

# STATE OF NEW YORK

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6728

2017-2018 Regular Sessions

## IN SENATE

June 15, 2017

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Introduced by Sen. STEWART-COUSINS -- read twice and ordered printed,  
and when printed to be committed to the Committee on Rules

AN ACT to provide a procedure for village incorporation in a certain  
town in Westchester

The People of the State of New York, represented in Senate and Assem-  
bly, do enact as follows:

1 Section 1. Notwithstanding article 2 of the village law, in the town  
2 of Greenburgh, in the county of Westchester, the incorporation of a new  
3 village shall be pursuant to the provisions of this act. For the  
4 purposes of this act "town" shall mean the town of Greenburgh. A new  
5 village may be incorporated only on the majority vote of those qualified  
6 voters who cast their ballot in an election held on a valid petition and  
7 after the town board's finding of no significant adverse impact pursuant  
8 to the provisions of this act.

9 § 2. Population and area requirements. 1. A territory may be incorpo-  
10 rated as a village under this act providing it meets the following  
11 conditions:

12 a. The territory contains a population of at least one thousand  
13 persons, who are regular inhabitants thereof, as hereinafter defined;

14 b. The territory does not include a part of a city or village and  
15 further provided the limits of such territory:

16 (1) do not contain more than five square miles; or,

17 (2) are coterminous with:

18 (i) the entire boundaries of one school, fire, fire protection, fire  
19 alarm, town special or town improvement district; and/or

20 (ii) parts of the boundaries of more than one school, fire, fire  
21 protection, fire alarm, town special or town improvement district, all  
22 of which are wholly contained within such limits and within the town;  
23 and/or

24 (iii) the entire boundaries of the town; and/or

EXPLANATION--Matter in italics (underscored) is new; matter in brackets  
[-] is old law to be omitted.

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1 (iv) the entire boundaries of the territory of the town outside of the  
2 incorporated villages.

3 2. The words "regular inhabitants" as used herein and for the purpose  
4 of this act shall include all persons residing in the territory proposed  
5 to be incorporated except such persons who themselves, or who are  
6 persons under the age of eighteen years residing with persons who, main-  
7 tain a residence outside such territory which is used as their address  
8 for purposes of voting.

9 § 3. Community Impact Statement. 1. A two-part community impact state-  
10 ment shall be prepared and filed with the town clerk. Such community  
11 impact statement shall be written in plain language in a concise manner  
12 capable of being read and understood by the public.

13 2. Before a petition for incorporation may be circulated pursuant to  
14 section four of this act, "Part A" of the community impact statement  
15 shall be prepared and filed on behalf of the petitioners which shall  
16 include the following:

17 a. a proposed five year operating budget for the territory to be  
18 incorporated;

19 b. a proposed five year capital budget for the territory to be incor-  
20 porated;

21 c. a description of the services that would be provided by the  
22 proposed village;

23 d. a description of any deficiency in services provided by the town  
24 and the manner in which the incorporation would remedy the deficiency;

25 e. the estimated real property tax impact for a five year period on  
26 the territory to be incorporated;

27 f. the population, demographic, socio-economic and environmental  
28 impacts on the territory to be incorporated; and

29 g. the impact of the anticipated land use and infrastructure needs  
30 within the territory to be incorporated.

31 3. Within thirty days after the supervisor files a decision that a  
32 petition is legally sufficient, the supervisor shall prepare and file  
33 "Part B" of the community impact statement which shall include the  
34 following:

35 a. a proposed five year operating budget for the area of the town  
36 remaining unincorporated;

37 b. a proposed five year capital budget for the area of the town  
38 remaining unincorporated;

39 c. a description of any change of services for the area of the town  
40 remaining unincorporated which change is resultant from the incorpo-  
41 ration;

42 d. the estimated real property tax impact for a five year period on  
43 the area of the town remaining unincorporated;

44 e. the population, demographic, socio-economic and environmental  
45 impact on the area of the town remaining unincorporated;

46 f. the impact of anticipated land use and infrastructure needs within  
47 the area of the town remaining unincorporated;

48 4. The supervisor shall provide to the petitioner any and all informa-  
49 tion as the petitioner may reasonably require to prepare Part A of the  
50 community impact statement. The petitioners shall provide to the super-  
51 visor any and all information as he/she may reasonably require to  
52 prepare Part B of the community impact statement.

