

## NEW WINDSOR 2009 COMPREHENSIVE PLAN UPDATE



Town of New Windsor  
Orange County, New York

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## I. INTRODUCTION

One of the most important powers granted to a municipality by the State of New York is the authority and responsibility to undertake comprehensive planning and land use regulation for the purpose of protecting the public health, safety and general welfare of its residents. A comprehensive plan includes an analysis of existing conditions, the identification of problem areas, a discussion of both the long and short term goals aimed at achieving an overall vision, and a plan for implementing specific tools to help a community reach its stated goals. Adoption of this comprehensive plan will be subject to the provisions of the State Environmental Quality Review Act and a Generic Environmental Impact Statement (GEIS) will be prepared.

The most important function for a Plan is to help guide the future growth and development of the Town, through a series of coordinated goals, policies and strategies. The Plan should record the best thinking of the Town as to its future physical growth and development and to give direction to both public and private development.

The Plan should encompass a long term vision of the community, but while its objectives are long-range, the Plan should be capable of offering guidance for short-range land use decisions upon adoption. Although it is often difficult to address immediate issues and problems with long-range concepts and principles, short term solutions without respect for long-term purposes can dilute the ultimate effectiveness and impact of the immediate solution.

The format of the Plan is divided into nine chapters. Chapters two through eight include the primary development issues addressed in the Plan. Chapter nine addresses the overall proposed land use pattern and incorporates the goals and recommendations of chapters two through seven. The final chapter outlines the steps necessary for implementation and the basis for revising or adding zoning and land use regulations. The primary subjects are:

- Population, Housing & Residential Development
- Economic Development
- Natural Resources
- Transportation
- Water & Sewer
- Agriculture
- Land Use & Zoning

The Draft Plan has been developed by the Planning Consultant with extensive input from the Comprehensive Plan Advisory Committee. Two public workshops have been held and public input has been received through the Town's website and a Town Hall drop off for written comments.

## **A. Mission Statement**

The mission statement developed with input from the Comprehensive Plan's Citizens Advisory Committee is:

*Balance residential and non-residential development in a responsible manner that will allow for improved protection of natural resources and maintenance of the traditional rural residential character of portions of the Town, while increasing the tax base, encouraging attractive economic activity with higher paying jobs and providing a variety of housing types and supportive municipal services to meet the needs of present and future residents.*

## **B. Principles of the Plan**

The Plan has been formulated in accordance with a set of overall principles, which should be used as the basis for all Town actions:

1. Recognize the uniqueness of New Windsor as a community within the rapidly growing Hudson Valley region, and strive to preserve its suburban and exurban character.
2. Promote economic growth to ensure a balanced and economically viable community.
3. Preserve the important natural resources and historic qualities of New Windsor.
4. Promote the development of a modern sustainable economy and environment that supports residents and enhances the quality of life.
5. Plan for changes within the community so that new development or redevelopment results in a residential community with a superior quality of life consistent with contemporary planning principles.
6. Enhance the sense of community for residents of the Town, by providing for a central focus of activity, public services that enhance the wellbeing of residents, and increased opportunities to live, work and shop in New Windsor.

## **C. General Planning Policies**

The general planning policies of the Plan are to:

1. Recognize that New Windsor is part of a larger region; therefore, planning its future must take into account the impact, beneficial or otherwise, of this interdependent relationship.
2. Encourage actions by all Town agencies and departments to reflect the goals, policies and strategies of the Plan. All pertinent codes, regulations, and ordinances

which effect development should be reviewed, strengthened where necessary, and enforced to support the goals of the Plan.

3. The Town's financial resources should be considered when planning for future municipal improvements and services.
4. Promote greater citizen awareness of and participation in, local planning efforts through meetings, publications, and other appropriate mechanisms.
5. Set up an escrow system for developers to assure adequate funds for necessary planning, engineering, and other expert reviews to assist the Planning Board during all project reviews.

#### **D. Background**

The Town of New Windsor is located along the Hudson River approximately 60 miles north of New York City in Orange County, New York. It is bordered to the north by the City and Town of Newburgh and the Town of Montgomery, to the west by the Town of Montgomery and the Town of Hamptonburgh, to the south by the Town of Blooming Grove and the Town of Cornwall, and to the east by the Hudson River (refer to Figure 1).

