks, playgrounds and trails all provide recreational opportunities where walking, running or hiking contribute to healthy living and exercise. A community which has access to these amenities is more likely to take advantage of them, contributing to the health of the community. Likewise, the more access they have, the more likely they are to use them. And while many people think of open space as large forested areas or parks, in more urban communities these can take many other forms such as community gardens, pocket parks and corner playgrounds. Even a consistent planting of mature street trees—which often go unnoticed by many people as the general backdrop scenery of a street—have a profound impact on the landscape and our



Figure 5. Kingston's stockade district is graced with mature street trees, which greatly contribute to the mood and character of the neighborhood. If these trees were to be taken away, the street would have a very different feel, and likely lower property values.

health. Such trees provide a regular repository of shade on hot summer days, and provide fresh oxygen in cities where clean air is often at a disadvantage. They also provide welcome scenery and relief from the paved urban hardscape. If you were to take a residential city block with mature street trees, and then remove those trees, the city would be a much less inviting place to live and work.

THE CHALLENGES OF OPEN SPACE

Maintaining open natural space also presents challenges, as finding the desired balance between preservation and development often raises questions about the true value of property, property owners' rights to develop it, and the municipal income lost from taxes.

Population Growth vs. Development Style

In a newly-established or growing town, the single largest threat to open space is typically the population growth. The City of Kingston is a well-established city which has already been developed over many decades, and as such has a relatively low or steady population growth compared to many new towns. This however should not mean that there is no threat. The threat of land development more often depends on the type of development which is trending. Compact "traditional" development is a much more efficient use of land, while contemporary "sprawl" eats up available undeveloped land area at a much higher rate. The historic development styles of our past are still giving way to the convenience of suburban parking lots and big box stores, where the more rural areas outside of the city center are now in highest demand. Cities such as Kingston have already developed much of their "developable" land years ago, and often times the land which still remains today exists only because it has more difficult terrain, or is not as conveniently located. The remaining open space here—like in cities all over the country—will continue to be developed as the local options become fewer and higher-value targets.



Figure 6. The intersection of Broadway and Brewster Street.

THE CHALLENGES OF OPEN SPACE

Climate Change

The effects of climate change are anticipated to be felt locally in the coming decades, and provide for both challenges and opportunities to open space planning. As a waterfront community, Kingston will see the effects of rising water levels and flooding, along with rising temperatures, extreme weather, and invasive species. Knowing in advance what changes will likely occur can help us to prepare for it, a process known as climate resiliency. The NYSDEC's Hudson River Estuary Program notes the following expected changes and risks associated with climate change over the coming decades: (4)

- Heat waves becoming more frequent and lasting longer, with the number of summer days exceeding 90 degrees Fahrenheit doubling by the year 2020, and quadrupling by 2050.
- Precipitation becoming more varied and extreme, with potential for short-term droughts and heavier rainfall events. Today's "100-year flood" is expected to become 50% more likely by 2020.
- Since 1900, sea level in the lower Hudson River has risen 15 inches. It is projected to rise another nine to 27 inches by 2050, increasing flooding in coastal areas.
- Invasive species and nuisance plants will thrive under elevated atmospheric CO2 levels, making them spread faster and harder to contain.

Knowing what is likely to occur provides us with the opportunity to make our communities more resilient now, so that

WHAT IS CLIMATE CHANGE?

Climate change refers to any significant change in the measures of climate lasting for an extended period of time. In other words, climate change includes major changes in temperature, precipitation, or wind patterns, among other effects, that occur over several decades or longer.

- Humans are largely responsible for recent climate change. Over the past century, human activities have released large amounts of carbon dioxide and other greenhouse gases into the atmosphere.
- The majority of greenhouse gases come from burning fossil fuels to produce energy, although deforestation, industrial processes, and some agricultural practices also emit gases into the atmosphere.
- Greenhouse gases act like a blanket around Earth, trapping energy in the atmosphere and causing it to warm. This phenomenon is called the greenhouse effect and is natural and necessary to support life on Earth. However, the buildup of greenhouse gases can change Earth's climate and result in dangerous effects to human health and welfare and to ecosystems.

Source: USEPA website www.epa.gov, Climate Change Basic Information, as it appeared on January 19, 2017.

the impacts from these changes can be mitigated. Rising summer air temperatures tend to impact urban areas more severely, with problems associated with air quality, asthma and heat exhaustion. Planting more trees in the city to provide shade and replenish the air can help to offset this. Likewise, the conservation of low-lying coastal areas—which are expected to flood in the future from rising water levels—helps to keep these lands as natural flood-storage areas. Avoiding the development of these areas now prevents flood damage to future investments and maintains flood storage potential that help keeps surrounding areas from being inundated.

The Process of Developing this Plan

In 2018, Behan Planning and Design—a land-use planning consulting firm based in Saratoga Springs—was selected to assist the City of Kingston with the preparation of the open space plan. The plan was overseen by the seven-member Kingston Conservation Advisory Council (CAC), who met regularly every month to review information and coordinate decisions with the consulting team. The mission statement of the CAC is: *Ensure the conservation of the City of Kingston's natural resources and the enhancement and protection of its environment while fostering unified action on environmental matters.*

Among other regular duties, the CAC was responsible for overseeing the successful evolution of all of the information developed in the natural resource inventory into a clear and concise open space plan which would help guide future land use decisions in the city. In order to do this, it was important that the public be involved in the decision making process and have a voice for ideas and concerns.

The CAC hosted a public informational meeting on June 22, 2018 to present the findings of the Natural Resource Inventory (NRI), and formally announce the beginning of the open space planning process. Approximately ## people attended this meeting, and all were encouraged to sign-up for future meeting announcements.

On September 25, 2018, the first public workshop was held at the Kingston Library to develop open space visioning ideas. This workshop was open to the public, with specific stakeholders directly invited, including those who signed-up at the informational meeting and those who owned significant tracts of vacant land within the city. Over 40 people attended this workshop, which included table discussions with aerial maps and resource prioritization exercises. The resource prioritization exercises asked participants to "vote" for the preservation of different resources by spending an allotted number of stickers on different categories.



Figure 7. Participants at each workshop table were invited to draw on maps to share their ideas for conservation, recreation and other community enhancements.

Figure 8. Resource Prioritization Results

Local Resource to Protect / Enhance	Total Score
Street Trees & Streetscapes	87
Trails & Bike-Hike Paths	77
Parks & Recreation Areas	57
Hudson River Shoreline	57
Urban Agriculture	51
Esopus & Rondout Creeks	49
Open Fields & Forested Areas	46
Historic & Cultural Sites	45
Wetlands, Ponds & Streams	36
Scenic Views	36

A SAMPLING OF IDEAS FROM THE SEPTEMBER PUBLIC VISIONING WORKSHOP

Conservation & City Enhancements

- Protection of the Esopus Creek floodplain.
- Preservation of the undeveloped lands west of the railroad tracks, in the vicinity of Wilbur Ave., Chapel St., and Mason Hill Road.
- Preservation of undeveloped lands in southwest area of the city, upland from the Rondout Creek.
- Kingston Plaza upgrades sidewalk connections to surrounding areas and more greenspace / sustainable stormwater solutions.
- > Daylight buried streams such as Tannery Brook / Twaalfskill.
- Redeveloped commercial properties could incorporate more greenspace, softer landscaping in lieu of pavement.
- Support of urban agriculture with more community gardens.
- Protection of water quality from combined Hudson River sewer overflows, turbidity from Esopus upstream impoundment operations.

New Recreation Opportunities

- Riverfront promenade along the Hudson River.
- Removal of debris from Esopus Creek to allow paddling/kayaking.
- Bringing back Clearwater Park and Lawton Park.
- More playgrounds, pocket parks, street trees in midtown areas of the city.
- Kayak launches or public access on Esopus Creek on Kingston side.
- Pocket parks along trails such as Greenline, Wallkill Valley Rail Trail, Empire State Trail.
- Academy Green upgrades.
- Safe pedestrian crossing of active railroad and sound buffers.
- Additional marina/dock space along Rondout.

After the workshop, a public comment period was provided where people could submit additional ideas and considerations to the CAC. A highlight of some of the ideas which came out of that meeting are presented on the next page. (A full copy of the notes and written public comments collected at this workshop is provided in the Appendix.)

The input gathered from this meeting was used to begin defining goals and strategies for the open space plan. Not surprisingly, the public provided a wide variety of suggestions on many facets of recreation and open space protection. It was important to review these ideas, and determine what needed to be incorporated into the plan. The CAC and consultants met to review the summary material from the workshop and discuss the potential projects or efforts which were derived from the public input. A review was also conducted to determine if there were additional considerations which should be incorporated into the plan.

As part of this review, a series of resource-analysis "heat maps" were developed in GIS using the data from the NRI, which looked at the geographic location of various natural and cultural resources found throughout the city. The CAC, using some of the resource prioritization

input from the first public
workshop, developed a scoring
system for each of the various
resources. Areas where more of
these resources overlapped received
a higher score. This allowed the CAC
to visualize what geographic lands
were more important or sensitive to
development. When combined, the
overall maps were used to identify
priority areas for conservation.

Figure 9. An example of one of the GIS "Heat
Map" analysis, showing areas of the city
most vulnerable to trending climate change
impacts. Multiple maps were developed for

The resulting heat maps and ideas collected at the first public meeting were then used to develop

meeting were then used to develop preliminary recommendations for discussion. Areas of the city which contained overlapping priority resources were considered for different conservation approaches, as well as potential community improvement projects. At this point, it was important to bring the discussion back to the public to get their feedback on these ideas and help determine what resources, efforts and projects should be given priority. This

conservation.

SUMMER 2018

IDENTIFY Natural Resources

Public Workshop September 2018

DETERMINE WHAT IS IMPORTANT

FALL 2018 / WINTER 2019

IDENTIFY PROJECTS

Public Workshop Spring 2019

REVIEW COMMUNITY PRIORITIES

Summer 2019

FINALIZE PLAN

different topics and then combined together

to identify the priority areas of the city for



Figure 10. Participants at the open space workshop were asked to vote for categories of different local resources they would most like to see enhanced or protected using a series of voting stickers.

would assist the city with general guidance on the best short and long-term implementation goals, and develop a timeline for implementation.

In May of 2019, the draft recommendations were presented to the public at the second public presentation. The goal of this informational meeting was to confirm that city leaders and local residents agreed with the draft recommendations, and determine what projects and efforts were most important for prioritization. A summary of some of the findings and recommendations from that meeting are provided on the next page. (A full copy of the notes and comments collected at that meeting is provided in the Appendix.) The information gathered from this process was then used to finalize the plan.

[SPACE RESERVED FOR FUTURE INFORMATION]

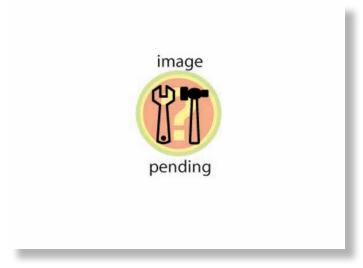


Figure 11. Photo caption - second public workshop

CHAPTER 2 RESOURCE INVENTORY AND ANALYSIS

THE REGIONAL CONTEXT

he City of Kingston, bounded on the north and south by major tributaries to the Hudson River, was a logical location for the only city in Ulster County to develop. Two of the three major waterways in the county—The Esopus and Rondout Creeks—collect their watershed rainwater and deposit it downstream on the east side of the city in the Hudson River. The Esopus Creek, traveling down the

mountain from the Ashokan Reservoir, today is the primary source of drinking water for New York City. These waters, once important decades ago for travel and the transport of merchandise, continue to be important today as a source of drinking water and recreation. The residents of Kingston now get their drinking water from Cooper Lake, miles upstream in Woodstock. The Catskill Mountains to the west also provide recreation, tourism, untamed open space and many other natural resources which are important to the area's economy and quality of life.

With these many essential and valued resources, it is prudent to protect certain lands and features as protected open space. Protected

open space is any public or private land permanently protected from development, such as forest preserves, dedicated parkland, parkways, nature preserves, and cemeteries. In developed areas such as cities, protected open spaces can include parks, vegetated buffer strips, historic sites, and even setbacks on

private property.

The distribution of protected open space varies widely across the county. Although as much as 30% of Ulster County is made up of protected open space, a majority of this land is located in the western regions concentrated around the Catskill Mountains. The eastern region of the county has significantly less protection, despite a prevalence of wetlands and consolidated aquifers. As the only city in the county, and a hub of activity along the north-south I-90 corridor, the City of Kingston faces much different development pressures and threats than the more rural and agricultural lands which surround it.

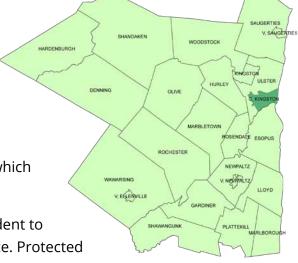


Figure 12. The City of Kingston in Ulster County.

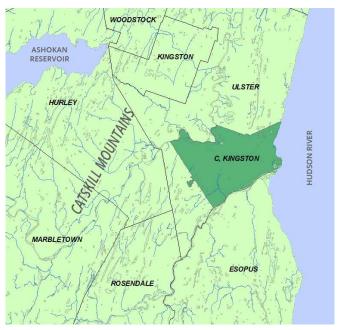


Figure 13. The City of Kingston and surrounding environs.