53 § 4. Petition for incorporation. 1. A proceeding for the incorporation  
54 of such territory as a village shall commence with the filing of a peti-  
55 tion with the supervisor.

56 2. The requirements for such petition are as follows:

1 a. Either one or both of the following two groups of persons may peti-  
2 tion for such incorporation:

3 (1) At least twenty percent of the residents of such territory quali-  
4 fied to vote for town officers in the town.

5 (2) The owners of more than fifty percent in assessed valuation of the  
6 real property in such territory assessed upon the last completed assess-  
7 ment roll of the town. Full valuation shall be determined by applying  
8 the appropriate equalization rate to such assessed valuations. If real  
9 property in such territory is owned by tenants in common, joint tenants  
10 or tenants by the entirety, each such tenant, as assigner of such peti-  
11 tion shall, for the purpose of ascertaining the percentage of the  
12 assessed valuation upon which the petition is based, be considered as  
13 the owner of an interest in such real property equal to the result  
14 reached by dividing the assessed valuation by the number of owners ther-  
15 eof and shall be credited to that extent with part of the total assessed  
16 valuation thereof. In the event such real property is part of a parcel  
17 of land partially situated within such territory, the town assessor or  
18 assessors shall, for the purposes of this section make an apportionment  
19 of the assessed value of such part as is in such territory. In such a  
20 case, only the apportioned value attributed to such part shall be  
21 considered.

22 b. Contents of petition. The petition shall contain the following  
23 information:

24 (1) An allegation of the basis on which the petition is signed.

25 (2) The name of the proposed village.

26 (3) An allegation that such territory contains a population of at  
27 least one thousand regular inhabitants.

28 (4) The manner in which the area requirements of section two of this  
29 act are satisfied along with a land survey prepared by a surveyor or  
30 engineer licensed in the state of New York.

31 (5) A designation of at least one but no more than three persons,  
32 giving full names and addresses, on whom and at which addresses all  
33 papers required to be served in connection with the proceeding for  
34 incorporation, shall be served. A majority of such designees must reside  
35 in such territory.

36 (6) Each page of the petition and all exhibits and certifications  
37 shall be securely fastened together dated and numbered.

38 c. Exhibits and certifications. Each copy of the petition shall have  
39 attached thereto prior to the signature pages:

40 (1) A description of such territory sufficient to identify the  
41 location and extent of such territory with common certainty and which  
42 shall be in one of the following forms or a combination thereof: (a) a  
43 metes and bounds description certified by a surveyor or engineer  
44 licensed in the state of New York; (b) a description made with reference  
45 to existing streets and navigable waters or a combination of same; or  
46 (c) a map showing existing streets and navigable waters or a combination  
47 of same forming boundaries or metes and bounds or the entire boundaries  
48 of the town.

49 (2) A list of the names and address of the regular inhabitants of such  
50 territory.

51 (3) If the petition is alleged to be signed by the owners of more than  
52 fifty per cent in assessed or full valuation, as the case may be, of the  
53 real property in such territory, there shall be attached to the petition  
54 following the signatures of the petitioners an affidavit by an assessor  
55 certifying the total assessed valuation of such territory and the  
56 correct total amount thereof owned by the signers of the petition.

d. Execution of petition. (1) Signature pages. The signatures to a petition shall be subscribed on a separate page or pages following the exhibits.

(2) Prefatory statement. Each signature page shall be prefaced by a statement of the basis on which the petition is signed and of the petitioners' familiarity with the contents and purpose thereof and the boundaries of the territory sought to be incorporated.

(3) Additional information. Following each signature there shall be set forth, not necessarily by the signer, the signer's address consisting of street name and number, if any, and town; and, if the petition is based on the ownership of more than fifty percent in assessed or full valuation, as the case may be, of the real property located in such territory, the amount of assessed valuation of real property owned by the signer as credited to him or her in accordance with subparagraph two of paragraph a of subdivision two of this section.

(4) Authentication. There shall be set forth at the bottom of each page of signatures an authenticating affidavit of a witness to the signing thereof which shall be in substantially the following form:

STATE OF NEW YORK

COUNTY OF ss.:

..... being duly sworn,  
(name of witness)  
says:

I reside at ..... in the  
(street name and number)  
.....of .....  
(town, city or village) (name of municipality)  
.....in the State of New York:

I know each of the persons whose names are subscribed to the above sheet having ..... signatures; and each of them  
(number)  
subscribed the same in my presence.