New Windsor was originally part of lands deeded to Captain John Evens in the late 1600s. Once vacated, it became part of the lands known as the "Precinct of the Highlands". In 1743 more definite borders were delineated which encompassed parts of the present towns of New Windsor, Newburgh, Marlboro, and Plattekill until 1762 when the precinct was divided and the Town of New Windsor and City of Newburgh were created.<sup>1</sup> During much of the Revolutionary War, New Windsor served as the major command post for the Continental Army.

The Town evolved in an organic fashion over time due to its proximity to the Hudson River and surrounding larger cities, particularly New York City. Rail service and road infrastructure created to serve these other large cities slowly began to infiltrate the eastern portion of the Town which generated opportunities for development in this area. Industrial and commercial uses slowly emerged along rail lines and the River while residential development occurred just west of this development to accommodate workers. Throughout the 1960's and 1970's residential development spread westward as transportation infrastructure was greatly expanded. Historic land use patterns have remained consistent.

A major force in the Town's history was the development of Stewart Airport, dating back to 1930, which served primarily military purposes. It's now emerging into a major regional air and cargo facility that will have a major influence on the Town's development.

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<sup>1</sup> Ruttenber, E.M. and L.H. Clark. History of Orange County, New York. Interlaken, NY. 1986. page 210.

**E. State Environmental Quality Review Act (SEQRA)**

New York State's Environmental Quality Review Act (SEQRA) establishes a process to review an action's potential impact on a community and its environment, and to mitigate any adverse impacts which may result. The SEQRA process identifies and establishes thresholds for the types of activities likely to require no environmental review (Type II Action), or, conversely, activities likely to require the preparation of full documentation in the form of a draft and/or final environmental impact statement (Type I). The adoption of a Comprehensive Plan is considered a Type I Action.

The Town Board, the only body that may adopt a Plan, will automatically be the Lead Agency to conduct the SEQR process.

## **II. POPULATION, HOUSING, AND RESIDENTIAL DEVELOPMENT OPPORTUNITIES**

### **A. Goals**

*Goal: Maintain and improve the quality of existing neighborhoods and housing stock.*

*Goal: Expand and protect housing opportunities for residents of the Town.*

*Goal: Plan to accommodate growth at densities commensurate with environmental and infrastructure constraints in well planned neighborhoods.*

### **B. Summary of Existing Conditions**

#### **1. Population**

The Town of New Windsor, with a current estimated population of 24,966, makes up approximately 6.7 percent of the total population of Orange County as of 2005. The populations of both New Windsor and Orange County increased significantly between 1960 and 1970. Over the twenty years that followed, the population continued a high rate of growth, but slightly declined between 1990 and 2000. The U.S. Census estimates that the population has rebounded significantly from approximately 22,866 in 2000 to approximately 24,966 in 2005 an increase of 8.4 percent. The Orange County Planning Department estimates that the population will again sharply increase both at the local and County levels. By the year 2020 it is projected that population within New Windsor may reach almost 40,000.

The 1975 Town Comprehensive Plan had estimated much greater population increases projecting a population total between 41,000 and 57,000 by 1985 and 76,900 by the year 2000.