Natural Resources Inventory (NRI) and Open Space Index (OSI)

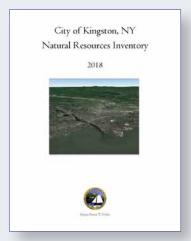
The Natural Resources Inventory was compiled in 2018, and is an established foundation for this open space plan. Through the diligent work and contributions of dozens of dedicated staff, volunteers, commissioners, consultants and generous stakeholder groups, a wide array of data, reports, maps, and topical and spatial information has been assembled into a Natural Resources Inventory (NRI) and an Open Space Index by the city with the Kingston Conservation Advisory Council (CAC) working with consultant John Mickelson of Geospatial & Ecological Services. This work was completed in 2018, and provided an essential foundation for the preparation of this open space plan. It will also continue to serve as an information base for other future planning initiatives and decisions which will help conserve the city's natural resources.

Designed to be user-friendly and compatible with modern geospatial technologies (e.g. Google Earth), Kingston's NRI provides powerful, simple and free spatial tools for easy access by all. A broad array of natural resource, cultural and open space features are included: biophysical resources (geology, soils, and terrain), hydrological resources (water and aquatic habitats), biological resources (vegetation, habitats, flora, and fauna), recreational resources, urban agriculture, historical and cultural resources, scenic resources and climate.

The Open Space Index provides a breakout of some 20 important natural resource and open space variables, summarized using tax parcels as the unit of analysis. The various geographic information system (GIS) layers will greatly enhance current and future map reprints, edits and updates and ensure that future GIS operators would have easy access to the comprehensive and fundamental map library. To augment and expand the utility of these primary aids, the vast majority of layers that went into constructing each map were converted to KML format, for use within Google Earth.

Natural resource and open space categories were organized into groups as a method for presenting and discussing both the open space (cultural) and the natural and biotic elements in the NRI process. The general organization of the NRI is listed in the sidebar to the right.

Natural Resource Inventory



GEOPHYSICAL Geology, Soils, Terrain

LAND COVER AND BIOTIC SYSTEMS
Land Cover, Habitat Studies

<u>URBAN FOREST</u> Resources, Stresses and Threats

HYDROLOGICAL SYSTEMS
Hudson River, Rondout Creek, Esopus
Creek, Riparian Zones, Surface Ponds,
Human Drinking Water Supply, Stresses
and Threats

FLORA AND FAUNA Resources, Stresses and Threats

RECREATIONAL RESOURCES
Resources, Stresses and Threats

<u>URBAN AGRICULTURE</u> Resources, Stresses and Threats

HISTORIC AND CULTURAL Resources, Stresses and Threats

CLIMATE AND POTENTIAL ENVIRONMENTAL CHANGES

It is not surprising that much of the high-value terrestrial biodiversity resources identified in the NRI fall within three "large natural areas" remaining in Kingston. The first falls within the coastal and upland regions adjacent to the Hudson River shoreline. The second region contains the floodplain forests, riparian zones, marshes and adjacent grasslands along the Esopus Creek. Thirdly, are the large forested areas within the southwestern corner of Kingston, within the Twaalfskill Basin. From the aquatic perspective, the Hudson River and the Rondout Creek contain much of the rare, endangered and special concern species. Fisheries here are also very regionally significant both from an ecological as well as a recreational perspective.

At a more detailed level, the NRI identifies a comprehensive array of important natural resources, some of which are illustrated below in maps for reference. The interested reader is encouraged to view the full report—which can be found at www.kingston-ny.gov/nri—and the associated digital maps for a more complete picture of these important local natural systems. The data from this comprehensive NRI/Open Space Index was used to help establish priority areas for conservation identified later in this plan. See page 22 - Scoring the Resources.



Figure 14. FOREST COVER - NRI map indicating the current geographic extents of the urban forest canopy within the City of Kingston. This measurement included area with 40% or more of tree canopy coverage.

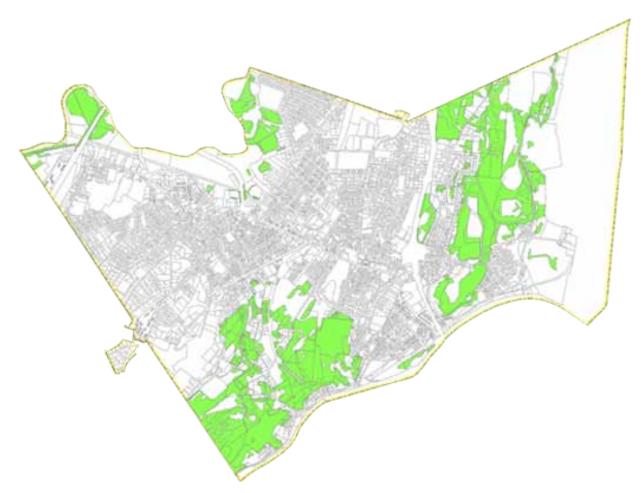


Figure 15. BIOLOGICALLY IMPORTANT TERRESTRIAL AREAS - NRI map indicating the current geographic extents of known terrestrial (non-aquatic) biological habitats. Maintaining contiguous (non-fragmented) natural habitat areas is important for the breeding and survival of local animal life. For the purposes of mapping analysis, aquatic habitats were identified separately.

The overarching results of the NRI analysis found that a large majority of the high-value terrestrial biodiversity within the city was generally found in three large clusters around the urban center: the coastal and upland regions to the east along the Hudson River; the coastal and upland regions along the Rondout Creek to the south; and the floodplain forests, riparian zones, marshes and grasslands along the Esopus Creek to the north. Overall, the Hudson River and the Rondout Creek together were responsible for much of the rare, endangered or special concern species which were identified.

The NRI noted that these findings aligned very closely with those of previous habitat studies conducted by the New York State Department of Environmental Conservation (NYSDEC) and Hudsonia, Ltd., a not-for-profit institute for environmental research and education.

Using the findings of this NRI, an Open Space Index (OSI) was developed. The OSI database gives the city the ability to identify—by individual tax parcel—the presence and size of select natural resources. This is an important tool which can be utilized to identify the potential impact to important

conservation features at the earliest stages of development review, giving land-use and design review boards (including but not limited to the Kingston Planning Board, Landmark Commission, Heritage Kingston Committee), as well as applicants, knowledge of sensitive features on-site. It is the hope of the city that this tool will be used to locate sensitive conservation features on a site or nearby before detailed engineering plans are developed, reducing design costs to applicants and protecting natural features.



Figure 16. RIPARIAN BUFFER AREAS - NRI map indicating the current geographic extents of riparian areas alongside streams, creeks and other watercourses. Natural riparian areas help to catch and filter out pollutants and trash from stormwater before they get back into the water, helping to preserve local water quality.

Next Step - Developing The Open Space Plan. The detailed geographic data compiled from the NRI was then carried forward to be used in the development of this open space plan. By combining the findings of all of the different resource layers developed in the NRI, it is possible to assign them relative value scores, and then visualize how these scores add together when all of the resource maps are overlayed on top of each other. Using this method, it is possible to develop resource "heat maps" which show the highest-scoring areas which would be priorities for future conservation, as illustrated on the next page. This mapping analysis method provides us with a sound and data-driven guide to making future land conservation decisions.

The Mapping Analysis

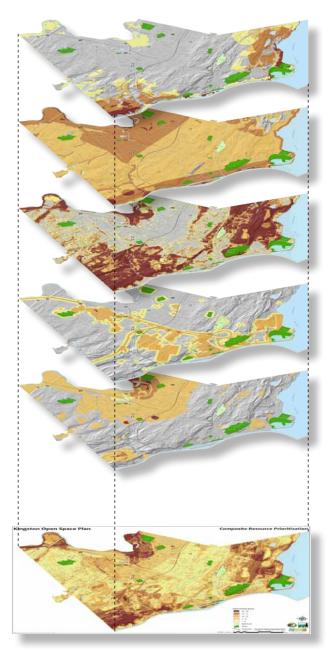


Figure 17. IDENTIFYING PRIORITY AREAS - Each of the individual natural resource categories scored and mapped, showing higher-value (higher-scoring) resources as increasingly darker areas on the map. All of the different resource map scores are then overlayed together into a composite map of all natural resources in the city. This composite map illustrates the areas where there is an overlap of multiple high-value resources, which is used to identify priority areas for conservation.

Scoring the Resources. In the winter of 2018-2019 the Kingston Conservation Advisory Council reviewed the data compiled during the NRI and worked to develop and refine a scoring system which could be applied to the mapping. Since some resources are considered to be of higher value than others, it was important to develop a relative scale within each category. For example, among the various water resources found in the city, NYSDEC regulated wetland and vernal pools areas were assigned three points, while other wetlands were assigned two points. Likewise, higherclassification streams were assigned more points than lower class streams, and buffer areas immediately adjacent to resources were generally assigned higher values than those further away. This point method allowed for a logical and fine-grained approach to looking at the relative value of prioritization. The complete listing of all assigned point values for each type of resource can be found in the Appendix.

Using Geographic information System (GIS) software, the values of each category were then scored within that category to provide the relative scale of priority for each subject. The categories were:

Water Resources (wetlands, hydric soils, riparian buffers, surface waters, streams, soil permeability, unconfined aquifers, flood plains and vernal pools)

Ecological Resources (terrestrial habitat, aquatic habitat, terrestrial corridors, tree canopy, sub aquatic vegetation, steep slopes)

Cultural & Recreation Resources (historic and cultural sites, existing parks, existing and planned trails)

Agricultural Resources (active farmland, community gardens, farmland soils, agricultural land within 200 feet of waterways, agricultural buffers)

Climate Resiliency (areas of climate resilient landscape and features, based on results from The Nature Conservancy analysis and Scenic Hudson SLAMM tidal wetland data, projected sea level rises).

The results of this GIS analysis provided maps illustrating the high and low scoring areas within each category. It is important to note that each category is initially scored only against itself first—to identify the highest scoring resources within that category—before the results of all categories are combined together. This is done specifically to avoid the pitfalls of trying to compare the importance of a particular wetland up against the merits of a specific historic site, an apples-to-oranges comparison. The resulting heat map for each category then gives us a visual illustration of the most important areas within each category, as shown in the individual maps on the following pages.

The Composite Map

The results of these individual category maps are then later compiled together into a composite map which overlays all of the categories together. The composite map, shown below and on page 29, illustrates the areas in the city where there is an overlap of multiple high-value resources from multiple categories, shown in increasingly darker shades of orange and brown.

As can be seen in the map, there are notable concentrations of overlapping priority resources found

in three areas of the city:
the eastern shore along
the Hudson River and
associated upland areas;
the southern corner along
the Rondout and associated
upland areas; and along the
northwestern border along
the Esopus Creek corridor.
The results of this composite
map were utilized to identify
the high priority areas for
conservation within the city.

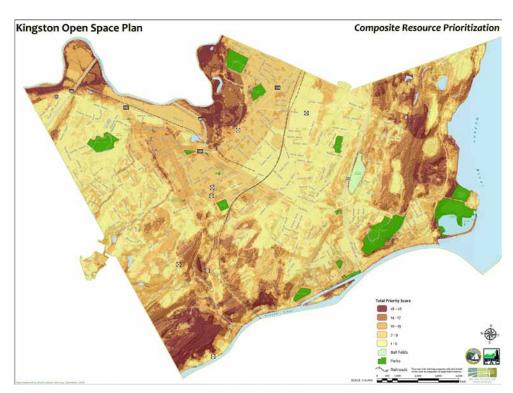


Figure 18. COMBINED COMPOSITE MAP - See page 29 for larger detail view.

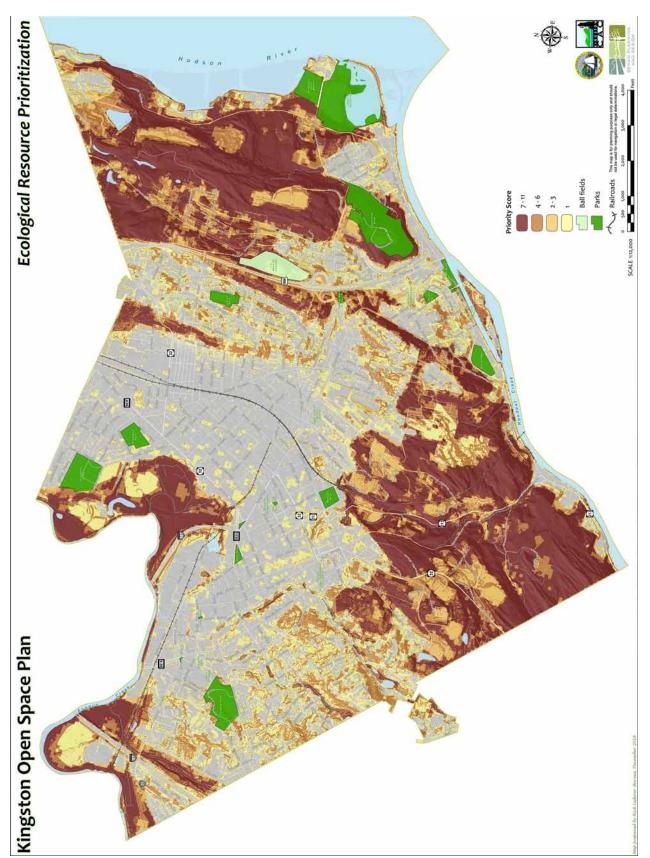


Figure 19. ECOLOGICAL RESOURCES ANALYSIS MAP - This map depicts the results of the ecological resource scoring analysis. Geographic areas which scored relatively lower are shown as lighter yellow areas, while higher scoring areas are shown in increasingly darker shades of orange to brown. Existing parkland is indicated in green.