.....  
(signature of witness)

Sworn to before me

This ..... day of .....,.....  
(day)(month) (year)

.....  
(official title of officer)

3. Filing and deposit. a. Filing. The original petition, including all exhibits and certifications, shall be filed with the supervisor and duplicate originals, photocopies or other similar reproductions of the original petition shall be filed with the town board.

b. Deposit. At the time of filing of the petition there shall be deposited with the supervisor the sum of six thousand dollars to pay the cost of posting, publishing and serving required notices, stenographic services and services of inspectors of election in the event incorporation is not effected.

§ 5. Notice of hearing on legal sufficiency of the petition. Within twenty days after the filing of such petition, the supervisor shall cause to be posted on the town's website, in five public places in that territory and also to be published at least twice in the newspaper or newspapers designated pursuant to subdivision eleven of section sixty-four of the town law: that a petition for the incorporation of the village of (naming it) has been received; that at a place in such territory and on a day, not less than twenty nor more than thirty days after the date of the posting and first publication of such notice, which date and place shall be specified therein, a hearing will be had upon such petition; that such petition will be available for public inspection in the office of the town clerk until the date of such hearing; that the purpose of the hearing is to consider the legal sufficiency of the petition; that objections to the legal sufficiency of the petition must be in writing and signed by one or more of the residents of the town; and that any group of persons having one or more objections in common may make designation in writing and signed by them of at least one but no more than three persons giving the full names and addresses on whom and at which addresses all papers required to be served in connection with the proceeding for incorporation shall be served. A majority of such designees must reside in the town. In the absence of any other suitable place, such hearing shall be held in a school building, if any, located in such territory.

§ 6. Proceeding on hearing on the legal sufficiency of the petition. 1. The supervisor shall meet at the time and place specified in such notice and shall hear objections which may be presented as to the legal sufficiency of the petition for incorporation based upon any of the following grounds:

a. That a person signing such petition was not qualified therefor;

b. If it is alleged that the petition is submitted on the basis that the persons signing such petition constitute twenty per cent of the residents in such territory qualified to vote for officers of the town, that such allegation is false;

c. If it is alleged that the petition is submitted on the basis that the persons signing such petition are the owners of more than fifty percent in assessed valuation of the real property in such territory, assessed upon the last completed assessment roll of the town, that such allegation is false;

d. That such territory is part of a city or village;

e. That if such territory is less than the entire town, it contains more than five square miles and the limits of such territory are not coterminous with the entire boundaries of one school, fire, fire protection, fire alarm, town special or town improvement district and the limits of such territory are not coterminous with parts of the boundaries of more than one school, fire, fire protection, fire alarm, town special or town improvement district, all of which are wholly contained within such limits and within the town;

f. That such territory does not contain a population of at least one thousand regular inhabitants;

g. That the petition in any other specified respect does not conform to the requirements of this act.

2. The supervisor shall conduct the hearing.

3. All objections must be in writing and signed by one or more residents qualified to vote for town officers. Testimony as to objections may be taken at the hearing which shall be reduced to writing and subscribed by those testifying. The burden of proof shall be on the

1 objectors. All written objections and signed testimony shall clearly  
2 state the name and address of the objector.

3 4. The hearing may be adjourned but must be concluded within twenty  
4 days from the date fixed in the notice of hearing.

5 § 7. Decision as to legal sufficiency of petition. 1. Within ten days  
6 after such hearing is concluded the supervisor shall determine whether  
7 the petition complies with the requirements of this act and shall make  
8 and sign a decision accordingly. If the decision be adverse to the peti-  
9 tion, the decision shall contain a brief statement of the reasons on  
10 which the adverse decision is based.

11 2. The original of the decision, copies of the notice of the hearing  
12 together with affidavits of posting and publishing same, the written  
13 objections and the minutes of proceedings taken on the hearing including  
14 signed testimony shall be filed by the supervisor within fifteen days  
15 after the hearing is concluded, with the town clerk.

16 3. If no proceeding be instituted to review such decision within thir-  
17 ty days after such filing of the original copy thereof, the decision  
18 shall be final and conclusive. In the event that the decision is  
19 adverse to the petition, a new proceeding for incorporation may be  
20 commenced immediately.

