
Town of Penfield
Shadow Pines Land Use Advisory Committee

Final Report to the Penfield Town Board

Date Submitted –April 17, 2019

A. Committee Members

Beth Barrese	Tricia Bhattacharya
Steve Brent	O. Terry Bruce
Susan Kavanagh	Kelly Maley
Ginny McCollough	Eric Metzler
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B. Facilitators

Supervisor R. Anthony LaFountain
Councilman Andy Moore

Technical Assistance and Information Provided by Town Staff

I. Background Information and Committee Overview

In early 2016, Shadow Pines Golf Course was placed on the market for sale as continuing golfing operations or as currently zoned, half-acre residential development.

On April 6, 2016, following an open call for volunteers, the Penfield Town Board named a citizen advisory committee to identify and review all land use options for the Shadow Pines Property (“the Property”). The committee was referred to as the Shadow Lake/Shadow Pines Community Advisory Committee.

That advisory committee submitted its final report to the town board on September 2, 2016 with a first choice recommendation that the Town of Penfield acquire the Property.

After ongoing discussions and negotiations between the Town and the Property owner, Oldcastle, a purchase agreement was signed conditioned on a successful public referendum vote to acquire the land for general municipal use, which was held on February 27, 2018 and overwhelmingly approved by 80 percent of voters.

The Property was closed on April 27, 2018, and shortly thereafter the Town’s DPW began removing dead, dying, and diseased trees and other debris around the Property north of Clark Road with the plan to open the land for hiking in the late summer/early fall of 2018. Accordingly, the north Property was officially open to the public on September 1, 2018.

Following the same level of cleanup of compromised trees and debris by the DPW the land south of Clark Road (former back nine) was officially open to the public on February 1, 2019.

The Shadow Pines Land Use Advisory Committee (the “committee”) was formed in July 2018.

Over the course of the last several months, the committee has toured the Property, shared information, discussed ideas, and reported back to the Penfield Town Board with its final recommendation on or before April 9, 2019 with findings on possible land uses and how each use might be supported, implemented, and funded.

The committee is made up of a cross-section of Penfield residents and supported by Town staff. Subject matter experts were brought in at the request of the committee. Additionally, the committee requested groups/organizations within the community to share their thoughts/proposals for the committee’s consideration.

The committee has worked in parallel with the Comprehensive Plan 2020 Update Committee and the Penfield Recreation Master Plan Update committee and is mindful that the work of these committees may affect potential land uses at the Property. Town staff has and continues to monitor both groups and share relevant information between committees as needed.

II. Committee Charge

The Penfield Town Board charged the committee with studying and issuing a written report on the following attributes for the Property.

- (1) Identify:
 - a. Land use opportunities/options
 - b. Land use constraints

- c. Community suggestions for use
- d. What the community does NOT want to see

(2) Findings for each possible land use should include:

- a. Description of land use
- b. How use would be supported
- c. How use would be funded
- d. How use would be implemented
- e. Opportunities and constraints

Items NOT on the table for consideration include:

- a. Future use of the quarry
- b. Town-operated golf course
- c. Clark House

Resources for committee members.

- a. Town Code of the Town of Penfield
- b. Town of Penfield plans and studies
- c. Shadow Lake/Shadow Pines Community Advisory Committee Report, 09/02/2016
- d. Solicited public input via email, the town website, and mailed letters
- e. Public information meeting held on 11/13/2018
- f. Access to subject matter experts

III. Community Comments Collected for Land Use Recommendations

On November 13, 2018, a public information meeting was held in the Town Hall Auditorium to allow the public an opportunity to present thoughts and ideas for future use and development of the Property. The input collected from the public information meeting was transcribed and provided to the committee for its review and evaluation.

Following the public information meeting, a public comments webpage form was activated on October 22, 2018 on the Town's website (www.penfield.org) to allow residents to submit comments electronically for the committee's review and evaluation. The webpage form was permanently closed on December 17, 2018. The comments submitted by the public via the webpage form were compiled and presented to the committee for its review and evaluation.

Several public comments were submitted via email and mailed letters to various departments. These were processed and submitted to the committee for its review and evaluation.

The committee spent several meetings discussing and evaluating the land use recommendations submitted by the community and listening to presentations by interested parties such as Penfield Recreation, Genesee Regional Off-Road Cyclists, and Paul Sanders, PGA. Over the course of those meetings, the members shared views and through a process of open discussion formed a consensus for the recommendations contained in this Final Report.

IV. Executive Summary

The 212 acre Property is a unique open space that has well served the Penfield community and regional visitors since opening in 1985 as a public golf course and restaurant. This valuable open space asset is centered in the predominately residential southwestern portion of the Town of Penfield. Shadow Pines, the Dolomite stone quarry, and Shadow Lake Golf Course to the east of the quarry, when taken together, form an important tract of land whose future land use has been envisioned as Recreational/Sanctuary in the Town of Penfield 2010 Comprehensive Plan's Future Land Use Concept Map (Figure 1).