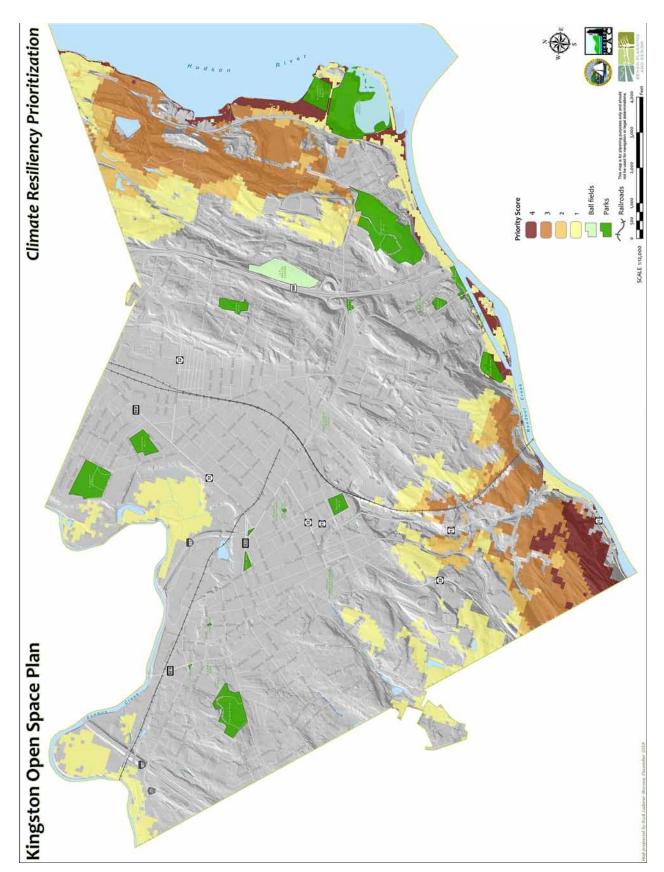


Figure 20. CLIMATE RESILIENCY ANALYSIS MAP - This map depicts the results of the resource scoring analysis to identify areas which are vulnerable to climate change. Geographic areas which scored relatively lower are shown as lighter yellow areas, while higher scoring areas are shown in increasingly darker shades of orange to brown.

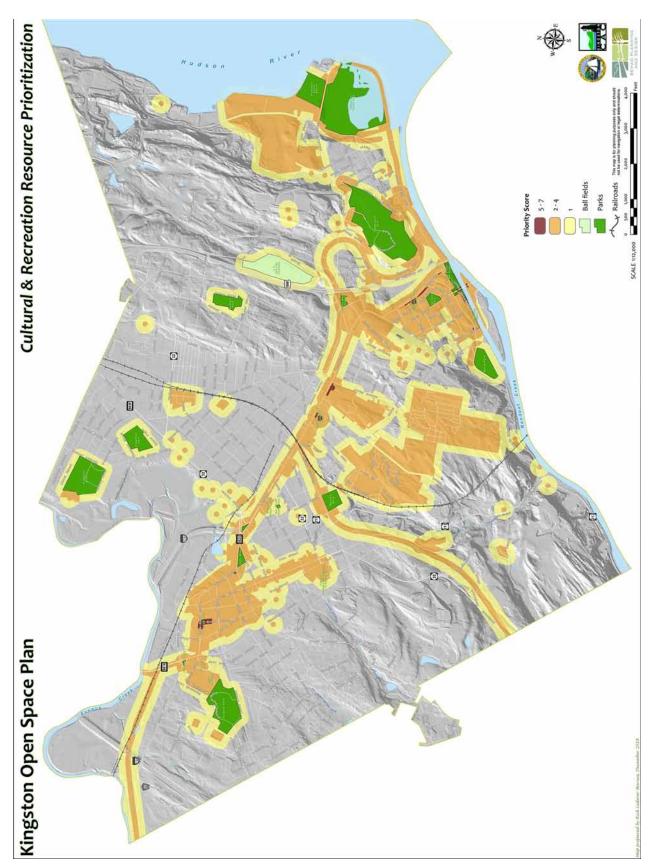


Figure 21. CULTURAL RESOURCES ANALYSIS MAP - This map depicts the results of the cultural resource scoring analysis. Geographic areas which scored relatively lower are shown as lighter yellow areas, while higher scoring areas are shown in increasingly darker shades of orange to brown. Existing parkland is indicated in green.

RESOURCE SCORING

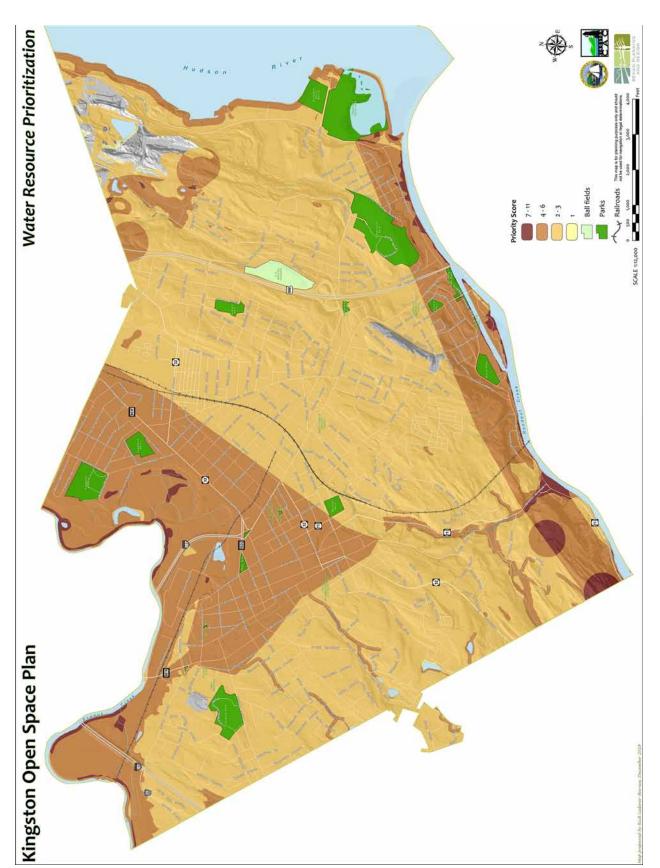
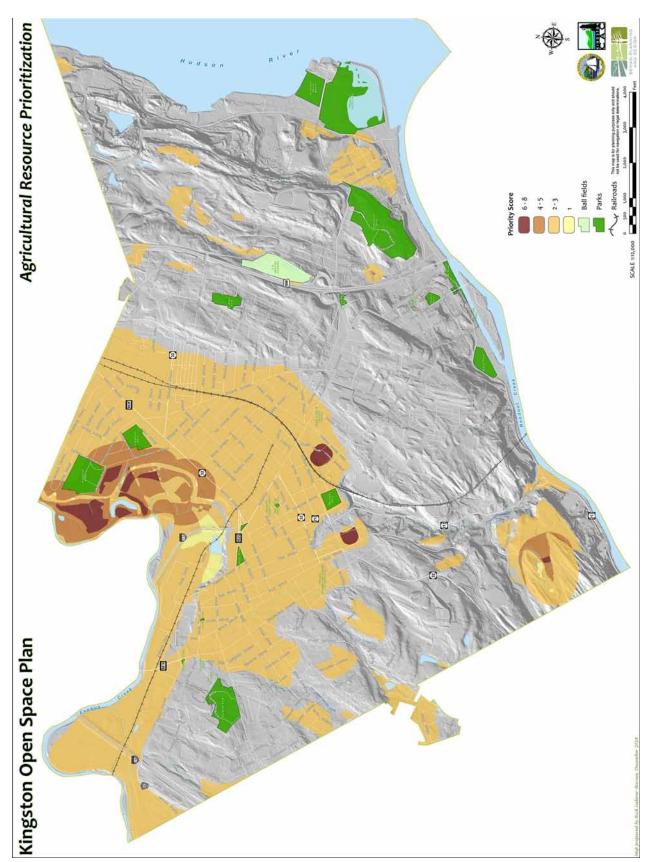


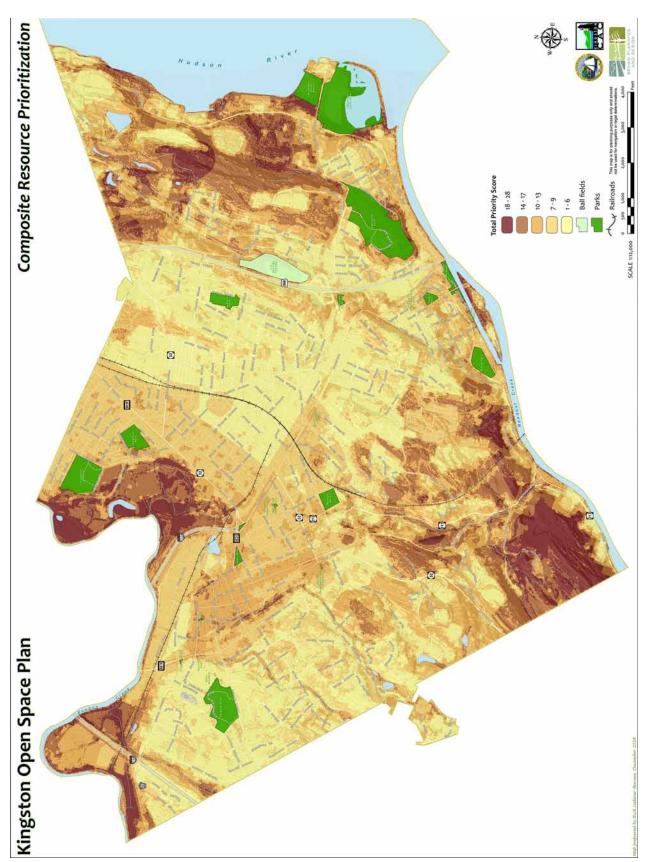
Figure 22. WATER RESOURCES ANALYSIS MAP - This map depicts the results of the water resource scoring analysis. Geographic areas which scored relatively lower are shown as lighter yellow areas, while higher scoring areas are shown in increasingly darker shades of orange to brown. Existing parkland is indicated in green.

RESOURCE SCORING



scored relatively lower are shown as lighter yellow areas, while higher scoring areas are shown in increasingly darker shades of orange to brown. Existing Figure 23. AGRICULTURAL RESOURCES ANALYSIS MAP - This map depicts the results of the agricultural resource scoring analysis. Geographic areas which parkland is indicated in green.

RESOURCE SCORING



are shown as lighter yellow areas, while higher scoring areas are shown in increasingly darker shades of orange to brown. Concentrations of high-priority areas are found in the northeast, southwest and north-central sections of the city. Existing parkland, which is already protected, is indicated in green. Figure 24. COMPOSITE ANALYSIS MAP - This map depicts the results of the combined resource scoring analysis. Geographic areas which scored relatively lower

CHAPTER 3EXISTING POLICY & LAWS

very municipality is guided by official policies and laws which dictate the future direction for the people. In terms of land use and future growth, these most often take the form of comprehensive plans and zoning ordinances. Together, these documents define —and sometimes dictate—exactly how future growth can be allowed to occur. However, they are often out of date and may not always align with the goals and recommendations of a newly developed open space plan. This section looks at existing policies, plans and laws which relate to the City of Kingston to identify areas where they support the findings of this plan, or areas where they may be in conflict and should be updated.

Comprehensive Plan - Kingston 2025

The City of Kingston's comprehensive plan—*Kingston 2025*—included open space conservation as a key program element. Some of the planning principles outlined in the comprehensive plan which most relate to open space conservation include:

- It is preferable to focus future development on lands in existing developed areas (in-fill), and in obsolete heavy commercial and industrial areas (brownfields) than on virgin undeveloped land (greenfields);
- Recreational offerings must be diverse and robust including both public and private and indoor and outdoor options;
- Land use planning must not only consider existing physically and environmentally constrained land, but also land that may be constrained in the future due to rising sea level and global climate change;
- Conservation of open space and sensitive habitat is as crucial as development of those areas that are well suited to use of land;
- Sustainable approaches to stormwater management (green infrastructure like green roofs, rain gardens, porous pavement and landscaped swales) are preferable as being more efficient and less prone to failure.

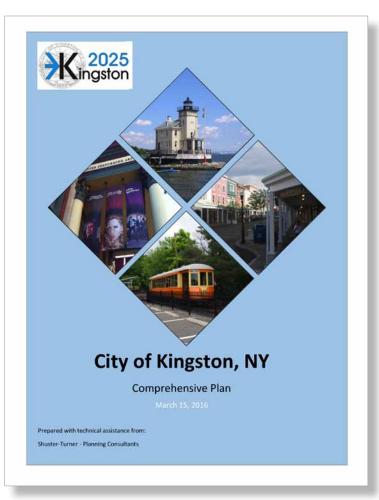


Figure 25. City of Kingston Comprehensive Plan

Many of the goals expressed in the comprehensive plan are also supportive of open space conservation, including the following objectives, which should be directly incorporated into this open space plan:

Objective 1.2: Promote sustainable practices and green technologies be incorporated in any proposed redevelopment consistent with Climate Smart Communities Certification Program.