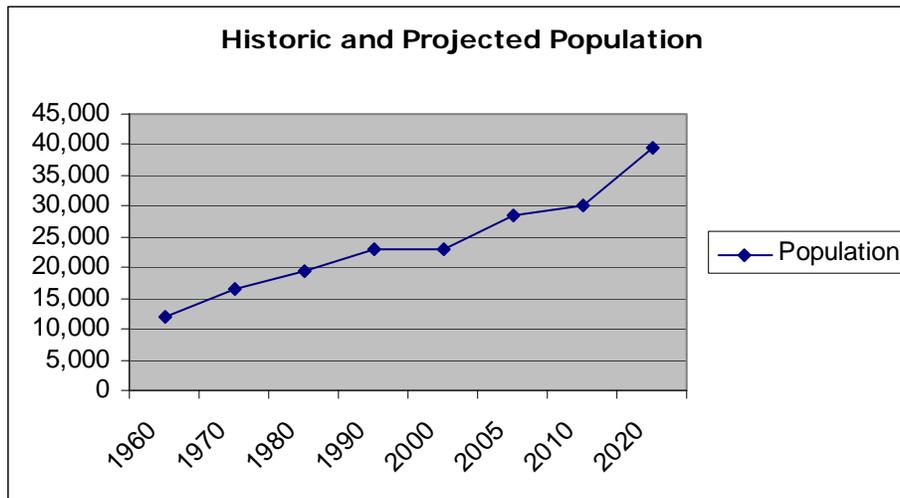
Table 1 below shows historic population totals in the Town of New Windsor and Orange County from 1960 to 2000 and population projections from various sources. As noted, the Census Bureau estimates the 2005 Town population to be nearly 25,000.

**Table 1 – Historic Population & Projected, 1960-2020**

Year	New Windsor	Percent Change	Orange County	Percent Change
1960	11,908	--	183,734	--
1970 <sup>2</sup>	16,650	39.82%	221,657	20.64%
1980 <sup>3</sup>	19,502	17.13%	259,603	17.12%
1990	22,937	17.61%	307,647	18.51%
2000	22,866	-0.31%	341,367	10.96%
2005 <sup>4</sup>	24,966	9.18%	372,893	9.24%
2010 <sup>5</sup>	30,099	20.56%	386,215	3.57%
2020	39,621	31.64%	436,954	13.14%

Multiple sources; see footnotes.

Age related data is helpful to understand potential future needs for housing and other services. The median population age within the Town is 36.7 years which is slightly higher than the County median age of 34.7. The population is spread out relatively evenly among the other age cohorts. Compared to the County, New Windsor has a lower percentage of school-aged children and a greater percentage of senior citizens (refer to Table 2).



Multiple sources; see footnotes.

<sup>2</sup> 1960 and 1970 population totals from Town of New Windsor Basic Studies Summary, Proposed Development Plan. Manuel S. Emanuel Associates, Inc. 1975.

<sup>3</sup> 1980 population provided by Orange County Data Book, Orange County Department of Planning and Development, 1986

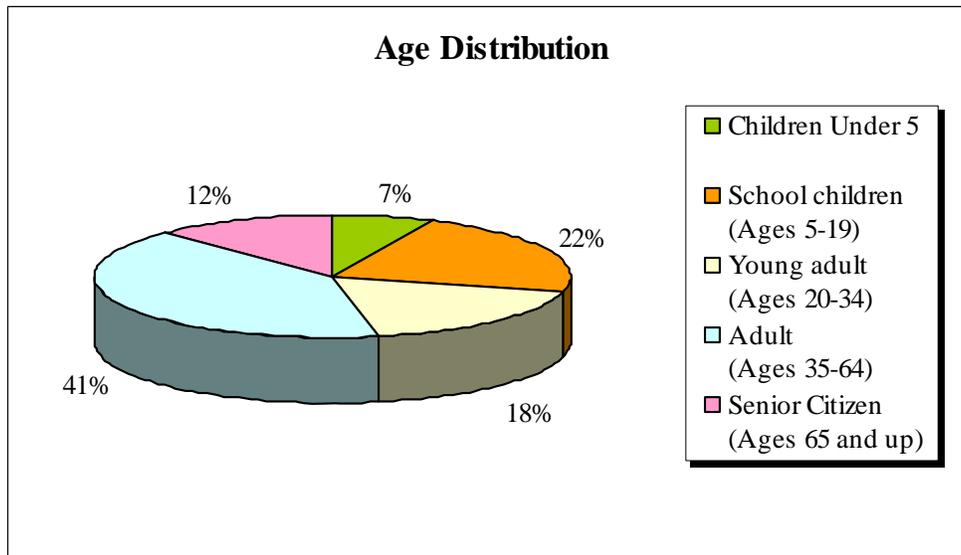
<sup>4</sup> 1990, 2000 census population totals and 2005 population estimate provided by U.S. Census Bureau