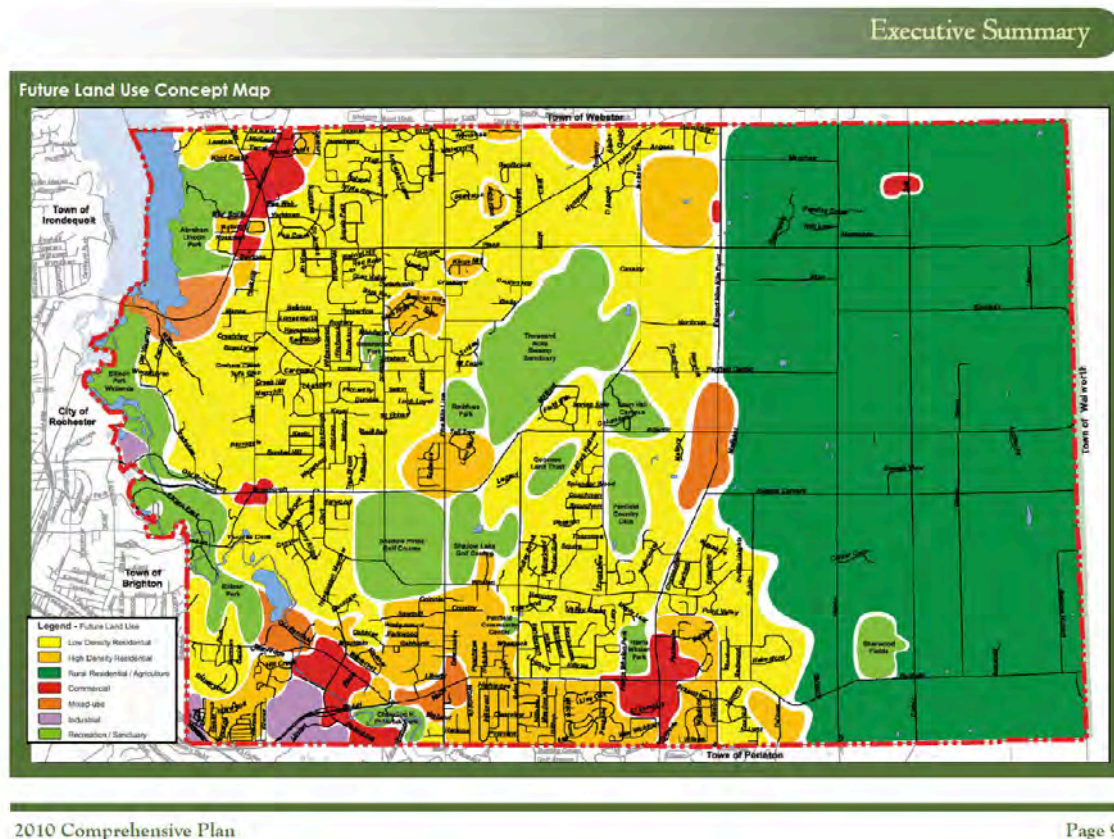


Figure 1 - Future Land Use Concept Map

In September 2016 the Shadow Lake/Shadow Pines Moratorium Committee recommended the Town purchase Shadow Pines to preserve open space and the best use of the Property as a combination of “active” and “passive” recreational land. On February 27, 2018 a public referendum vote was held to authorize the Town’s purchase of Shadow Pines and the Clark House. The purchase was approved in a large turnout of nearly 7,000 residents with 80% voting in favor.

The vision portrayed in the Town’s Comprehensive Plan - that the Property be preserved as recreational or natural open space - is strongly endorsed by the residents of Penfield. This desire to preserve valuable open space was always in the forefront as the committee reviewed the various proposals and developed a consensus for the best compatible land uses.

Based on the February 27, 2018 public referendum vote of the residents to authorize the Town's purchase of Shadow Pines and the Clark House, the Town has acquired the land and through proper vetting of applicants, appointed the committee, made up of town residents, to provide recommendations for the best possible use of this 212 acre Property known as Shadow Pines. On November 13, 2018, a public hearing was held, whereby the residents offered suggestions and input as to how they would like to see this land best utilized for future preservation. In addition, residents were invited to submit comments and suggestions via website input, and emails to the Town. These comments overwhelmingly supported preservation of the Property as open space. The most common theme heard in the public information hearing an endorsement of preservation and allowing the land to remain as open and natural as possible, while offering a variety of recreational resources and activities that would be attractive to the community, without tremendous disruption of sanctuary land. The committee has carefully reviewed and taken all of the comments and suggestions that were provided into consideration in the last several months. Members of the committee had a guided tour of the Property on October 16th & 20th, 2018. This tour provided us with a clear analysis of the landscape and aided us during the discussion phases. We have also extensively reviewed the Moratorium Committee's recommendations and have worked together to develop this best use comprehensive report for the Penfield Town Board, to aide in the long-term planning for Shadow Pines.