21 § 8. Review of decision as to legal sufficiency of petition. 1. The  
22 decision of the supervisor as to the legal sufficiency of the petition  
23 shall be subject to judicial review in the manner provided in article  
24 seventy-eight of the civil practice law and rules. Such proceeding may  
25 be brought on the ground or grounds that said decision is illegal, based  
26 on insufficient evidence, or contrary to the weight of evidence. If the  
27 court determines that additional testimony or evidence is necessary for  
28 the proper disposition of the matter it may take such evidence or testi-  
29 mony or appoint a referee to take such evidence or testimony as it may  
30 direct and report the same to the court with his findings of fact and  
31 conclusions of law which shall constitute a part of the proceeding upon  
32 which the determination of the court shall be made. The court may  
33 reverse or affirm on the basis of law and fact as determined by the  
34 court.

35 2. Such proceeding must be instituted within thirty days after the  
36 filing of the original copy of such decision as required by section  
37 seven of this act.

38 3. The proceeding may only be instituted by a resident of the town.

39 4. In addition to the requirements of said article seventy-eight:

40 a. Notice of such a proceeding shall be given to the town clerk. He or  
41 she shall cause same to be filed in their office.

42 b. If the proceeding be brought to review a decision adverse to the  
43 petition, copies of all papers in connection therewith shall be served  
44 on all persons designated by objectors to the petition pursuant to  
45 section five of this act and on all other objectors who have made no  
46 such designations and whose objections were submitted in writing and  
47 signed. Service shall be sufficient if made either personally or by  
48 certified mail with a return receipt.

49 c. If the proceeding be brought to review a decision sustaining the  
50 petition, copies of all papers in connection therewith shall be served  
51 on all persons designated in the petition to receive same.

52 d. All persons served pursuant to paragraphs b and c of this subdivi-  
53 sion shall be parties to such proceeding under said article seventy-  
54 eight.

55 e. All issues in any proceeding hereunder shall have preference over  
56 all other civil actions and proceedings.

1 5. The successful party to any such proceeding shall file a certified  
2 copy of the decision and order in the office of the town clerk.

3 § 9. Consideration of the community impact statement and significant  
4 adverse impact. 1. Within twenty days of the filing of Part B of the  
5 community impact statement, the town board shall cause to be posted on  
6 the town website, in five public places in that territory and also to be  
7 published at least twice in the newspaper or newspapers designated  
8 pursuant to subdivision eleven of section sixty-four of the town law:  
9 that a petition for the incorporation of the village of (naming it) has  
10 been received; that at a place in such territory and on a day, not less  
11 than twenty nor more than thirty days after the date of posting and  
12 first publication of such notice, which date and place shall be speci-  
13 fied therein, a hearing will be had upon the Community Impact Statement  
14 of such petition; that such community impact statement will be available  
15 for public inspection in the office of the town clerk until the date of  
16 such hearing; and that the purpose of the hearing is to consider the  
17 legal sufficiency of Part A of the community impact statement and wheth-  
18 er there would be a significant adverse impact on the territory to be  
19 incorporated and/or on the remaining area of the town based on the  
20 community impact statement and testimony presented at such hearing.

21 2. The town board shall hold a public hearing pursuant to this  
22 section; such board shall meet at the time and place specified in such  
23 notice and shall hear testimony which may be presented regarding the  
24 legal sufficiency of Part A of the community impact statement and wheth-  
25 er there would be a significant adverse impact on the territory to be  
26 incorporated and/or on the remaining area of the town, based on the  
27 community impact statement and testimony presented at such hearing.

28 3. The supervisor shall conduct the hearing.

29 4. The hearing may be adjourned but must be concluded within twenty  
30 days from the date fixed in the notice of hearing.

31 § 10. Determination on the community impact statement and significant  
32 adverse impact. 1. Within ten days after the hearing on the community  
33 impact statement is concluded, the town board shall determine the legal  
34 sufficiency of Part A of the community impact statement based on the  
35 community impact statement and testimony presented at such hearing. The  
36 town board shall adopt a resolution by majority vote setting forth a  
37 statement of the reasons for its determination. The original of the  
38 resolution, copies of the notice of the hearing together with affidavits  
39 of posting and publishing same, any written testimony and the minutes of  
40 proceedings taken on the hearing including signed testimony shall be  
41 filed by such town board within fifteen days after the hearing is  
42 concluded, with the town clerk.