<sup>5</sup> 2010 and 2020 population projections from Orange County Department of Planning, 2002

**Table 2 – Population by Age, 2000**

Age Group	New Windsor		Orange County	
	Population	Percent	Population	Percent
Under 5 years	1,592	7	25,970	7.6
5 to 9 years	1,745	7.6	28,746	8.4
10 to 14 years	1,773	7.8	28,599	8.4
15 to 19 years	1,452	6.4	25,554	7.5
20 to 24 years	1,118	4.9	19,938	5.8
25 to 34 years	3,048	13.3	43,419	12.7
35 to 44 years	4,096	17.9	59,099	17.3
45 to 54 years	3,217	14.1	47,221	13.8
55 to 59 years	1,150	5	16,100	4.7
60 to 64 years	815	3.6	11,536	3.4
65 to 74 years	1,505	6.6	18,256	5.3
75 to 84 years	1,038	4.5	12,294	3.6
85 years and over	317	1.4	4,635	1.4
Median Age	36.7	--	34.7	--

Source: U.S. census, 2000



Source: U.S. census, 2000

## 2. Housing

It is important to regularly inventory housing characteristics and compare what exists with current and future populations to determine if the Town's housing stock is adequate to meet their needs or to determine what changes, if any, need to be made or are desirable to meeting planning goals.

The Town of New Windsor has a large diversified housing stock consisting of 8,759 total units (2000 U.S. Census) with a 4.1 percent vacancy rate (2000 census). Of the 8,396 occupied housing units, just over 70 percent are owner occupied while, conversely, just under 29 percent are rental units (refer to Table 3). As noted later in this section, the total housing stock has increased by about 20 percent since 2000.

**Table 3 – Housing Stock, 2000**

	<b>Units</b>	<b>Percentage</b>
Vacant	363	4.1
Occupied	8,396	95.9
Seasonal/Occasional Use	70	0.8
Owner Occupied	5,917	70.5
Renter Occupied	2,479	29.5
Total Housing Units	8,759	--
Average Household Size	2.69	--

Source: 2000 U.S. Census

As is the case throughout Orange County, the majority of the Town’s housing units are detached single family dwellings. The breakdown of attached units, as shown in Table 4, may have changed since the 2000 census as a number of multi-family housing units have been recently constructed within the Town.

**Table 4 – Units in Structure, 2000**

<b>Type of dwelling</b>	<b>Units</b>	<b>Percentage</b>
1-unit, detached	5,175	59.4
1-unit, attached	641	7.4
2 units	459	5.3
3 or 4 units	466	5.3
5 to 9 units	676	7.8
10 to 19 units	342	3.9
20 or more units	320	3.7
Mobile home	628	7.2
Boat, RV, van, etc.	7	0.1