Objective 1.3: Promote urban agriculture as a sustainable practice as a part of local and regional food systems change, with a focus on Midtown.

Objective 2.5: Promote social interaction through the provision of neighborhood gardens, community gardens, parks and other open spaces.

Objective 3.1: Promote open space preservation throughout the city, but especially in outlying areas.

Objective 3.2: Identify and protect scenic views as seen from roadsides, parks, waterfronts, and other areas frequented by the public.

Objective 3.2.1: Support the City's Tree Commission's efforts to ensure the sustainable management of the city's trees.

Objective 3.3: Promote protection and conservation of environmentally constrained lands and important natural resources.

Objective 9.6.4: Provide a trail along the Esopus Creek.

Objective 10.1.2: Evaluate the use of natural buffers and green shoreline infrastructure to reduce flood risk and erosion and conserve natural resource functions.

Objective 10.2.2: Promote appropriate private redevelopment of Island Dock, as governed by sound planning for sea level rise, along with construction of a new passive/interpretive park at its eastern tip.

Objective 10.2.3: Provide continuous public access to the Hudson River Waterfront from Block Park to Kingston Point and on to the Town of Ulster via the future Hudson Landing Promenade.

Objective 11.2.1: Promote a waterfront trail along the Hudson River.

The Ulster County Open Space Plan

By identifying county-wide resource patterns, Ulster County's plan helps to establish a framework for coordinating open space conservation and management efforts. Kingston's Open Space Plan is well-aligned with Ulster County's plan.

The core elements are illustrated in the graphic from the county plan which include:

- 1. Protected Open Space
- 2. Water Resources
- 3. Working Landscapes
- 4. Landforms and Natural Resources
- Recreation Resources
- 6. Cultural and Historic Resources
- 7. Ecological Communities

The county's plan recognizes the importance of water-related resources including the major river



Figure 26. Ulster County Open Space Plan - Resources Map

systems in the City of Kingston along with stream corridors and water supply areas such as local reservoirs and groundwater aquifers. In developed communities like Kingston, the county's plan highlights the importance of protecting marginal spaces or landscaping and tree cover as part of the built landscape. Of note, the county's plan and the county and local achievements were prominently featured in National Geographic's magazine December 2016 issue entitled "Dreaming Green".

Kingston Zoning Code

Zoning codes and subdivision regulations directly dictate the city's land use patterns and have great influence over development intensity. Zoning can also influence the city fiscally, dictating the amount of land set aside for residential, commercial or industrial development. This eventually impacts how the city looks and feels, and what areas are more likely to be developed. Looking at the zoning in comparison to the location of known natural resources can often inform us of what natural resource areas may be threatened, or areas where there may be a conflict between the city's conservation goals and the current land use regulations.

The current zoning for the City of Kingston is divided up among various residential and commercial/industrial districts which generally follow the topographic contours of the local geography. The relatively flat, upland areas of the city on either side of the Broadway corridor

Studies estimate that for every dollar of tax revenue collected, residential development requires \$1.16 in services (such as schools, roads, water and sewer) while open space and farmland only requires \$0.36.

Source: American Farmland Trust. 2000. Cost of Community Services Studies Fact Sheet. http://www.farmlandinfo.org

are generally reserved for the higher intensity commercial uses and single or two-family residential neighborhoods. This is also where you find many of the higherintensity manufacturing and multifamily residential developments. Conversely, the hilly terrain found on the outskirts of the city along the southwest and northeast quadrants are generally reserved for the lowest-intensity uses such as the RR and RRR residential districts. In general, this land use pattern works well with the goal of preserving sensitive natural areas, since the hillier outlying areas

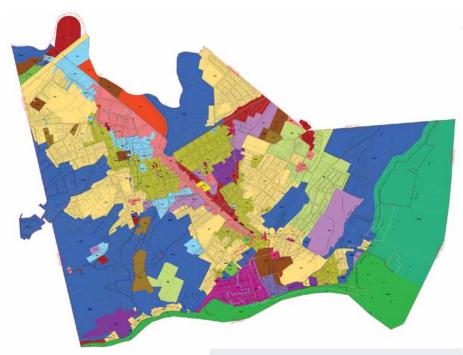


Figure 27. Kingston Zoning Map

which contain a majority of the sensitive natural resources in the city are where the lowest intensity uses are allowed. However, there are some exceptions, discussed below.

Minimum Lot Size of Residential Districts. While the current zoning allows for a relative scale of different residential lot sizes, the lowest density residential zones in the city still permit lot sizes as small as 7,500 s.f. and 12,500 s.f. in the RR and RRR zones respectively—which is less than a third of an acre per home. In many communities, the density of three or four units per acre would be considered urban, and are not conducive to the goal of preserving natural areas or open space. The hilly, natural terrain of the RR and RRR district areas is more in keeping with a larger lot development pattern, or the use of small lot sizes in combination with conservation/cluster development. While it is noted that cluster developments are currently permitted in the RRR district, such small allowable lot sizes makes it uncertain if it would ever be of any use. The minimum lot size in these districts should be increased to one or two acres, with a provision allowing smaller sizes with an effective cluster/conservation design.

Kingston Zoning Districts

RESIDENTIAL:

- RRR: One Family Residence
- RR: One Family Residence
- R1: One Family Residence
- R2: Two Family Residence
- R3: Three Family Residence
- R4: Two Story Residence
- R5: Three Story Residence
 - R6: Multiple Residence

BUSINESS:

- C1: Shopping Center
 - C2: Central Commercial
- C3: General Commercial
 - NB: Convenience Business
- O1: Limited Office
- O2: Limited Office
- O3: Limited Office
- Rondout District

INDUSTRIAL:

- M1: Light Manufacturing
- M2: General Manufacturing

RRR/RR District Allowed Uses. 'General Hospitals and nursing or convalescent homes' are listed as a permitted use in the RR and RRR district. Hospitals do not seem appropriate for the outlying upland areas of the city. It should be clarified that nursing or convalescent homes may be permitted, perhaps by special permit only, but that a standalone hospital is not intended to be included in these areas.

Southwest - "Rondout Uplands." The southwest quadrant of the city—referred to here as the Rondout Uplands—contains a significant portion of the priority natural resource areas, and should be prioritized for conservation. While most of this area is currently zoned RRR (Single family homes, minimum lot size 12,500 s.f.) there are some notable exceptions. Included in this area are two significant districts: General Manufacturing (M2) and Two Story Residence (R4). The R4 district allowed uses includes multifamily development and townhouses, and has already been largely developed with the Orchard Hill Apartments complex. The M2 district is intended to provide space for uses which involve "a heavy dependence on trucks and potentially noisy or otherwise objectionable industrial activity", and includes general manufacturing. This area has not yet been developed. Both of these district areas should be considered for rezoning, considering their high conservation value, or if reasonable protective conditions on additional development should be implemented.

Northeast - "Hudson Uplands and Coastal Area." The northeast quadrant of the city—referred to here as the Hudson Uplands—also contains a significant portion of the priority natural resource areas identified in the inventory and should be prioritized for conservation. While most of this area is currently zoned RRR, there is a large area zoned as Light Manufacturing (M1) which has only been partially developed to date. This district area should be reviewed to determine if rezoning would be appropriate, considering its high conservation value, or if reasonable protective conditions on any additional development can be implemented.

North Central - "Esopus Valley." The northern quadrant of the city—referred to here as the Esopus Valley—contains the third significant natural resource area and should be prioritized for conservation. A large section of this valley along the bend in the creek is currently zoned as RRR, however there are areas to the west which are zoned for varying levels of commercial and high-intensity residential which could negatively impact the scenic creek corridor. To help protect against this, a provision in the zoning for these districts or an overlay should be considered which limits encroachment along the water and provides greenspace for a walking trail or promenade. The O&W Rail Trail, which is part of the Kingston Greenline, passes through this area and connects to the regional trail network. A connection here to a local waterfront trail would create a wonderful attraction. The existing development incentives for the RF Rondout Creek District (§ 405-31) and accompanying design standards for a pedestrian esplanade are an excellent model for this, and could be considered along the Esopus provided that the accompanying development incentives are removed.

At the northernmost tip of the city, west of Interstate 87, there are significant farm fields which are

currently being utilized as a seed sanctuary and community solar farm. This land is currently zoned as General Commercial (C3). Although it is proximate to other commercial development, these parcels are largely cut-off and difficult to access from the commercial corridor. Adjacent to these parcels, just on the east side of Interstate 87, is another area which is rich with natural resources. This land is currently zoned for Limited Office (O2), however it is vacant, with a small stream bisecting it into the Esopus. Given the suitability of the soil along the creek, the high value of natural resources and the active agricultural use, these undeveloped areas along the south bank of the creek should be considered for a much less intensive zoning, and possibly considered for waterfront park and kayak access.

CHAPTER 4THE OPEN SPACE VISION

Priorities for Protection

The results of the geographic information system analysis of the resource prioritization (scoring) system confirmed the earlier biotic or habitat assessments by Hudsonia Ltd. and the NYSDEC Hudson River Estuary Program: There are three areas of notable terrestrial biodiversity resources that are highlighted in the open space vision map for the city on page 57. The first area falls within the coastal and upland regions adjacent to the Hudson River shoreline. The intact upland forest above the Esopus and along the Twaalfskill basin comprise the second large area of open space priority. The third area lies long the lowlands of the Esopus Creek and contains the floodplain forests, riparian⁽⁶⁾ zones, marshes and adjacent farmland and grasslands along the Esopus Creek. From the aquatic perspective, the Hudson River and the Rondout Creek contain much of the rare, endangered and special concern species. Fisheries here are very regionally significant both from an ecological as well as a recreational perspective.

A series of conservation targets are established to create tangible objectives for advancing the open space vision for the City of Kingston over the next decade. These targets include consideration of the distribution and extent of existing resources and community goals and needs as expressed as part of the public involvement process for the formation of this plan. These targets are approximate and should be refined and updated as more detailed steps are taken to implement the plan and as conservation projects are completed. It is recognized that this plan is prepared at a point in time when several related activities have been underway for a number of years and that the targets are generally intended

VISION STATEMENT

Kingston's open space system is an interconnected network of parks, paths and system connects revitalized and expanded parklands and other community recreation Community gardens and expanded urban as a "Tree City" by the Arbor Day Foundation, recognizing the importance of an urban tree revitalization; yielding benefits to the quality of life and economic vitality for all who live, work, and play in our treasured city.

to comprise future accomplishments, some of which may be currently on the cusp of becoming realized.

The Hudson River, Shoreline and Uplands

A unique set of circumstances has left the city with a waterfront along the Hudson that is much less developed than its bustling past would have projected—and unlike the more urbanized waterfront of the New York City area, just 92 miles downriver, Kingston has an opportunity to maintain restore its riparian¹ edge as a more extensive naturalized shoreline—though the changing climate is creating new challenges along the waterfront due to sea level rise and increasing extreme weather events.

The Hudson itself has undergone a transformation toward improved water quality as a whole over the past half-century thanks to the benefits from the federal Clean Water Act and

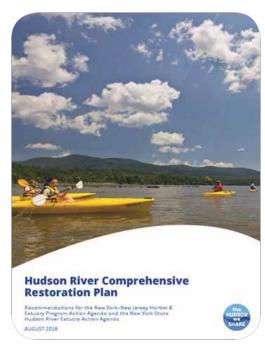


Figure 28. Hudson River Restoration Plan

state and local actions to prevent pollution coming from sewage, stormwater and non-point sources. However pollution prevention is both an ongoing and increasing call to action as the threats to the river's health—and all surface waters in the region in general—requires ongoing vigilance and continued action to reduce the flow of pollutants into the system to ensure long-term ecosystem health and human safety.

On the Hudson River shoreline, Kingston is facing a tremendous opportunity and a tremendous challenge—to restore a more naturalized system from a landscape that has been compromised by many years of industrial use. While there are important and globally rare habitats of freshwater tidal marshes and intertidal shore areas, the compromised landscape includes filled wetlands, marshes, and floodplains, hard-engineered shoreline and filled off-shore areas along with stormwater runoff and combined sewer overflows. Invasive plant species such as water chestnut (*Trapa natans*) have infiltrated native habitat and adding to water quality concerns.

Fortunately, there is a growing body of guidance available on ways to restore the river and its habitat including the recent publication "Hudson River Comprehensive Restoration Plan" (Partners Restoring the Hudson. 2018. Hudson River Comprehensive Restoration Plan: Recommendations for the New York–New Jersey Harbor & Estuary Program Action Agenda and the New York State Hudson River Estuary Action Agenda. New York, NY. The Nature Conservancy.)