The interdependence of potential business operations at the Clark House and recreational activities on the Property was apparent to the committee. However, since the Town Board was already in the process of publishing a formal Request for Proposals for lease of the Clark House, the committee does not make any recommendations regarding best use. The one exception is the committee recommendation that the cart house structure be considered for use as a lodge/restroom facility. Also, consideration of rezoning the Property to protect the open space & recreation aspects was deemed unnecessary by Town Staff. The Town retains ownership control of the Property and zoning options will be considered by the currently empaneled Comprehensive Plan 2020 Update Committee.

With the above as background, the committee recommends the following overarching factors be taken into consideration by the Town Board, when making land use decisions for the Property:

- Residential and/or commercial development should not be considered and instead the focus should remain on recreational activities.
- Facilities such as a new community center and public library are not conducive to the open space objective.
- Municipal uses such as a school bus garage or maintenance operations are incompatible to the preservation of open space and should not be considered.
- Flexibility should be employed when incorporating recreational uses of the Property. The Town Board should carefully weigh what impact implementation will have on the longevity of the land. If various recreational activities, or potential structures, are not popular or underutilized, there should be reasonable consideration given to turning that space into something more beneficial for the community.
- Before transforming natural open space into fully equipped party lodges (e.g. Dolomite Lodge), all other potential locations should be considered. Benches, picnic tables with open pavilions and rustic lodges are desirable.

- Providing handicapped access to undeveloped open space is recommended to truly make this space accessible and attractive to the general public.
- Gas and electric motorized recreational vehicles operated by the general public, drones and toys powered by remote control should not be allowed on the Property.
- Fences, especially chain-link or wire mesh fences, are not attractive and should not be utilized to segregate space.
- Sidewalks and access points for the surrounding neighborhoods and dense traffic areas (such as the corner of Whalen Road and Atlantic Avenue) should be considered to provide easier and safer access onto the Property.
- The inclusion of a pedestrian activated walkway is recommended to link the North and South portions of the Property (across Clark Road) for safety purposes.
- Replanting programs to replace damaged and diseased trees or to enhance existing open spaces are recommended.
- The town should allow fundraising or benefactor contributions and investments for dedication of benches, bricks or other small practical articles of interest.
- The remaining original golf course tee markers that remain in the Town's possession should be utilized as landmarks along the Property, where possible.
- The Dolomite stone quarry will eventually be reclaimed as a large clear water lake suitable for paddling, fishing, and scuba diving. Since it is situated just across the road from the Property, a point of access should be reserved on the south section in anticipation that this recreational asset will be made available for use by the general public.
- Proper signage regarding land usage, Property rules and details regarding Shadow Pines history should be added for general public information.

Based on all of the above, the committee presents the following for consideration to the Town Board as our recommendation for short and long term best use of the Property. We thank the Town Board for this opportunity to assist in planning the future use of this spectacular open space.

V. Land Use Recommendations

Paths and Trails

Multi-Use Paths

The committee recommends that existing cart paths on both the south side and the north side be used for multiple applications.

North Side (Former Front 9)

- The cart paths should be maintained for handicapped accessible use wherever possible.
- Remaining cart paths should be used in a perimeter loop path that would connect them for walkers, hikers, runners, and other foot traffic applications. Suggest former golf holes 3-8 or 9.

South Side (Former Back 9)

The existing primary asphalt cart path loop, should be made available for individual and family biking and all foot traffic activities. Modifications may need to be made on the sharp hillside near the creek bridge to increase safety of trail users.

A network of multi-use, natural surface trails should be developed on the back 9 with the intention that the secondary cart paths will eventually deteriorate back to natural surface trails. Trails would support all types of biking and foot traffic activities in both summer and winter.

Snowshoeing

The committee recommends the town allow snowshoeing on the Property anywhere established trails exist as well as off established trails. Signage should be added to groomed ski trails to demonstrate the correct part of the trail to use so as not to damage groomed ski tracks.

Cross-Country Skiing

The committee recommends the town establish a network of groomed ski trails on both the former front 9 and back 9. Trails should include a range of skill levels as well as trails wide enough for skate skiing and classic tracks alongside an area for snowshoeing, walking, and snow (fat) biking.

Mountain Biking

The committee recommends that mountain biking be allowed on designated trails on the south side, and that fat/snow bikes (with 4+” tires) be allowed on groomed trails in the winter months.

Funding

The town should establish a budget for establishing/maintaining paths and trails. This can be supplemented by fundraising and volunteer labor and materials provided by partner groups.

Implementation

To build and design trails, the town should utilize Penfield DPW resources and the Penfield Trails Committee. Local trail user groups such as the Rochester Cross-Country Ski Foundation (RXCSF) and Genesee Regional Off-Road Cyclists (GROC) with expertise in building hiking, biking and skiing trails should also be consulted.

Other local organizations are available with expertise in developing multi-use trails and can be valuable resources such as the Town of Victor and Friends of Webster Trails.