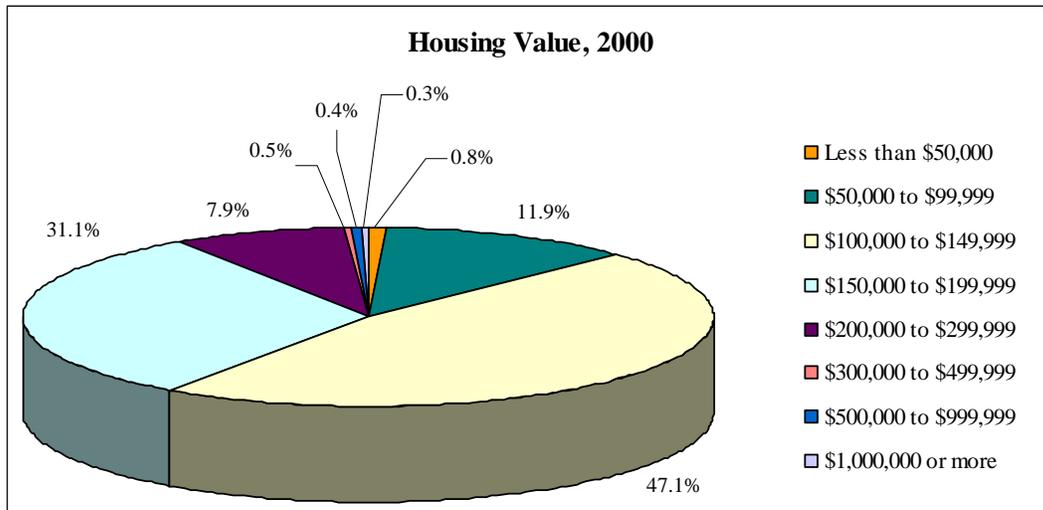
Source: 2000 U.S. Census

Housing value within the Town, in 2000, was slightly lower than Orange County as a whole in 2000 at \$141,500. Approximately 78 percent of the homes within the Town are priced between \$100,000 and \$199,999 with approximately 1 percent priced over \$300,000. In neighboring Rockland County, the median home value was approximately \$101,000 higher and it is generally agreed that it is one of the factors leading to the recent influx of new residents to Orange County (refer to Tables 5 and 6).

**Table 5 – Housing Value, 2000**

Value	Units	Percentage
Less than \$50,000	38	0.8
\$50,000 to \$99,999	561	11.9
\$100,000 to \$149,999	2,228	47.1
\$150,000 to \$199,999	1,471	31.1
\$200,000 to \$299,999	373	7.9
\$300,000 to \$499,999	24	0.5
\$500,000 to \$999,999	19	0.4
\$1,000,000 or more	13	0.3

Source: 2000 U.S. Census



Source: 2000 U.S. Census

It should also be noted that the price range for condominium units in new developments within the Town such as The Grove, are much higher than the previously mentioned average home price starting at \$345,000.<sup>6</sup>

**Table 6 – Median Home Value, 2000**

New Windsor	\$141,500
Orange County	\$144,500
Rockland County	\$242,500

Source: 2000 U.S. Census

<sup>6</sup> According to developer K.Hovnanian Home Builders website

According to the Greater Hudson Valley Multiple Listing Service, the median price for homes sold in New Windsor in 2005 was \$310,000 and \$313,900 in 2006. The County median's for these two recent years was \$317,500 and \$319,000 respectively.

### Recent Development

Since 2000, there have been a number of residential developments constructed within the Town. According to records in the Town's Planning and Zoning Office, approximately 1,816 new housing units have either been built or have been proposed within the Town over the last five years. This is equivalent to just over 20 percent of the total housing stock from the 2000 census. Of this new development, approximately 1,337 units are multi family dwellings.

### Senior Citizen Housing Developments

There are currently two designated age-restricted developments within the Town which restrict residents to ages 55 and older. A third age-restricted development known as Benedict Pond, consisting of 120 units, has been approved by the Planning Board but is subject to the water moratorium currently in place.

Presently there are five other proposed age-restricted developments before the Town Board, Town Planning Board, or the Zoning Board of Appeals comprising of a total of approximately 700 units.

### Affordable Housing

The only designated "affordable" housing currently built within the Town is the New Windsor Senior Housing project located in Vails Gate. In general, monthly housing costs are in line with resident's annual income. Less than 25 percent of Town residents spend more than 30 percent of their annual income on housing related costs according to the U.S. Census. This is similar to Orange County as a whole. However, a portion of those paying more than 30 percent are families earning 80 percent or less of the Town's median income.

The term "affordable" is defined as housing that costs no more than 30 percent of a homeowner's monthly income and that is guaranteed to remain affordable for a period of time to families who qualify under specific income guidelines (refer to Table 7). Typically a qualifying household would need to earn less than 80 percent of the local median income. Affordable housing can be age restricted or can be reserved for specific groups such as municipal employees, emergency medical and fire fighting volunteers or can simply be allocated to anyone meeting income requirements set by the U.S. Department of Housing and Urban Development (HUD).