The parts of the system being explicitly considered for protection, restoration or re-imagining in the Hudson River restoration plan are called ecosystem characteristics, and restoration objectives

are called targets. Together, these form Target Ecosystem Characteristics (TECs). As stated in the restoration plan "an ecosystem characteristic is an attribute of the estuary which is considered to have significant ecological or societal value. To develop a TEC, it is necessary to first describe what the attribute is, what ecological or social function it serves in the system, and establish a justification for management activity." The restoration plan identifies "habitats and biological communities" with the following characteristics directly affiliated with natural resource attributes:

- Shallow Water and Intertidal Habitats
- Hudson River Shorelines and Riparian Areas
- Tributary Connectivity and Barriers
- Resilient Plant and Animal Communities
- Fisheries

The plan further identifies certain "drivers of conditions" that are considered critical elements that strongly influence natural resource attributes:

- Sediment
- Contaminants
- · Storm and Wastewater

Finally, the restoration plan addresses "people and shoreline communities" around certain key elements that support and inform human interactions with the estuary:

- Public Access
- Navigation Safety and Natural Resource Interactions
- Estuary Education
- Resilient Waterfronts and Community Shorelines

Some of the major concerns identified for the area of the river that includes Kingston include coastal flooding, invasive species management and brownfield remediation. Specific open space opportunities and ideas identified include:

- Restore/naturalize the Hudson's shoreline habitat to the maximum extent practicable.
- Complete the riverfront trail (Empire State Trail) and secure additional public access to the river.
- Recognize the Kingston-Poughkeepsie Deepwater Habitat (NYS designation as a Significant Coastal Fish and Wildlife Habitats under the Coastal Management Program) for habitat protection, fishing, deep-water excursion vessels. The Kingston-Poughkeepsie Deepwater is a critical habitat for most estuarine-dependent fisheries originating from the Hudson River. (5)
- Conservation/preservation of the larger section of upland habitat area.

- Expand opportunities for water views and scenic overlooks.
- Protect the habitat and water quality of Kingston Point Beach.
- Provide shoreline habitat enhancements.

Conservation Targets. Look to permanently protect approximately 500 acres of land in the "Hudson Uplands" area. This conservation target is based on securing permanent protection on a portion of the vacant/underutilized uplands area currently in private ownership that are to be dedicated to open space through the development process. This figure also recognizes the potential that a major conservation partner (Scenic Hudson) may be purchasing the lands of the Kingston Landing/AVR project.

Along the Hudson Riverfront, a target of approximately 5,000 additional linear feet public access is recommended. This figure represents a goal of securing public easements/ownership and installing improvements as/if needed on about 2/3rds of the shoreline area that is currently in private ownership along the Hudson.

The Rondout Creek Corridor, Shoreline and Uplands

From its confluence with the Hudson River up to the falls in Eddyville (about 3.6 miles upstream), the Rondout Creek is a tidal estuary and an important spawning area for migratory fish and an overwintering area for bass. The rich history of the Rondout corridor is still evident in many ways along the waterfront. Today the Rondout Creek corridor continues to transition to a more complete tourism and recreational corridor with several

IMPORTANT HABITATS

As highlighted in the Kingston Natural
Resource Inventory. "These aquatic systems
also contain and influence a great deal of
the important habitats and rare biodiversity
resources that remain within the city limits.
Important deep open- water, tidal and
inter-tidal mudflats, shoreline habitats and
submerged aquatic vegetation communities
are home to some of the most significant and
rare species in Kingston."



Photo of the rare plant Delmarva Beggar-ticks (Bidens bidentoides) (Image by Timothy G. Howard from New York Natural Heritage Program. 2017. Online Conservation Guide for Bidens bidentoides. Available from: http://acris.nynhp.org/guide.php?id=8750. Accessed October 29th, 2018.)

popular marinas, restaurants, historic sites and other attractions and featuring a popular waterfront promenade. The Rondout offers tremendous continued opportunity for the city. Specific open space opportunities and ideas identified include:

- Develop a greenline trail system for the entire creek corridor: a more formal promenade in the lower reaches, with a more informal shared-use path in the upper reaches.
- Develop a blueway trail on the creek with access for paddlers and rowers.
- Collaborate with the owner of the Island Dock property as a combination open space park and low impact development site—consider making site for a "paddler's paradise".
- Protect upland undeveloped vacant lands and open spaces as parks and preserves, using low impact conservation-based design, taking advantage of southern aspect/solar orientation and views.
- Limit fragmentation of woodlands—develop management plans and "Friends-of" groups for protected open spaces.



Figure 29. Boats on the Rondout.

- Preserve and restore naturalized shoreline for stream corridors leading to the Rondout and recognize, protect and restore the habitat resources that led to the designation by NYS of the Rondout Creek as a Significant Coastal Fish and Wildlife Habitats under the Coastal Management Program.
- Improve trash can / trash pickup along the waterfront.
- Make upgrades to the existing dock access and additional marina space.

Conservation Targets. In the forested areas above the creek, the "Rondout Uplands" the target of approximately 60 additional acres would be permanently protected. The Natural Resources Inventory recognized large area of intact forest in the city yet, very little of the uplands above the Rondout are protected with conservation easements or similar designation. The 60-acre target is a fairly ambitious goal which would protect about half of the intact forest in the Rondout Uplands.

Along the Rondout shoreline, establishing a target of approximately 5,000 additional linear feet of public accessible shoreline is recommended. In terms of opportunity, there is a total of about 15,000

linear feet (+/- 3 miles) of shoreline in total along the Rondout in the city plus an additional 5,000+ feet along the shore of Island Dock. The public access could be visual/pedestrian access such as an improved promenade and/or include physical access such as kayak launches/landing areas, as well as more naturalized areas. It is noted that not all of the shoreline needs to be hardened with bulkheads and that more naturalized shoreline treatment should be encouraged where appropriate and feasible in areas outside of docking areas or areas planned for bulkheads or similar treatments. (See for example the Hudson River Estuary Program on sustainable shorelines www.hrnerr.org/hudson-river-sustainable-shorelines.

The Esopus Creek Corridor and Lowlands

This relatively intact open space corridor comprises a broad, flat basin containing rich alluvial soils that supports an abundance of agricultural and farming operations. Specific open space opportunities and ideas identified were:

- Create walking paths along the water, with trail/open space connections to Ulster County Linear Park rail trail. The O&W Rail Trail, which runs from Washington Avenue to the town line and Hurley beyond, is an excellent start to continue building off of.
- Create appropriate sites for kayak and canoe launches along the south side of the creek.
- Recognize and support the Hudson Valley Farm Hub's mission and the Native American Seed Sanctuary project and build upon this unique and compelling project. http://hvfarmhub.org/about/seed-sanctuary/
- Recognize the existing farmland, floodplain and wetlands along the creek that provide good opportunities for long-term conservation as preserved land.
- Improve shoreline management and the removal of debris, management of the tree canopy.

Conservation Targets. Working toward a 10-year goal for permanently protecting 50 additional acres of land including active farmland and natural areas is recommended. This 50-acre target represents a majority of land in agricultural use in the city. Given it is such a rare occurrence and agriculture is such an important part of the city's history, the target was set to protect most of the remaining land in agriculture. Woodlands, wetlands and other natural buffers to farmland could be included in this acreage target. (Note: this target does not include urban gardens; a separate category.)



Figure 30. One of the many stream corridors in Kingston.

Other Stream Corridors

The city's upland watershed and tributary streams including Main Street Brook, Tannery Brook and the Twaalfskill systems are important resources in themselves and for their impact on the water quality and health of the receiving waters. The Tidal Rondout Creek Watershed Management Plan (Milone and MacBroom, 2015) has a goal that is applicable city-wide: "Restore tributary streams and subwatersheds to improve water quality". By reducing sediment and pollutant loading in the city's watersheds, the overall goal of improving water quality and long-term health of the receiving waters can be achieved.

In addition to treatment of stormwater before it enters a receiving stream, in the city's watersheds that are more highly developed, it will be important to identify ways to also treat the stormwater that has already entered tributary streams before discharging into the Hudson, Rondout or Esopus. As noted in the Rondout watershed plan, this method entails the capture of a portion of the silt and sediment load before it reaches these water bodies through the use of water quality and sediment basins at key locations along the tributary streams within the subwatersheds. This subwatershed-scale approach requires the strategic siting of facilities such as bypass channels and large basins to handle stormwater runoff from subwatershed drainage areas.

A very informative and inspiring project by Emily Vail assesses the land use history, patterns and processes around the Tannery Brook (www.tracingtannerybrook.com). That Tannery Brook initiative recommends consideration of entire watersheds, including both above and below-ground components and suggests a wide range of tactics to address stormwater management that can be considered for application in other watersheds in Kingston as well.

Conservation Targets. A goal of restoring/improving the natural character of approximately 2,500 linear feet of stream corridor is recommended as a 10-year goal. As a reference for this target, Tannery Brook and its major tributary, Main Street Brook run a total of about 12,700 linear feet through the city. With these corridors as a basis, this target would naturalize about 20% of the length of these corridors into more of their native riparian habitat—to the extent this is practicable. This effort would include stream bed and stream bank restoration, reestablishment of natural cover (plantings) and similar treatments; recognizing that these streams are challenged with the existing urban environmental conditions including high runoff related to the land cover character of the contributing watershed area. The 2,500 foot restoration target represents a beginning of what would be a process of more extensive restoration with a long-term goal to be established in future phases and after more detailed feasibility analysis.

Neighborhood Parks and Open Spaces

Expanding access to open space and recreation facilities was a common theme heard during the public outreach, particularly within some urban core neighborhoods where there is an abundance of hardscape and relative lack of greenspace. Fortunately, the city has benefitted from the foresight and generosity of earlier generations who developed the park system along with current generations who continue the tradition of adding to the Kingston's park system in response to the evolving community needs. Of note, the importance of offering outdoor recreation and nature experiences to children is increasingly recognized.

This open space plan reflects one of the important guiding principles of the Parks and Recreation Master Plan for the City of Kingston (January 2013) which strongly supported providing recreational opportunities near residential populations—in particular in areas where there was not a nearby open space or park resource available. One of the neighborhoods noted during this open space planning process was the Midtown area, particularly north of Broadway. It is recommended that this need can be addressed in a number of ways, including expanding the city's existing greenway trail and linear park system, and adding small pocket park opportunities along the trail. It is



Figure 31. The Kingston Parks & Recreation Master Plan

also recommended that the city secure and improve a new open space and recreation site within the midtown neighborhood. Ideally, this new site or sites could provide active recreation (e.g., field play/indoor recreation) combined with passive recreation (e.g., walking paths, landscaped parklands, community gardens) in a location convenient to the surrounding neighborhood.



Figure 32. Kingston's history can be understood in many ways by looking through the lens of the park system—from Academy Green Peter Stuyvesant negotiated a peace treaty with the Esopus Indians on July 15, 1660 to the parks created during and after the city's industrial heyday to the newest additions including the Midtown Linear Park being developed along the former Ulster & Delaware Railroad corridor. Fortunately, Kingston's park history has been well documented including Kingston's Magnificent City Parks, 1992, by Ron Woods (Author), William Dederick (Illustrator), and the brochure on the city's park and recreation department's website offers a quick and interesting snapshot of the park history and an overview of available facilities and programs.

Conservation Targets. Creating one new neighborhood park in the midtown of the city is recommended to address the dire need for this area that has been described as a "park desert." Recognizing the city has an extensive park system, this target of establishing a new neighborhood park in the Midtown Kingston area was drawn from the Natural Resources Inventory which highlighted the lack of park resources in this densely populated area of the city and this need was reiterated during the public involvement activities conducted as part of the open space planning process. Designed primarily for informal recreation often with paths, benches and attractive landscape architectural elements, neighborhood parks often have playgrounds and ideally are large enough (1+acres) to provide open lawn areas that enable varied use and free play. This city's Parks and Recreation Master Plan recommended a new park of half-acre (minimally) to an acre, but preferably between two-and three-and-a-half acres in size.

In the short-term, a smaller "pocket park" of one-quarter acre or more may be more feasible to establish, with the larger neighborhood-scaled site would be further explored as part of a community visioning session to determine the park type, size, character and facilities and a feasibility study to evaluate potential sites and select a preferred site.

Urban Agriculture

With leadership from local agencies like the YMCA, urban agriculture is recognized in Kingston as an important aspect of city life—for adults as well as for young people. The Kingston YMCA's Farm Project works with preschoolers through high-schoolers bringing young people to the farm in Midtown to work and learn about nature, agriculture and where their food comes from. Participants 14-18 years old can also help run the farm stands and earn an hourly wage. (Kingston Land Trust's South Pine Street Farm is an earlier urban agriculture demonstration project and originated the "Dig Kid Project" later incorporated into the student farming program operating at the YMCA Farm.)

The city's comprehensive plan notes the opportunity to potentially acquire through purchase, blighted properties and vacant lots in order to provide new public spaces either solely or as part of a larger public/private redevelopment project. These public spaces could be used for traditional pocket parks or urban agriculture and community gardens as appropriate. More than 800 acres of land in Kingston are classified as vacant, including 38 acres owned by the City of Kingston. While every effort should be made to promote investment in blighted properties, those properties that are beyond saving and that tend to be located in the most at-need areas of the City should be considered for incorporation into the network of community gardens. The Kingston Land Bank, for example, is well positioned to work in collaboration with other local agencies and non-profits for identification of vacant/underutilized parcels suitable for conservation uses such as community gardens.