Trails should be built using sustainable techniques to avoid erosion, limit maintenance and increase enjoyment for years to come.

Opportunities

Overall, Shadow Pines provides a tremendous opportunity for Penfield to establish a much-needed town center for hiking, biking, walking, running, skiing, snowshoeing and other human-powered activities. These resources are essential to many residents for exercise who do not or

cannot participate in organized or paid activities/sports.

The work required to install trails provides a great opportunity for local Eagle Scout projects and other local service groups to participate in construction.

Grooming services should be provided by the town by contracting with RXCSF or the school district for expertise and equipment.

Many trails through or on the edge of open fields can be installed just by mowing marked path. This will need to be done more regularly until the trail is more established by use. Once it is more established mowing may only have to occur 1-2 times per year.

Some trails in more wooded areas will require clearing of organic materials (leaves, downed sticks/branches/trees), breaking/moving of large rocks, and digging trail tread in off-camber areas.

Constraints

Asphalt paths will need to be maintained at the expense of the town. Maintenance of back 9 cart paths with the exception of the primary loop, should be minimized to allow natural surfaces to return.

Education

Education is important to trails that are shared by many users. Signage should be installed at all trailheads that includes trail maps and guides for trail etiquette.

Signage such as the following can be used to direct winter trail users:



Figure 2 - Groomed Trail Etiquette Sign Example

<http://www.skibigm.org/uploads/1/5/5/9/15591998/editor/winter-singletrack-arrow-and-etiquette-final-jpg.jpg?1513384834>

Most trail systems require bikers to yield to all other trail users and use signs like this:



Figure 3 - Trail User Yield Sign Example

<https://image.shutterstock.com/z/stock-photo-bethesda-md-october-bikers-yield-to-pedestrians-street-sign-729737587.jpg>

Athletics

Description of land uses

The committee sees this Athletics option as evolving over time, as they do not all have to be implemented, nor is the town limited to the list. These options were seen as favorable because they were consistent with the most requested community desires. For example, both an orienteering course and/or athletic fields would still allow for green, open space during the fall/spring/summer months and enable the Property to be used for cross country skiing trails, snow shoeing or other activities during the winter. Athletic fields were also listed as a preferred future use/redevelopment by the Shadow Lake/Shadow Pines Community Advisory Committee (submitted September 2, 2016), allowing consistency with our recommendations.

Most of these options allow for the Property to maintain the character of the land, while also enabling changes to be made as the town may evolve in the future. In addition, the 1979 Master Plan for Penfield identified this area to be used as Conservation/Open space, as well as Recreation space. Again, Athletics allow for the Property use to remain consistent with our heritage.

Of note, all the options listed above must include Property maintenance. The features discussed in this section will require properly maintained grass areas where the features are located.

Orienteering Course

The committee recommends an orienteering course as an inexpensive activity which needs little upkeep and investment. Orienteering is an activity that requires navigational skills using a map and compass to navigate from point to point in diverse and usually unfamiliar terrain whilst moving at speed. Participants are given a topographical map, usually a specially prepared orienteering map, which they use to find control points. We recommend working with local Boy/Girl Scout troops to develop and maintain the course, in conjunction with the Rochester Orienteering Club.

Athletic Fields

Individual members of the committee did discuss athletic fields with Penfield Recreation (PR) and the committee does recommend athletic fields for the Property. Athletic fields would be rectangular fields, to be used for sports such as (but not limited to) lacrosse, soccer, and field hockey. Currently, PR lacks areas for new fields to keep up with the growth of the community and youth sport popularity. The committee recommends working with PR closely to determine the number of fields needed, for current needs and future growth. Any fields should be incorporated into the Property such that they do not alter its character. The committee does not support the idea of a large-scale athletic field complex. The fields may be phased in as time dictates and funds allow.

Playgrounds

The committee recommends playgrounds be built in the proximity of pavilions and bathrooms on the Property. Playgrounds were also in the top 10 ideas for the Property when looking at public comments for usage ideas, are attractive to families with small children, and would not occupy a significant amount of the Property, therefore maintaining the desire for open space. See Facilities (below) for recommendations of pavilions and bathrooms.

Volleyball/Bocce/Non-fenced, hard surface

The committee recommends the town allow for volleyball/bocce or other activities, as they do not require fences or any hard surfaces. Some accommodations may be needed for the surfaces required for these activities (i.e. sand).

Ice-skating rink (not walled)

The committee recommends an ice-skating rink that does not need any permanent construction to create. The simplest solution would be flooding a new parking area or some other designated area that has the ability to contain water and create ice suitable for skating. However, it is recommended that the structural impact of water and ice is looked at prior to moving forward.

Frisbee Golf (Disc Golf)

The committee recommends the town allow frisbee golf in some capacity, whether it be 'pop up' tournaments or at some point, designating some land for more permanent holes. More information would be needed on land requirements for this activity, but we do not see a reason to exclude this as a possibility for the land.