**Table 7 – Orange County HUD Eligibility Income Limits, 2007**

Family Size	Percent of Orange County Median Income					
	30%	40%	50%	60%	70%	80%
1	\$16,050	\$21,400	\$26,750	\$32,100	\$37,450	\$41,300
2	\$18,300	\$24,440	\$30,550	\$36,660	\$42,770	\$47,200
3	\$20,600	\$27,520	\$34,400	\$41,280	\$48,160	\$53,100
4	\$22,900	\$30,560	\$38,200	\$45,840	\$53,480	\$59,000
5	\$24,750	\$33,000	\$41,250	\$49,500	\$57,750	\$63,700
6	\$26,550	\$35,440	\$44,300	\$53,160	\$62,020	\$68,450
7	\$28,400	\$37,880	\$47,350	\$56,820	\$66,290	\$73,150
8	\$30,250	\$40,320	\$50,400	\$60,480	\$70,560	\$77,900

Prepared by Turner Miller Group

Source: Orange County Office of Community Development

Table 8 indicates the maximum rents, including utilities that can be charged by a landlord/developer in Orange County to qualify for Low Income Affordable Production Program subsidies. These limits are set by HUD based on 65 percent of the County's median income.

**Table 8 – Orange County Low Income Rent Limits Including Utilities, 2007**

Bedrooms	Rent Limits*
1	\$866.00
2	\$1,060.00
3	\$1,257.00
4	\$1,383.00

Prepared by Turner Miller Group

Source: Orange County Office of Community Development; HUD

\* 65 percent of median income

There is some portion of the Town's current population that would benefit from more affordable housing.

### **3. Residential Development Opportunities**

A Geographic Information System (GIS) was utilized in an analysis of approximate residential development potential and the likely population that could be generated if this development were to occur in the Town in accordance with current Town zoning policies.

#### Development Potential Methodology

In order to assess residential development potential, privately owned vacant and oversized lots most susceptible to further development were identified. An assessment was then made of the potential buildout of these lots under existing zoning. The development

potential analysis is intended to provide a “snapshot” of potential buildout under the Town’s present regulatory environment.

County and Town-owned lands, transmission easements, quasi-public facilities, houses of worship, cemeteries and land presently developed as multi-family residences were assumed to have no potential for additional development.

Once the lots meeting the minimum lot size in their respective zoning districts were identified, the next step was to identify the factors that would affect the development potential of each lot. The factors considered included:

- The Town’s current zoning classifications;
- FEMA 100-year Floodplains;
- NYSDEC & NWI wetlands;
- Soils; and
- Waterbodies.

The extent of the known constraints are based on various sources of data including mapping products acquired from the New York State Department of Environmental Conservation (NYSDEC), the Federal Emergency Management Agency (FEMA), the Army Corps of Engineers (ACOE), and the United States Department of Agriculture (USDA), as well as subdivision applications previously submitted to the Town for approval.

Environmental constraints were factored, with deductions on a parcel-by-parcel basis to yield a net developable lot area. In determining residential development potential, the net developable lot area was decreased by 15% to take into account space for the installation of infrastructure and inefficiencies in lot layout; the remaining net developable lot area was then divided by the minimum lot area of the respective district in which the property was located to yield the potential number of additional residential development lots.

The deductions taken are as follows (based on assumption):

- Infrastructure – 15% deduction;
- FEMA 100-year Floodplains, NYSDEC & NWI wetlands, and waterbodies – 50% of the land area of that portion of a parcel with constraints was counted as part of minimum lot area.

### Land Use & Zoning

The following residential zoning districts are found within the Town (refer to Figure 13):

- R-1 – 80,000 sq. ft. minimum lot size – not to exceed 1 dwelling on each lot (regardless of the availability of central water or central sewer)
- R-2 – 80,000 sq. ft. minimum lot size – not to exceed 1 dwelling on each lot, without central water and without central sewer

- R-3 – 80,000 sq. ft. minimum lot size for one-family – not to exceed 1 dwelling on each lot (regardless of the availability of central water or central sewer); and 120,000 sq. ft. minimum for two-family – not to exceed 1 dwelling on each lot (regardless of the availability of central water or central sewer)
- R-4 – 43,560 sq. ft. minimum lot size - not to exceed 1 dwelling on each lot (regardless of the availability of central water or central sewer)
- R-5 – 43,560 sq. ft. minimum lot size for one-family; 65,000 sq. ft. minimum for two-family – not to exceed 1 dwelling on each lot (regardless of the availability of central water or central sewer); and 5 acres (7,000 sq. ft. per unit) for multi-family with both central water and sewer
- PO – 43,560 sq. ft. minimum lot size – not to exceed 1 dwelling on each lot (regardless of the availability of central water or central sewer)
- CL-1 – 12,500 sq. ft. minimum lot size – not to exceed 1 dwelling on each lot, with both central water and central sewer

Development potential was calculated based on the most intense residential use permitted in each of the respective zoning districts. The analysis assumes that all vacant land with the potential for development in the PO zoning district would be used for residential uses.