Once a predominant land use in the city's history, there remains several larger areas of working farmland in the city. These are located along the Esopus Valley, taking advantage of those fertile floodplain soils. The valley farmlands, though fragmented by development including roads and highways, are part of the core of agricultural resources being actively promoted by a local organization: The Hudson Valley Farm Hub. The Farm Hub is a non-profit education and

demonstration farm founded in 2013 with a mission to foster equity and ecological resilience in the regional food system. Its service area stretches southward from the City of Kingston through the towns of Ulster, Hurley and Marbletown across the vast fertile land known as the "Hurley Flats." This landscape was shaped by the receding glacier 10,000 years ago, leaving a legacy of mineral rich soil—some of the best farmland in New York State. http://hvfarmhub.org/about/history/

A unique and important project taking place in Kingston's open space resources at the Farm Hub is



Figure 33. The Native American Seed Sanctuary at the Hudson Valley Farm Hub.

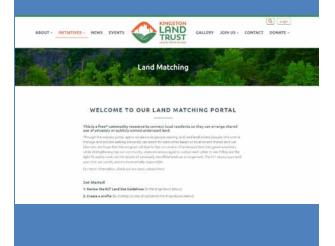
the Native American Seed Sanctuary. In partnership with the Akwesasne Mohawk Tribe of northern New York and the support of Seedshed (https://seedshed.org/) the project is growing Native American varieties of corn and sunflowers for the purpose of seed saving, and, by extension, helping to preserve the rich agricultural and cultural heritage of the Native American people. Once harvested, the seeds and the food they grow are repatriated to their home communities to keep these varieties and their stories alive.

The importance of these types of agricultural activities as part of the community's natural and cultural heritage is recognized. As the history of the growth of the city and region has demonstrated, farmland is the place where development eventually takes over. Protecting the remaining productive farmland in Kingston is a key element of this open space plan. Working with the farmland owners to create a long-term farmland protection strategy will provide a foundation for the continuance of agricultural uses. The strategy would include taking full advantage of all tools available including securing funding support through the New York State Department of Agriculture and Markets Farmland Protection Program and a similar program offered through the United States Department of Agriculture.

Conservation Targets. Creating one new community garden per year over the next ten years is suggested as a reasonable goal to bring the benefits of urban agriculture to a broader base of Kingston residents.

LAND MATCHING

The Kingston Land Trust has launched an online resource that allows residents in and around Kingston to make use of underutilized private and public land. Through the website portal, approved stewards (people seeking land) and landholders (people who own or manage land and are seeking stewards) can search for each other based on location and shared land use interests. Land listings can range from a corner of a residential yard to an entire agricultural field. The land matching portal will help foster beneficial uses, such as gardening, farming, community gatherings, wellness activities, foraging, ecological land management, outdoor classrooms and play spaces.



Kingston's Urban Forest

Kingston is well established as a "Tree City USA" city, a recognition from the Arbor Day Foundation. The city has completed a monumental task of completing a tree inventory characterizing 3,937 street trees and park trees. The report is available on the city's website (www.kingston-ny.gov/trees). Neighborhoods graced with healthy canopies of street trees add tremendously to the aesthetics, livability, and local ecosystem; providing beauty, relief from the 'hardscape' of the city and filtering the air of dust and producing oxygen while absorbing carbon dioxide, a greenhouse gas.

While a tremendously valuable resource, maintaining a healthy street tree and urban forest system is labor intensive and costly. Sometimes poorly planned trees cause damage to sidewalks, curbs, and other expensive infrastructure. Fortunately, there are methods to accommodate street tree planting and healthy growth in a variety of urban conditions.

Street trees and the larger urban forest are recognized as key components of the open space resources in the city and implementation of an enhanced management program will support the many benefits these trees provide while helping minimize the expense of maintaining a healthy urban forest. A top priority for city neighborhoods is continued management of the city's extensive street tree program; adding/replacing trees as needed and pruning and maintaining the existing stock and introducing street trees in areas where there are few to no street trees, deploying the latest methods of landscape architecture and



Figure 34. Kingston Gold: A striking ginko biloba tree in full fall glory gracing a historic Kingston neighborhood.

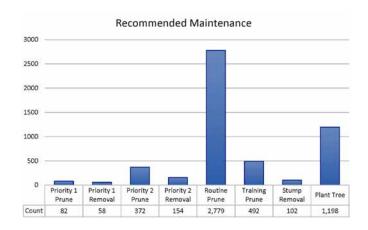


Figure 35. The Kingston tree inventory provides details on the size, species, age, health and life expectancy of over 3,000 street trees in the city. This report identifies specific trees for priority removal and pruning, as well as recommends the planting of over 1,000 new trees to replace lost inventory.



Figure 36. Protecting existing trees appropriately when doing needed construction. Utilization of structural soil for street tree plantings along sidewalks and other paved areas allows installation of hardscape features such as concrete or bluestone walks and granite curbs without damage from healthy tree root growth. Underneath the tree in the image below is a large bed of CU ™Structural Soil extending several feet in either direction around and below the root ball.



urban forestry to create a beautiful, healthy and long-lived canopy of trees for the people to enjoy. Specific open space opportunities and ideas identified for the urban forest include:

- There is wide consensus on the need for more neighborhood parks, playgrounds in the urban residential neighborhoods, particularly in Midtown.
- Thanks to the tree inventory, the city has detailed digital data on every street tree species, diameter, height, age and anticipated lifespan—which can be used to develop and implement a comprehensive street tree planting program that will start to fill in and identify empty spots for planting, trees which will need replacement in upcoming years, and a rotation schedule. This planting effort is perfect for a sponsorship or adopt-a-tree program.
- The city code should be reviewed with an eye toward finding requirements in the city tree ordinance that complicate or undermine the goals of this open space plan.
- Pollinator habitats should be encouraged and promoted throughout the city to help support the regional bee population.

Open Space for Stormwater Management

Urban stormwater management in American cities historically could be considered as an "out of sight, out of mind"-type of approach where streams were channelized and directed into large culverts and street-side catch basins and storm sewers shunted the flow into a combined sewer system that was sent into receiving rivers. Many Hudson River cities like Kingston still are challenged with retrofitting the remnants of those combined sewer systems into a more sustainable approach. As cities continue to improve wastewater treatment systems and separate storm sewers from sanitary sewers, an expanded perspective is emerging.

The expanded perspective first recognizes the importance of maintaining intact natural areas of natural stream corridors, floodplains and upland forests so these resources can perform their respective "ecological services" that help maintain surface water quality. These natural "green infrastructure" systems left undisturbed will keep water resources clean and healthy. However, we live in a world that is continually being more intensively used where undisturbed natural systems are becoming increasingly modified and fragmented by all forms of human use. Maintaining natural areas as green infrastructure is an important strategy to maintain high quality surface waters. For urbanized areas, where development processes have occurred and will continue, the idea of employing natural processes in formalized stormwater management systems is emerging as a proven method of maintaining and even improving stormwater runoff quality. This "green infrastructure" approach to urban

GREEN INFRASTRUCTURE

The green infrastructure concept recognizes the interconnected ecosystem of forests, rivers, farms, parks, wetlands, naturalized stormwater management facilities and other natural and naturalized man-made features that, when fully deployed will help ensure clean air, water and food. These natural systems sustain our environmental health, economy and quality of life. Just as we need to maintain the built infrastructure of our roads, utilities and buildings to sustain the economic activity—our green infrastructure must also be protected and maintained to keep a balanced system to sustain our health and well-being.



Watershed-based stormwater ponds can provide:

- Flood storage capacity
- Water auglity improvement
- Outdoor recreation
- Fish and wildlife habitat

stormwater management is a refreshing alternative to relying increasingly on solely "grey infrastructure" approaches that often contribute to declining quality as stormwater flows through the system.

And so, the resource protection priorities in this open space plan reflect an ecological approach to stormwater management:

- Protect large areas of intact forests and natural areas.
- Recognize the importance of maintaining naturalized stream corridors.
- Improve compromised natural areas and restore/replant with trees, shrubs and grasses/perennials.
- Reduce impervious areas and introduce permeability into parking and similar areas with constructed stormwater management solutions such as raingardens and bioswales.
- Identify key drainage basins to retrofit using green infrastructure techniques for stormwater management.

Looking forward using a green infrastructure approach, it may be possible, for example, to address the need for a new city park in Midtown Kingston by also incorporating other needed stormwater management improvements. In a larger sense, the open space plan can be considered the foundation of the green infrastructure system for the city.

City-wide Trail Systems

Kingston has been working for many years on creating a city-wide network of shared-use paths and trails connecting key areas of the city together. This open space plan recognizes those efforts and incorporates the notion of a city-wide system as an important amenity for the community. This overall system, branded by the Kingston Land Trust and the city as the Kingston Greenline, would also serve as a hub to regional trails including the Empire State Trail which is expected to be completed by 2020.

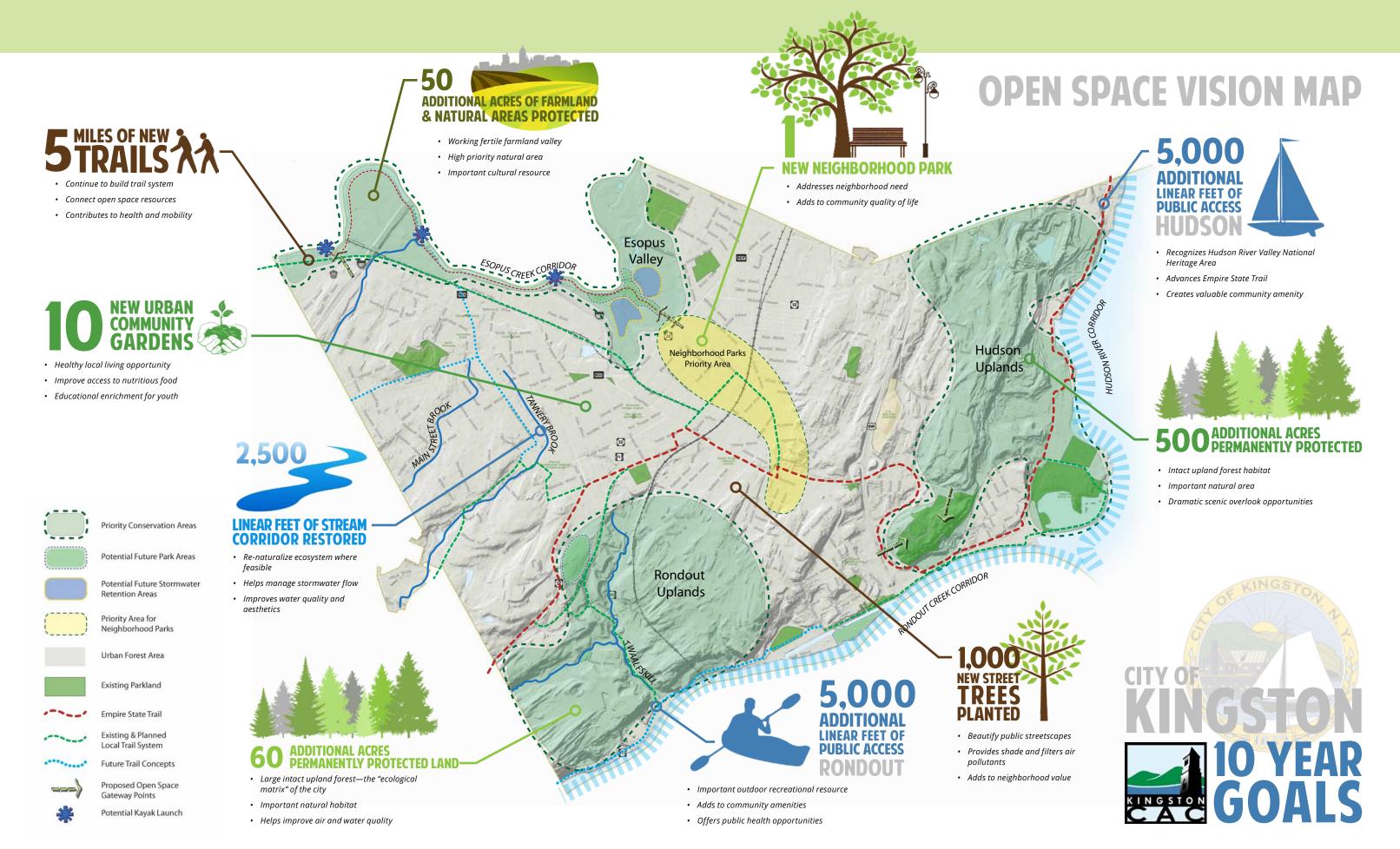
The trail system can serve as a linear park and as a transportation alternative, offering walking, and bicycling opportunities providing both recreation and mobility benefits. A well-designed trail system can become a great amenity to neighborhoods, starting in part as a "complete streets" approach to accommodating non-vehicular paths along existing streets, and later evolving to become dedicated off-



Figure 37. KINGSTON POINT RAIL TRAIL — The Kingston Greenline is an example of an urban railway corridor being converted into a successful multi-use path and cherished community amenity. The city continues to expand this route and connect through the downtown and part of a linear park and loop system. Photo courtesy of the Kingston Land Trust.

road multi-use paths where space and funding permit. "Complete Streets" is a term used to describe ordinary city streets that are designed to encourage people of all ages and abilities, by any mode of transportation to use them. The concept of complete streets is an adopted policy of the city and since 2010 the Complete Streets Advisory Council was established by the Common Council to advise the city on ways Kingston can implement complete streets principles in its planning, design and construction activities.