Spray Park

The committee recommends the town to allow a spray park on the Property if financially feasible. Just as a playground, this feature is also attractive to families with small children and would also require only a small portion of the land. It is recommended a more in-depth examination into this option be done to better understand the requirements (water drainage, costs, water accessibility).

Possible Funding or Financial Support for Land Uses

The funding required for the land uses listed above will vary, and the committee does not know the cost implications of any use. Land grading would be necessary for athletic fields and some of the other activities as well. The committee recommends the Town of Penfield provide the machinery and/or labor needed for maintenance and grading, where appropriate and possible.

Implementation of Land Uses

Overall, the committee understands that not all activities listed above are necessary. From an Athletic fields perspective, Penfield Recreation and the Parks Dept. should be consulted to determine the number of fields needed in order to satisfy town requirements.

Opportunities and constraints

Shadow Pines presents an outstanding opportunity for Penfield to establish an area designated for outdoor activities, serving a wide range of our residents. As the town continues to grow, the committee believes these activities will help serve both our current and future needs. The uses listed will also keep the land in a natural state, keeping the open space which was so often desired during our research and feedback sessions.

A possible constraint is the space needed for parking and a blacktop surface that does not already exist. Current parking lots are insufficient for the number of spaces needed for the athletic fields and other recreational activities. Access to the parking lot must also be examined to determine the best enter/exist points with the traffic associated with the roads.

Facilities

Restrooms

Restroom facilities should be provided to support the recreational activities on both the north and south sections. In order to conserve open space and minimize new development, it is recommended that existing buildings be used for this purpose. The Clark House cart house (Figure 4) on the north side and the maintenance shed (Figure 5) on the south side are preferred locations. These two facilities may be used for other purposes (e.g. enclosed lodge or equipment storage) but restrooms with outside access would be a useful added feature.



Figure 4 - Cart House



Figure 5 - Maintenance Shed

Pavilions/Shelters & Picnic Tables

Open pavilions/shelters (Figure 6) covering a space to accommodate six to eight picnic tables each are recommended. Initially one each on the north and south sections should be considered. Additional pavilions can be added if demand warrants. Charcoal grills and waste containers should be co-located. The challenge is to locate the pavilions within reasonable distance from parking and restroom facilities without requiring substantial new paving and still respect the 200 ft. buffer zone. Stand-alone picnic tables should be considered for locations adjoining organized activity areas such as playgrounds and athletic fields. Randomly located stand-alone picnic tables are not recommended. Benches are recommended to be located at appropriate scenic sites and alongside paved pathways. A gazebo (Figure 7) could also be situated alongside the paved pathways providing handicapped access.



Figure 6 - Pavilion/Shelter



Figure 7 - Gazebo

Enclosed Lodges

One enclosed lodge on each of the north and south sections should be considered. These should be focused on supporting recreational activities such as hiking and cross country skiing. They should provide a dry, warm (in winter) gathering space for families providing the basic amenities such as water, restroom, electric stove and/or microwave oven and operate in a carry-in/carry-out mode. For starters, it is recommended that the cart house be modified to satisfy this purpose on the north section. If demand warrants, a rustic style lodge (Figure 8) could subsequently be constructed in a suitable location on the south side. The included restrooms should provide interior and exterior accessibility. Fully equipped party lodges (aka Dolomite Lodge) are considered undesirable for the Property.



Figure 8 - Rustic Lodge

Camping Sites

Overnight camping sites are not recommended. It is expected that the Property will close in accordance with the Town Ordinance.

Festival Site/Farmers Market

If sufficient interest develops, a festival site or farmers market could be located in the existing former golf course parking area.

Possible Funding or Financial Support for Land Uses

Funding for materials and construction of a gazebo, pavilions, and benches could be partially sourced through donations and memorials with naming rights. Such an approach will provide a good opportunity for individuals and community groups to be involved in the implementation of substantial improvements to the site. On the other hand, construction of restrooms and lodges will require a more substantial capital investment. In this case, the Town Board will need to follow established procedures for reviewing, approving, budgeting, and allocating the funds. Ongoing operations and maintenance of lodges and pavilions can be fully funded by rental fees.

Opportunities and Constraints

The implementation of benches, pavilions, lodges and gazebo offer appealing opportunities to have community support groups and individuals involved in helping to develop Shadow Pines into an attractive, welcoming multi-use recreation area. For instance, community action groups might be interested in fund raising and public participation in building a rustic lodge. BOCES or scout troops might be interested in building a gazebo. Individuals will probably be interested in donating memorial benches.

There are several stone golf course tee markers (Figure 9) stored in the cart house which would make nice reminders of the Shadow Pines history. These could be located at appropriate sites along the trails and paths or perhaps reconfigured into a monument at the main entrance.

Remodeling the cart house into a lodge for the north side should be comparatively easy considering the availability of existing structure, infrastructure, and parking. On the other hand, building a rustic lodge on the south side presents significant challenges relative to providing electric, water, sewer, gas, and parking infrastructure.