#### Development Potential Analysis

Of the identified lots with the potential for further development, NYSDEC & NWI wetlands and soil properties and conditions pose the greatest limitation on the additional number of building lots that would be permitted on a parcel-by-parcel basis. FEMA 100-year Floodplains and waterbodies also result in further limitations on development.

The analysis indicates there is the potential for an additional 3,350+/- residential dwelling units in the Town under existing zoning, not including those presently approved by the Planning Board. Approximately 1,350 additional dwelling units have been approved by the Planning Board but have not yet been built. According to the 2000 U.S. Census the average household size for the Town of New Windsor is 2.69 persons. If an additional 4,700 dwelling units were constructed in the Town, the population would increase by approximately 12,650 persons, if family sizes remained the same, for a total population in the Town of approximately 37,616 persons (refer to Table 9). This does not include potential development under the Town's senior citizen housing provision, which permits 9 to 18 dwelling units per acre.

A number of developments within the Town have been approved by the Town Planning Board but have not yet been built because they are subject to the Town's current water moratorium (refer to Table 9) which was imposed by resolution of the Town Board on January 3, 2003. This moratorium prohibits the extension of the Town's existing water mains, and as a result, prohibits new developments from connecting to the Town's water system unless adequate mitigation measures are implemented. In addition, the Town is actively seeking to improve its water supply system. Towards that end, in August 2007 the Town entered into an agreement with the City of Newburgh to acquire up to an additional 1,000,000 gpd of water from the City for various public and municipal purposes which the Town can access and use in addition to the regular and usual supply

available from the New York City Catskill Aqueduct. The Town has also recently applied for and received a permit from the NYSDEC to add additional water supply wells, known as the St. Anne's wells, to its water supply system.

**Table 9 – Potential Residential Population**

<b>Description</b>	<b>Town of New Windsor</b>
Town Population (2005)*	24,966
Potential Additional Residential Dwelling Units	3,350
Residential Dwelling Units Approved by Planning Board (not yet built)	1,350
Additional Residents (2.69/DU – from 2000 Census)	12,650
Potential Future Population (under current zoning)	37,616

Prepared by Turner Miller Group

Source: 2000 U.S. Census

\* 2005 population is an estimate from the US Census Bureau

Table 10 below illustrates development potential in the Town broken down by current zoning districts.

**Table 10 – Residential Development Potential by Zoning District**

<b>Zoning District</b>	<b>Estimated Additional Dwelling Units</b>
R-1	1,475
R-2	95
R-3	350
R-4	300
R-5	980
PI	125
PO	15
CL-1	0

Prepared by Turner Miller Group

The proposed adoption of the Comprehensive Plan and zoning amendments that will ultimately implement the Plan are anticipated to result in a change in the total development potential on the remaining developable parcels within the Town.

## **C. Recommendations**

### **1. Neighborhood Quality**

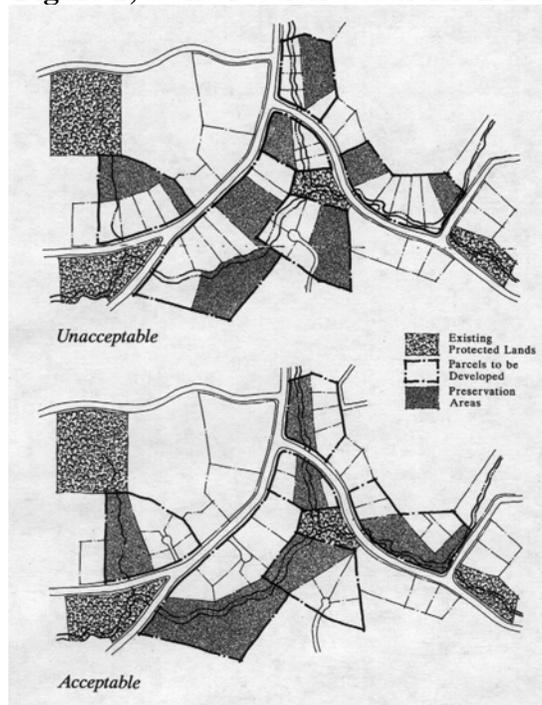
- Established residential portions of the Town should generally retain their existing housing densities.
- Increase the permitted residential densities in the R-3 and R-4 zones. Potential changes should take available water and sewer infrastructure into account.