Conservation Targets. Five miles of new trails of dedicated and shared-use paths. There are many trailway projects being planned, designed and constructed in the city. This five-mile trail target supports the concept of completing the ongoing/planned projects on what would be equivalent to the total approximate distance of an east-west corridor and a north-south corridor of shared-use paths dedicated to use for pedestrians and bicyclists in the city over the next decade. Recognizing some projects planned underway such as the Empire State Trail—would be part of this goal, the segments of on-road bike lanes would not be counted in measuring the target for this category. (Note: some overlap exists between this category and the shoreline public access category.)



MANY NEW YORK STATE COMMUNITIES HAVE ESTABLISHED CONSERVATION FUNDS

In the Hudson Valley Region:

In November 2006, New Paltz town and village voters overwhelmingly approved a \$2 million bond to implement the open space plan. The Towns of Gardiner and Marbletown also approved open space bonds in the amounts of \$1.5 million and \$1 million respectively in 2006.

In November 2005, voters in the Town of Beekman, Dutchess County, NY supported a \$3 million open space bond by a 2.5 to 1 margin.

In 2003, voters in the Town of Red Hook, Dutchess County, NY approved a \$3.5 million open space bond by an approximately 80 percent margin to purchase the development rights from interested farmers. The Town's investment is being leveraged with dollars from a Dutchess County matching grant program, technical assistance from Dutchess Land Conservancy, and follows significant investment by Scenic Hudson, a regional conservation organization. The Town adopted an open space plan in 2000.

In 2000, voters in the Town of Warwick, Orange County, NY approved a \$9 million bond for open space and farmland protection. The local goal is to protect approximately 3,000 acres of the Town's farmland and open space. A study for the Town of Warwick estimated that the continued development otherwise would cost taxpayers an estimated \$4 to \$5 million per year in additional school taxes.

In New York State:

In 2004, voters in the Town of Webster, Monroe County, NY approved a \$5.9 million bond program, and subsequently have secured matching grants from the federal government, New York State, and Monroe County to leverage their local dollars to meet their program budget of close to \$7.9 million. The 2002 fiscal model prepared for the town and school district showed that for every dollar invested in open space conservation, town residents would save an equal dollar in avoided costs associated with growth. Hence, in that community, there was no net cost of investing in open space land acquisitions.

LAND TRUSTS IN KINGSTON

Land trusts are private not-for-profit organizations dedicated to the mission of preserving land. Many land trusts preserve land through the use of a voluntary conservation easement. This is a flexible tool that restricts development of a property. Conservation easements can be donated by landowners for significant tax benefits. In communities with a purchase of development rights program, they can also be sold. Conservation easements are a good way to preserve land while keeping property on the tax rolls.

Each land trust in the region has a specific mission and geographic area of interest. If a landowner is interested in conservation, the best way to obtain more information is to explore the websites and contact a relevant land trust working in the Kingston area:

Kingston Land Trust

www.kingstonlandtrust.org

(845) 877-LAND

Scenic Hudson

www.scenichudson.org

(845) 473-4440

Open Space Institute

www.openspaceinstitute.org

(212) 290-8200

CONSERVATION FINANCING OPTIONS

Open Space Local Appropriations

Local government can appropriate funds (through local budget authority) collected through property taxes to purchase lands or development rights, etc. This type of budget allocation can be a one-time annual appropriation or a multi-year appropriation. Local appropriations are limited to available funds and are weighed against other public costs, often producing limited results for open space conservation.

Municipal Bonds

A local government can issue a bond to finance special projects, such as open space preservation. A municipal bond allows a municipality to raise capital applicable for investment in capital projects and repay the debt (bond principal and interest) over time. Bonds can be retired in 20 years or 30 years, for example. A municipal bond can be placed on a ballot during a local election for voter approval, or it can be subject to permissive referendum. Under permissive referendum, the municipal board may take an action without a vote, however, voters have an opportunity to petition the decision and require a ballot measure. Successful municipal bonding requires extensive public outreach and education, but provides the opportunity to obtain dedicated funds for an open space program.

Recreation Fees

The city already collects a recreation fee (in lieu of parkland) which is used to meet recreational needs in the community. In the future, the amount collected should be evaluated to confirm adequacy toward meeting the recreational needs of the city as it grows.

Private Fundraising

Many communities have successfully raised funds to support conservation efforts through private fund raising events such as dinners, concerts, and festivals. Partnerships with local land trusts and other organizations can be a successful way to raise funds through private sources.

Development Mitigation Fees

Mitigation costs can be developed through a comprehensive Generic Environmental Impact Statement (GEIS) process under a town-wide build-out. This process would help to identify impacts of the full build-out of the town and create measures to mitigate such impacts. Several communities are using the tools developed through such a process to obtain funds for land conservation through the private (development) sector. This works by requiring developers to pay a mitigation fee for development impacts to open space. For example, the Town of Clifton Park (Saratoga County, NY) recently adopted open space incentive zoning, which provides a density bonus incentive to landowners in exchange for open space amenities. For single-family residential increases under the incentive zoning, each bonus dwelling unit requires the preservation of three acres of open space or payment of \$30,000.

Open Space Incentive Zoning

Incentive zoning (or amenity zoning) allows a landowner or developer to work with a municipality to obtain specific incentives in exchange for providing desired community amenities such as open space conservation. Incentives may include modifications to density, allowed uses, setbacks, or other zoning controls. The landowner or developer may provide, in exchange, dedicated open space, trail access, park land, or potentially cash (in lieu of land) to contribute to a purchase of development rights (sale of conservation easement to the city/land trust) program.

Real Estate Transfer Tax

A real estate transfer tax is a one-time fee paid by the buyer of real estate property. It is collected when real estate sells and has typically been set at 1-2% of the amount of the sale that is over the median value of homes in the area. The real estate transfer fee provides an ongoing source for land conservation projects—money that essentially will be paid to willing landowners for land for conservation. This is an interesting option to finance conservation for many communities because it does not raise taxes.

IMPLEMENTATION

A partnership approach is recommended to advance the open space plan. With that approach as a guiding principle the following partnerships can become the foundation for advancing the plan:

Partners

- Landowners—These are very important partners with whom the city will collaborate to advance the conservation vision expressed in this plan. Organized efforts to reach out to landowners—in particular those with large acreage holdings in priority conservation areas will be important to discuss potential shared vision and goals and to explore ways to work together for the long-term conservation of the important resources present on the land.
- Land Trusts— Continued and expanded collaboration with land trusts including the Kingston Land Trust and Scenic Hudson will



"Plans are only good intentions unless they immediately degenerate into hard work."

~ Peter Drucker, Business Consultant

be tremendously important to turn the vision in the plan into reality. The Kingston Land Trust has extensive information on the economic benefits of open space, which can be used to help generate support from the local business community.

- Other Non-profits—As organizations vested in securing positive futures for the community, expanding relationships with non-profit organizations and forging new relationships centered on common goals will yield mutual benefits. Organizations like the YMCA and Hudson Valley Farm Hub, for example, are already working on projects that are perfectly aligned with the plan. Environmental advocacy organizations including Riverkeeper, among others, have been fastidious in efforts to protect and improve water quality in the Hudson and the related benefits to fisheries, water supplies and long-term economic sustainability. Look to strengthen these relationships and expand relationships with other similar non-profits that have program goals that can be matched with the open space plan.
- *Ulster County and New York State Agencies*—The city and the county have partnered on numerous open space and related initiatives and this open space plan provides a solid foundation upon which expanded partnership opportunities can be framed. Natural partnerships already exist with agencies like the New York State Department of Environmental Conservation (funding partner for

IMPLEMENTATION

this open space plan), the NYS Department of State and Hudson River Greenway. The elements of the plan can be matched with the program objectives and funding priorities for each of these and the several other state agency partners of the city.

- *Federal Agencies*—Forestland and farmland conservation have long been priorities, respectively, of the U.S. Forest Service and the U.S. Department of Agriculture. Building relationships with these and other federal agencies can be helpful in securing financial and other support for the forestland, farmland and other natural resource protection elements of the open space plan.
- General Public—Citizens and property owners in the city can continue to be volunteers in service
 to support the city's programs and projects and also serve as shareholders of the benefits that will
 accrue as the plan is implemented. At some point in time, the city may need to secure additional
 public support for funding open space projects and the ongoing support of the general public will be
 of great importance.
- Business Community—The private sector can continue to be a key partner. For example, in the
 real estate development process, the private sector can help participate in the creation of the
 amenities envisioned in the plan such as public waterfront access—resulting in a benefit to both the
 development project and the general public.

City of Kingston

• Conservation Advisory Council (CAC)/City Staff— It is important to recognize the significant level of effort that will be required to properly implement the open space plan. After the adoption of the plan, the city staff and the CAC will focus on implementing the plan and will need to create a more detailed action agenda and timeline to help guide the overall advancement of the program. Some communities have identified the need for an open space coordinator or added that responsibility to an existing staff or board member to take lead responsibility. Collaboration with other city boards and departments will continue to be important, in particular those with missions that overlap with the action and policy recommendations outlined in this open space plan.

Additional Planning/Technical Work

This plan provides an overall vision for the future of open space in the city. It will become a "point of departure" for more detailed planning that will be needed to fully establish the scope and details of future conservation projects. Some of the next steps (future phases include):

- Establishing priority sites for protection—this would be a more detailed look at the priority areas to identify parcels, potential partners and specific implementation requirements such as project financing strategies and grant applications. For local parks, a neighborhood-centered conversation will be required to identify what type of park the neighborhood needs, what features and program elements should be developed.
- Detailed planning and design development—Individual or groups of projects will need site-specific
 conservation plans including delineation of areas to conserve, areas where development may be
 appropriate. There will be the need to identify potential green infrastructure opportunity areas for
 example and coordination with other/future planning project such as a bike/trail master plan.
- Zoning and code amendments—The city will consider potential modifications to the city code
 including zoning ordinance, subdivision regulations, urban forestry, and stormwater management
 to conform to the recommendations outlined in this open space plan.

Figure 38. Conservation Targets Summary - Kingston Open Space Plan		
Local Resource	Ten-year Goal for Protection / Enhancement	
Street Trees	1,000	Additional street trees planted.
Hudson Uplands	500	Additional acres permanently protected.
Hudson Riverfront	5,000	Additional linear feet public access.
Rondout Uplands	60	Additional acres permanently protected.
Rondout Shoreline	5,000	Additional Linear feet public access.
The Esopus Creek Valley	50	Additional acres farmland and natural areas permanently protected
Other Stream Corridors	2,500	Linear feet naturalized stream corridor restored
Neighborhood Parks	1	New neighborhood park in Midtown area
Urban Agriculture	10	Number of new urban community gardens
Greenway Trails	5	Miles of new trails

CONCLUSION

t's a spring day in 2030, you and a friend decide to ride your bikes around town. You head toward the Hudson and start up Hudson Uplands Overlook Trail and take a rest to enjoy the commanding viewpoint looking east from the upper edge of the 300-acre preserve rising above the bustling neighborhood at the former Hutton Brickyard. A dedication plaque at the overlook recognizes the contributors to the preserve project dedicated in 2025. Eagle, hawk and osprey are riding the updrafts right in front of you. On the river below the water is still too cold for most kayakers but the sailboats are cutting across the waves getting ready for the weekend regatta. You roll downhill to the Empire State Trail along the Hudson and head south to wrap around Kingston Point then upriver along the Rondout. It's so busy on the eastern end of the waterfront promenade that you get off and walk your bikes and check out the kayak shack, where rentals begin next weekend.

After enjoying a beverage at your favorite waterfront restaurant, you roll the bikes onto the self-serve solar-powered ferry (cool quiet ride is worth the \$5 scan of your credit card) and cross over to the new park at the foot of Island Dock, where you count at least 100 people walking the Island Loop path. You think about coming back next here weekend for the annual Island Dock Spring Festival—lots of food and games for the kids—could be nice.

Riding back to the mainland, past the new Rondout kayak launch, you observe the construction progress on an historic complex being renovated and a new building complementing the old going up right nearby. The bike path narrows slightly as Wilbur hamlet comes into view and its time for a few slices and a decision—do we pedal power up the hill along the Twaalfskill or walk our bikes up along the new nature path. Walking up the path was a good decision and time for a rest at the overlook shelter, jointly named after the benefactor and land trust that partnered for its completion. At the top of the rise Midtown now is in view and its time to visit the new neighborhood park. Your friend is impressed with the small stream that used to run under the new park that was daylighted thanks to a grant from New York State and is now a centerpiece of the park's design. Kids are lining up to ride the mini zip line and the small community garden is just starting to sprout green.

As you roll down the bike path, feeling tired but refreshed, you are glad the last stop is the Esopus Park and Preserve at the bend of the river. Looking down the quiet side street, the new street trees are budding out nicely. After locking the bikes up at the preserve, the row of colorful outdoor hammocks lined up along the Esopus are perfectly inviting as you climb in to enjoy the well-deserved nap. The sun is perfectly warming and the rest has never been better.

This is what the City of Kingston envisions for our future, a multi-faceted network of outdoor spaces and activities which not only enhance our quality of life but also function as a strong attraction for tourists, businesses and future homeowners to come to this city. In this way, the open space amenities described in this plan act as an economic generator, providing Kingston with the recreational and aesthetic features more and more families value in choosing where to live, work and play. We believe that with strong leadership and concerted effort, this vision can become realized.

We hope that you will join us in this very important effort.

"Whether you think you can, or you think you can't—you're right."