Figure 9 - Tee Markers

Aesthetics and Buffers

Descriptions of Land Usages

This committee considered the opportunities, options and constraints presented in the land usages listed above. We factored in the messages from the referendum outcome resulting in the town's authorization to purchase the Shadow Pines Property, the community's suggestions for its use as articulated in a public hearing and in messages, all urging the preservation of the Property and its natural beauty for public recreation and enjoyment. Accordingly, our approach has been to promote usages in ways that preserve the natural beauty of the Property while encouraging activities consistent with these values while honoring the right of adjacent Property owners to quiet enjoyment of their properties. We also sought to minimize the cost of improvements to Penfield tax payers.

Vegetated Buffers

Overview:

As shown in the Shadow Pines Boundary Map of September 2017, (Figure 10), and which we confirmed by onsite inspection, many private residences abut the Property along Colonial Drive, Arrowhead Lane, and Sawmill Drive on the southeast; High Meadow Drive on the south; Mountain Road, Huntington Meadows, and Clark Road on the southwest; Skyview Lane, Harwood Circle and Atlantic Avenue on the northwest; and on two adjoining properties on the south side of Clark Road west of the Clark House.

Along Colonial, Arrowhead, Sawmill and High Meadows, the Shadow Pines borders are already thickly wooded. High Meadows has a thick buffer and is on a ridge above the Property. There is also a wooded buffer along Mountain Road, where the properties are also on a ledge. The Shadow Pines border along Huntington Meadow and just south of Clark Road, is also heavily wooded. The two adjacent properties further east along Clark that extend south forming an inverted L shape are in areas with breaks in the woods but not near the old golf cart paths.

Along Skyview Lane, and Harwood Circle, buffer is relatively thin and parallels a nearby golf cart track.

There are no large open areas where ballfields or other places are likely to attract many visitors near adjacent residential properties. Except along Harwood Circle and Skyview Lane, there are no cart paths near residential properties. At this early time, when anticipated hiking, skiing, and

bicycle paths are planned exclusively on the paths of existing golf cart paths, there seems to be little need for additional buffers except perhaps in the Harwood, Skyview area.

When development plans progress, however, the need for additional buffers may arise. In that case, adjacent residential Property owners should be allowed to request them. If the request is determined well founded, the Town should either provide the buffer at its own expense or share the cost with the Property owner.

Because organizations such as the National Arbor Foundation, the New York State Department of Environmental Conservation and perhaps others may provide the trees or shrubbery at no or minimal cost (see below) and perhaps civic organization, like the Boy Scouts or Girl Scouts, would volunteer to do the planting, costs will probably be minimal.

Where there will be a cost, an issue arises whether the town or the adjacent homeowner should be responsible. One possibility is for the Town to offer a basic buffer, but give the adjacent owner the option of obtaining a more elaborate one with the owner responsible for the additional cost.



Figure 10 - Shadow Pines Boundary Map

Representative types of ground cover and their recommended environments:

Moderately Wet to Wet

Arborvitae

Evergreen. The biggest issue is the deer browse, so establishment may be difficult in the first few years.

Wet AreasRed Osier Dogwood

Sun to partial shade. Moist, well-drained soil to seasonally wet soils. Will grow in wetlands

Northern Spice Bush

Grows 8-10 feet

Ostrich Fern

Grows 4-6 feet

Buttonbush

Sun, moist to wet soil. Will grow on well-drained sites with adequate moisture. Often found in cattail marshes and pond shorelines

Dry AreasSumac Tree

Deciduous variety has striking fall color; also evergreen varieties

Ninebark

Sun to partial shade, does well in a wide range of moisture conditions.

Nannyberry

Sun, moist well-drained soil. Will tolerate wide range of soil types including limestone soils.

Grey Dogwood

Sun to light shade, well-drained to moist soils. Quite drought tolerant.

Northern Bayberry

Sun to partial shade, moist, well-drained soil. Tolerant of a wide range of soil types.

Bristly Locust

Sun, medium to dry soils.

Most if not all of the species listed above are available through the NYS DEC Saratoga Tree Nursery (<https://www.dec.ny.gov/animals/75799.html>). Since there is also at decent sized tributary through the Property we may be eligible for Trees for Tribes grant program (<https://www.dec.ny.gov/animals/77710.html>). Another potential source of materials may be local nurseries, which may contribute in return for recognition of their contributions.

Avoid

Buckthorn and any bamboo, which is not native and drives out other species.

We acknowledge and thank Dick Adamus of Penfield and Jeremy Paris, Monroe County Soil and Water Conservation District Technician for their suggestions about particular kinds of ground cover and possible sources of it.

Sidewalk Access

There are three places we deem suitable for the construction of access additional points.