43 2. If the town board determines that Part A of the community impact  
44 statement is not legally sufficient, it shall cease consideration of the  
45 incorporation matter. Within thirty days thereafter, the petitioners may  
46 file an amended Part A of the community impact statement. Within twenty  
47 days of the filing of an amended Part A of the community impact state-  
48 ment, the town board shall re-commence consideration of the incorpo-  
49 ration matter beginning with holding another hearing pursuant to section  
50 nine of this act. If the town board determines that the amended Part A  
51 of the community impact statement is not legally sufficient, petitioners  
52 shall not be entitled to file an additional amended Part A of the commu-  
53 nity impact statement.

54 3. If the town board determines that Part A of the community impact  
55 statement is legally sufficient, within ten days after filing its deci-  
56 sion with the clerk, the town board shall determine whether there would

1 be a significant adverse impact on the territory to be incorporated  
2 and/or on the remaining area of the town. The town board shall adopt a  
3 resolution by majority vote setting forth a statement of the reasons for  
4 its determination. The original of the resolution, copies of the notice  
5 of the hearing together with affidavits of posting and publishing same,  
6 any written testimony and the minutes of proceedings taken on the hear-  
7 ing including signed testimony shall be filed by such town board within  
8 fifteen days thereafter with the town clerk.

9 4. The final resolution shall be final and conclusive if no amended  
10 Part A of the community impact statement is filed or if the amended Part  
11 A of the community impact statement is found to be legally insufficient,  
12 or if no proceeding is instituted to review each such determination  
13 within thirty days after the filing of the town board's final determi-  
14 nation either that: (i) Part A of the community impact statement is  
15 legally insufficient; (ii) there would be a significant adverse impact;  
16 or (iii) there would not be a significant adverse impact.

17 5. A town board determination that Part A of the community impact  
18 statement is not legally sufficient or there would be a significant  
19 adverse impact is to be considered adverse to the petition and no  
20 election may be held on the basis of that petition.

21 § 11. Review of determination on the legal sufficiency of Part A of  
22 the community impact statement or significant adverse impact. 1. The  
23 determination of the town board that (i) Part A of the community impact  
24 statement is or is not legally sufficient; or (ii) there would or would  
25 not be a significant adverse impact on the area to be incorporated  
26 and/or the remaining area of the town shall be subject to judicial  
27 review in the manner provided in article seventy-eight of the civil  
28 practice law and rules. Such proceeding may be brought on the ground or  
29 grounds that said determination is illegal, based on insufficient  
30 evidence, or contrary to the weight of evidence. If the court determines  
31 that additional testimony or evidence is necessary for the proper dispo-  
32 sition of the matter it may take such evidence or testimony or appoint a  
33 referee to take such evidence or testimony as it may direct and report  
34 the same to the court with his findings of fact and conclusions of law  
35 which shall constitute a part of the proceeding upon which the determi-  
36 nation of the court shall be made. The court may reverse or affirm on  
37 the basis of law and fact as determined by the court.

38 2. Such proceeding must be instituted within thirty days after the  
39 filing of an original resolution as required by section ten of this act.

40 3. The proceeding may only be instituted by a resident of the town.

41 4. In addition to the requirements of said article seventy-eight:

42 a. Notice of such a proceeding shall be given to the town clerk. He or  
43 she shall cause same to be filed in their office.

44 b. Copies of all papers in connection with the determination of the  
45 town board therewith shall be served on all persons designated in the  
46 petition for incorporation to receive same.

47 c. All issues in any proceeding hereunder shall have preference over  
48 all other civil actions and proceedings.

49 5. The successful party to any such proceeding shall file a certified  
50 copy of the decision and order in the office of the town clerk.

51 § 12. Right to election. 1. An election to determine the question of  
52 incorporation shall be held no later than forty days after the follow-  
53 ing, whichever is later:

54 a. The expiration of thirty days from the filing of the original town  
55 board decision finding no significant adverse impact and no proceeding  
56 having been instituted to review same, or



1     b. The filing of all final orders sustaining the petition after all  
2 proceedings to review pursuant to sections eight and eleven of this act.  
3     2. The procedure for conducting said election shall be pursuant to the  
4 election law.  
5     § 13. This act shall take effect immediately.