~ Henry Ford

APPENDIX A

Public Meeting Notes & Comments





October 3, 2018

Kingston Open Space Plan Public Workshop Notes

On September 25, 2018, a public workshop was held at the Kingston Public Library to present an overview of the Kingston Open Space Plan, and solicit input from the public. After the initial presentation, the participants were invited to participate in table mapping discussions at three different tables. The following is a summary of the notes collected at each table.

Table One Notes: City Wide Map

- **1. Rondout Creek.** Need access for paddlers, rowers, etc. The area along East Strand Street was specifically identified.
 - a. Trash cans and pickup needed along Kingston Point Rail Trail.
 - b. More trash pickup along waterfront.
 - c. Dock access needs to be upgraded in the area around TR Gallo Waterfront Park / Island Dock / Wurts Street crossing.
 - d. Island Dock this peninsula should be made into a park.
 - e. Block Park a walkway is needed here which connects the park.
- 2. **Esopus Creek**. Protect the floodplain here.
 - a. Remove debris from waterway so it can be used for paddling. Log jams block the way.
- **3. Hudson River.** Waterfront promenade which follows river from Kingston Point Beach north to city line.
- **4. Land for Preservation.** The currently undeveloped land west of the railroad tracks, in the vicinity of Wilbur Avenue, Chapel Street and Mason Hill Road this land area should be preserved.
- **5. Clearwater Park.** Bring back Clearwater Park.
- **6. Lawton park property.** Bring back Lawton Park.
- **7. Rail Trail.** Complete the rail trail along the abandoned rail line.
- 8. Cemeteries
 - a. Houghtaling cemetery marker
 - b. Houghtaling cemetery at Pine Street Professional park
 - c. African-american burial ground on Pine Street

112 Spring Street, Suite 305 Saratoga Springs, New York 12866 Phone (518) 583-4335 151 South Main Street, Suite 200 New City, New York 10956 Phone (845) 499-2060 9. Industrial park. Need trails in open areas around Arconic manufacturing plant.

10. General Observations

- a. Need more playgrounds
- b. Need more pocket parks
- c. More benches that face each other

Table Two Notes: City Center Map

- **11. Lack of greenspace / playspace / street trees.** The residential neighborhood generally between Route 32 and O'Neil Street, north of Broadway has a lack of greenspace, park or street trees.
 - a. This area would benefit from a local pocket park or playground.
 - b. A park is needed on the block bounded by Oneil, Bruyn, Smith Ave and Downs Streets Kingston Housing Authority property.
- **12. St. Mary's Cemetery.** A former open field and playfield across the railroad tracks from St. Mary's Cemetery (owned by the cemetery) used to be used as a playfield. Now that cemetery is expanding into this area, that local greenspace is lost.
- **13. The Lace Mill.** Property at The Lace Mill, corner of Cornell Street and Progress Street needs new plantings very barren landscape right now and not attractive.
- **14. Kingston Plaza.** This site generates a lot of traffic / activity and is a major local circulation hub. Many improvement opportunities here.
 - a. Large parking lot a lot of impervious area, could benefit from green infrastructure program to soften area, manage stormwater better.
 - b. Need sidewalks which connect plaza to uptown areas.
 - c. Should ideally have a vehicular + pedestrian connection from Albany Ave, crossing 587, to the back/side of Kingston Plaza. Currently have to drive all the way around through city to get to this plaza.
 - d. Have 587 revert to highway, plan for greenspace.
- **15. Esopus Creek.** Need to open up parts along the Esopus for walking paths, outdoor enjoyment.
 - a. Add more kayak launches, next nearest launch is guite a ways away.

16. The Greenline

a. Opportunities to have small parklettes, green space along the Greenline. Potential for more formal park where Greenline comes out of tunnel to Kingston Plaza.

17. Academy Green

a. This existing park space is underutilized. No one uses it. Opportunity to make this better and more interesting.

- b. City removed benches to discourage homeless people from using it.
- c. Was the subject of a green infrastructure proposal, but that didn't get funded.

18. Future Roundabout - Intersection of Albany Ave & Broadway

a. Greenspace here will be lost, but maybe opportunity for new greenspace with future design?

19. Tannery Brook Stream / Twaalfskill Brook

- a. Much of these waterways have been covered / paved over. Need to daylight these streams.
- b. Program underway to "culturally daylight" the Tannery Brook by celebrating its path and drawing/artwork along route to make people aware of its presence.
- c. Emily Vail is doing Masters thesis on Tannery Brook.

20. Broadway

- a. General opportunity to provide some pocket parks along Broadway.
- b. Corner lot at intersection of Broadway and Henry Street unpleasant corner. Could this high-visibility corner include greenspace? A pollinator habitat?
- c. Vacant lot on Broadway between Henry and Cedar potential for urban park space.
- d. Parking lot behind Deisings Bakery, between Saccoman Lane and Green Line. Could put in a pocket park here, basketball courts, youth activities. Is all of this parking needed?
- e. Overpass for Greenkill Avenue, above Broadway. This area is ugly. Used to be able to get from Broadway up to Greenkill, but since they rebuilt bridge, cannot get up anymore. Should be a way to get up and down. People still climb up hill.
- f. Intersection of Broadway and Prince Street Planet Wings. This is a high-visibility corner, opportunity for a park.
- g. Need more trash and recycling bins, benches.
- h. Students from Kingston High School often travel west along Broadway, and/or cut through YMCA across tracks to neighborhood beyond. Needs to be a safer route.
- **21. YMCA.** YMCA has a community farm off of Susan Street. Working with landscape architect to expand farm and improve it.
 - a. Potential for multi-use path which would connect from YMCA to cemetery in the south, running parallel to railroad tracks.
 - b. Cemetery has many people who use it as a park for walking, outdoor enjoyment.
 - c. Property behind YMCA reportedly was identified as part of Brownfield Opportunity Area Midtown Forum, potential development by RUPCO as a park.
- **22. Rail Trail.** Proposed rail trail which follows abandoned railbed along Greenkill Ave. Easements with adjacent landowners are needed.

- a. Crossing at Wilbur Avenue is potentially an issue bridge abutment was removed, grade change back up to railbed level from road.
- **23. Empire State Trail.** Major new trail through city. Should look at trail route and identify areas for small parks along the path, places where people can stop and relax, and/or access points to get on/off.
- **24. Redevelopment.** Industrial building and ballfields at South Clinton Ave and Greenkill this property is planned to be redeveloped ("Metro").
- **25. Active Railroad Line.** Rail traffic is quite loud, shakes nearby houses in neighborhood. There needs to be a sound buffer along active rail line, with trees or vegetation to help mask noise.
 - a. High school kids cut through path over railroad tracks by YMCA.
 - b. There needs to be a safe crossing for people to get from one side of the tracks to the other it is a barrier.
 - c. Many people use Wiltwyck Cemetery as an open space to walk, enjoy outdoors, like a park.
 - d. Parcel adjacent to cemetery between railroad tracks and Wilbur Ave this is owned by the city. Is there potential to expand park-like setting of cemetery to here, provide connection across tracks to neighborhoods on the west side?
 - e. Twaalfskill Brook runs through this area, gets buried. Should be daylighted.
- **26. Lawton Park Property.** This property by South Wall Street was considered for a housing development years ago, but it never happened. Still undeveloped. Potential opportunity to make this into an actual park?

27. Pine Street

- a. Vacant flag lot property identified on map is believed to be a historic burial ground for African Americans. Potential for historic site / interpretive / recognition?
- b. Existing commercial/medical office development on Pine Street Professional Plaza. This is currently underutilized, has much more parking than it uses. Site could be consolidated / cleaned up to provide some of that as greenspace. Potential for Food trucks.
- c. Pine Street Professional Park this site is believed to be historic burial ground.
- d. South Pine Street there is an existing community garden at 27 S. Pine Street.
- **28. Interior Block Open Space.** There is an interior block space bounded by Johnston Ave, Emerson, Main Street and Pearl Street houses all around it with undeveloped space inside. Could this be an opportunity for a public space?

29. Community Garden

a. There is an existing community garden in the vacant lot on Liberty Street, one block behind Library.

30. Henry Street / Pine Street neighborhood

a. There is a need in this residential area for a local playground / park space with adult activities.

31. Large lots on hill, southwest of Washington Ave

- a. This area has many large lots, undeveloped forested areas, Some vacant land. Would owners here be interested in conserving the land, protecting their privacy?
- b. Vacant parcel shown on map between Conway Place and Marius Street is not actually vacant has a house on it.

Table Three Notes: City Wide Map

32. Esopus corridor

- a. Esopus Creek corridor has some active farm fields including the Native American Seed Sanctuary on an oxbow of the creek just west of the NYS Thruway.
- b. Other fields further downstream west of the North Manor Avenue include some habitat near wetland and tributaries noted as fragile by a participant.
- c. Area in general very flood-prone. Consider encouraging native tree plantings/maintaining tree cover along stream bank as a riparian buffer (though may need to resolve any issues associated with tree cover with flood control berm located in the area.)
- d. Creek has river access on north side at Town of Ulster Park—could create additional access on south (city) side. Creek has tree/debris areas blocking canoe/kayak navigation that is problematic.
- e. Participants noted ongoing concern over creek water quality, especially turbidity related to upstream activities including operation of dam/impoundments at Ashokan Reservoir.
- f. Corridor adjacent part of O&W Rail Trail project.
- g. Concern over combined sewer overflows contributing to water quality problems. Continue to need to retrofit/upgrade storm and sanitary sewer system to address this.

33. Rondout corridor

- a. Includes low-lying relatively flat areas prone to flooding as well as very steep upland areas nearby. Erosion problems noted along northern shoreline at outlet to Hudson.
- b. River access provided by several marinas important to maintain. Participant noted there was additional demand for boat/marina access that was not being met due to limited supply of dock space.
- c. Several larger parcels of primarily wooded land along upland areas along/near Rondout. Many of these have open space/habitat/scenic value. Several large parcels "private estates" in the area.
- d. Old hamlet of "Wilbur" at upper reach of Rondout in city perceived as physically disconnected from rest of city due to steepness of terrain and lack of pedestrian facilities (no sidewalks or publicly accessible paths along Wilbur Avenue).

- e. Historic area (Bluestone port, Fitch Bluestone Company Office, etc.)
- f. Former quarry upland area—steep, wooded, some river views, "ice caves", bat habitat
- g. Downstream bike and pedestrian connections would be very good for residents of area connecting from Wilbur along waterfront to Strand Street out to Kingston Point.

34. Hudson corridor

- a. River very important habitat—concerns for water quality from discharge from storm sewer system and combined sewer overflows (where sanitary sewer combines discharge with storm sewer during major storm events, bypassing treatment facility). Of particular concern at Kingston Point Beach.
- b. Deep channel river access is potential to be recognized (e.g. at former Hutton Brickyard site off North Street).
- c. The Kingston-Poughkeepsie Deepwater Habitat (runs about 25 miles from near mouth of Esopus to Wappingers Creek) is one of the largest spawning areas for Atlantic sturgeon and is important for a number of species.
- d. Public waterfront access important—waterfront promenade (Kingston Greenline concept). Consider concept of continual connection north into Town of Ulster
- e. Lot of great views of Hudson River from this corridor.
- f. River shoreline habitat enhancements possible?

35. Other Streams

- a. Many participants interested in exploring options to "daylight" some of the streams that have been piped underground over the years; e.g., Tannery Brook.
- Concept of adding "green infrastructure" to urban environment; e.g., bioswales along drainage corridors, creating wetland treatment systems for stormwater runoff prior to discharge to receiving water, etc.. See https://www.dec.ny.gov/lands/58930.html

36. Street Trees, Parks Greenways, and Trails

- a. Interest in continuing to improve street tree management program in city—participants like the tree inventory and concept of infill of urban street trees.
- b. Consider updating city code to address street trees (more adaptive to setting, conditions and neighborhood, adding and removing certain species, etc.).
- c. Many participants wanted to continue city effort to improve pedestrian and biking facilities to better connect neighborhoods with park, open spaces and other destinations.
- d. Improve park connections (e.g., entrance to Hasbrouck Park "worst entrance ever" to a park—kind of invisible between two houses.)
- e. Cornell Park could use natural play space, arts/performance space (solar band stand). Consider potential for community garden on land adjacent to park to north.

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- f. Future pocket park opportunities exist around city—create sites that have nice street frontage and are highly visible from the street to enhance public safety. Green space and park space needed in neighborhood between Albany Avenue and Cornell Street.
- g. Opportunities to protect undeveloped open spaces—in particular larger blocks of open land (e.g. west side of NYS Rt. 9W west of East Chester Street).
- h. Need safe RR crossing near active rail line and Greenkill Avenue.
- i. Encourage maintaining and adding pollinator habitat in all open spaces (e.g. species that support butterflies, bees, hummingbirds, etc.,) See https://www.nwf.org/Garden-for-Wildlife/About/National-Initiatives/Plant-For-Pollinators

Results of Prioritization Exercise:

Resource Prioritization Exercise			
Local Resource to Protect / Enhance	Participant Score		
Street Trees & Streetscapes	87		
Trails & Bike-Hike Paths	77		
Parks & Recreation Areas	57		
Hudson River Shoreline	57		
Urban Agriculture	51		
Esopus & Rondout Creeks	49		
Open Fields & Forested Areas	46		
Historic & Cultural Sites	45		
Wetlands, Ponds & Streams	36		
Scenic Views	21		

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