One is on the west side of Five Mile Line, between Colonial and Whalen near the old 12th hole green (Figure 11). Another is on the south side of Atlantic Avenue near Whalen opposite the old fourth hole. The third is on the north side of Clark Road west of Huntington Meadow.

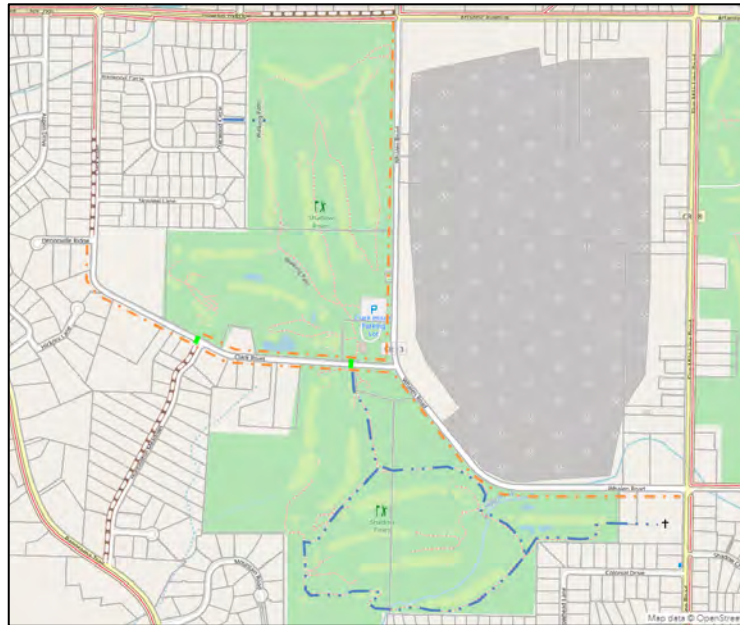


Figure 11 - Conceptual Map for Pedestrian Accessibility

Figure 11 shows potential sidewalk connections along Clark Road and Whalen Road (dashed orange), with possible crosswalk locations (dashed green). Also, shows the recommended primary trail loop on the south side of the Property along and possible trail connections from Harwood Circle and 1957-1959 Five Mile Line Road (dashed blue).

All three would require the construction of paths intersecting the Shadow Pines trails.

We do not believe new parking lots would be necessary in any of these access points because they would probably be used mainly by residents living near them.

The paths should be about the width and quality of the principal paths.

Grounds Keeping and Lawn Maintenance

Preserving open spaces will require regular maintenance because bushes and trees swiftly regenerate unless they are actively prevented from doing so.

In those places such as ballfields and picnic areas where it is desired to maintain the Property as grass, it will be necessary to mow regularly, probably at Town expense because it is unlikely we could find volunteers for such as recurring task.

There may be other large open areas not necessary to be maintained as grass. Such areas should be bushwhacked a few times a season, at far less cost than regular mowing.

Incidentally, to keep the paths fully functional an area of about 10 feet on both sides of each, they should also be bushwhacked periodically.

VI. Land Uses Not to Be Considered

Based on public comment and input received, the following describes the committee's findings for types of land uses that are not recommended for the Property.

Facilities

Description of land uses

The following proposed uses had very little public support and are out of character with the open space attributes of the Property. We therefore recommend against implementing any of the following land uses:

- New community center
- Penfield Recreation center
- Swimming facility (indoor/outdoor)
- Penfield Public Library
- 10 acres for PCSD Transportation Dept. and Grounds facility
- Solar field
- Community Garden

Reasons for not recommending for implementation

The 212 acre Property site is a unique open space and recreational area that has well served the Penfield community and regional visitors since opening in 1985 as a public golf course and restaurant. Shadow Pines, the Dolomite stone quarry, and Shadow Lake Golf Course to the east of the quarry when taken together form an important tract of land whose future land use has been envisioned as Recreational / Sanctuary in the Town of Penfield 2010 Comprehensive Plan (Figure 1). These proposed building projects are expensive, environmentally unfriendly, virtually irreversible, and out of character with the open space and recreation objectives for the Property. Additionally, Town Staff indicated the solar field currently installed at the Jackson Road location is satisfying the Town's electrical requirements.

Although this committee as a whole looked favorably upon locating a second community garden at the Property, a representative of the Penfield Community Garden indicated a second site is not desired on this Property.

Land Development

Description of land uses

Commercial & mixed-use development
Residential development, retirement community
Cemetery

Reasons for not recommending for implementation

Per the committee's charge, the following provides a description of land usage and why we do **not** support usage of the following proposals. 6979 residents of Penfield voted on February 28, 2018 to either support or reject the Shadow Lake/Shadow Pines Community Advisory Committee findings (09-02-2016), which had been submitted to the Penfield Town Board. In an overwhelming show of support – 5671 yes, 1308 no, these same residents affirmed that they were in agreement with Shadow Lake/Shadow Pines Community Advisory Committee. The Committee recommendations to

best serve the Property, with a combination of active and passive recreational uses was as follows: Lodges/Pavilions, Playgrounds, Sports fields, Trails (foot and/or bicycle), and wild space.

Commercial and mixed use development

This usage is contrary to the public vote and the sentiment which was expressed in that vote. Commercial development would result in a loss of a significant portion of the open space and result in a drastic change to the look of the Property. This would not support the community's long-term interests. Also, the 2010 Comprehensive Plan identified the Property as recreation/sanctuary land.

Residential Development, retirement community

This usage is contrary to the public vote and the sentiment which was expressed in that vote. Residential development would result in a loss of a significant portion of the open space and result in a drastic change to the look of the Property. This would not support the community's long-term interests. Additionally, it was determined that residential development would put an increased load on the town's infrastructure, roads and the school system.

Cemetery

This usage is contrary to public comments.

Athletics

Description of land uses

Tennis Courts

The committee does not recommend the installation of tennis courts. This would require the installation of fences, proper surfaces and netting. More tennis courts are not needed as they are found at various parks throughout Penfield.

Skate Park

The committee does not recommend a skate park as it would take away from the natural aesthetics of the Property and take away from the character of the land.



Figure 12 - Skate Park

Pump Track

The committee does not recommend a pump track for the Property. Pump tracks are not compatible with the desires of the public, and, if not properly maintained, can become hazardous.



Figure 13 - Pump Track

Ropes course, zip-line

The committee does not recommend a ropes course or large zip-line. There are no resources to staff an area where there would need to be proper supervision.

Golf Course 18 hole/9 hole executive

The committee does not recommend a golf course of any sort. There are multiple courses in and around Penfield and another course is not needed.

Soapbox Derby Facility

The committee heard a proposal for installing a soapbox derby facility on the Property. The committee recommends against this proposal as it would take too much space on the Property and utilized by too few residents.

Motor Sports

The committee does not recommend that motorized vehicles used by the general public be allowed on the Property.

Driving Range

The committee heard a proposal for a privately-operated driving range on part of the south side (former back 9). The committee decided this use would take too much space away from other activities, be too expensive to implement and maintain, and would require a lengthy open bidding process for interested operators. The committee recommends a driving range not be installed on the Property.

Passive Recreation

Description of land uses**Off-leash dog park**

While there was some community support for the development of an off-leash dog park, the implementation of this idea would require fencing off of a section of land and is not compatible with

the desire to keep the land open and natural. There is also an existing park within Penfield at Ellison Park. The committee does not recommend the development of an additional dog park.

Conservatory

There was limited support (1 vote) for a conservatory versus support for active recreation options. The committee does not recommend creating a conservatory at Shadow Pines Property.

Outdoor/Indoor exhibits (art)

There was limited community support for art exhibition space (2 votes). Certainly indoor art exhibit space is not conducive to the intended outdoor recreation spaces envisioned by the community and committee. The committee does not recommend the use of the land for art exhibits.

VII. Conclusion

It is a once in generation opportunity for a town to claim over 200 acres of space for community use and to allow residents to shape the future of that space. Open spaces like Shadow Pines are vitally important to the physical, mental, and emotional health of the community, providing an area that can be shaped and reshaped to meet the needs of the residents over time. The committee is grateful for being given the opportunity to be a part of that process. We would like to thank the Town Board and the many Town employees (seen and unseen) who took time out of their valuable work and personal schedules to guide us through the process and provide all the resources we requested to create this proposal.

This committee recommends that replanting programs be implemented, along the buffer zone and elsewhere on the Property, to replace the trees that have been removed due to illness or damage. The growth of trees is essential to green space and will help preserve the natural state of the Property.

The committee would also like to thank the many residents who came out in support of purchasing the Property and those who provided input on the use of the Property through online submissions, speaking at the public input session, and the countless conversations with committee members. All the suggestions received were considered (some painstakingly) by the committee and we tried to balance all the uses as best as we could. In the end not all suggestions were considered appropriate for the Property, but the overwhelming majority of them (outdoor active and passive recreation) we recommend here in some form; in some cases providing much-needed space to some underserved user groups.

Community open space is often on the decline around the country and we are thankful that Penfield is not one of those places. It is the committee's unanimous desire that Shadow Pines remain forever a recreational space for the Town of Penfield and surrounding residents.

Some time was spent discussing the potential need for improved public facilities such as a new community center and public library. The committee found these questions to be beyond the scope of our charge and generally inconsistent with the open space objective for the Property. The Town Board may want to revisit these concerns at another time.

Parking facilities may become an issue in the future. Depending on the eventual use of the Clark House, the shared parking arrangement could become awkward or inadequate. Since the 200 ft.

buffer zone restricts new development to trails and driveways, new parking facilities would not be located close to the approach roads, and valuable recreation space would have to be committed. The committee realized that issues such as parking, configuration of trails, paths, lodges, and pavilions, etc. are essential ingredients needing thoughtful implementation. It is recommended the Town engage professional municipal/environmental planning services to guide the planning and implementation of the best uses for the Property.

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