- Vegetative buffers should be created and or retained between developments and local roadways and neighboring non-residential land uses in order to preserve the rural residential character and scenic viewsheds within the Town. Requiring buffers of 50 feet or more will help to achieve or retain neighborhood quality.

## 2. Housing Production

- Encourage the production of housing appropriate to all segments of the population, including lower, moderate, and upper income housing, to maintain a balanced community. Consider variable zoning incentives and set asides to achieve this objective.
- Developers of new subdivisions in the western portion of the Town should be required to explore clustering as an option in order to conserve open space and natural resources, create efficient infrastructure, including limiting the amount of impervious surface, and provide diversity in housing. Cluster development may be required at the discretion of the Planning Board. Cluster layouts should be designed based on a specific formula to determine the best way for each specific development to fit into the landscape based on the environmental features of each specific site, as well as to contribute towards an open space and natural resource protection system. The Town may provide incentives for development that maintains at least 40 percent of open areas, and where open space contributes to Town open space and natural resource protection policies.

**Figure 2, Conservation Subdivision Design**



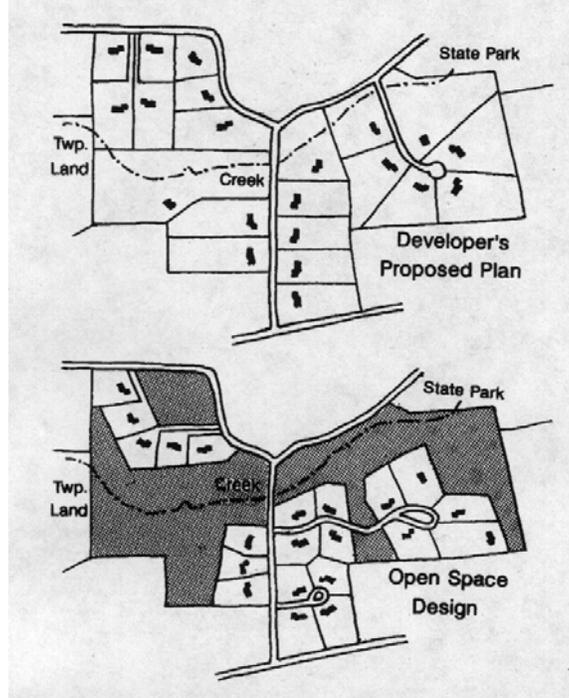
Source: Rural by Design, Randall Arendt

- Senior citizen housing should be planned as part of the community where services and utilities are available and where there is good access to transportation and community services.
- The location of senior citizen housing in the Town should be limited to the medium and high density residential zones identified on the Land Use Plan (Figure 14). This would reduce potential incompatibility and the potential for uncontrolled expansion of utilities into low density residential areas. It would also help to reduce the potential of population growth that exceeds the capability of services and infrastructure, including roads.
- The portion of the senior housing overlay district west of the Silver Stream Reservoir should be eliminated from the newly revised senior housing law adopted by the Town to reduce the intensity of development near the Reservoir, a public drinking water source.

The newly revised senior housing law adopted by the Town allows for senior housing to be developed solely within a redrawn and limited Senior Citizen Overlay District which defines areas in the Town which are appropriate for age restricted developments. The law does not differentiate between different types of facilities including independent living, congregate care, assisted living, nursing homes, etc. which differ significantly and should be addressed. Appropriate standards for each type of development should be articulated in the ordinance.

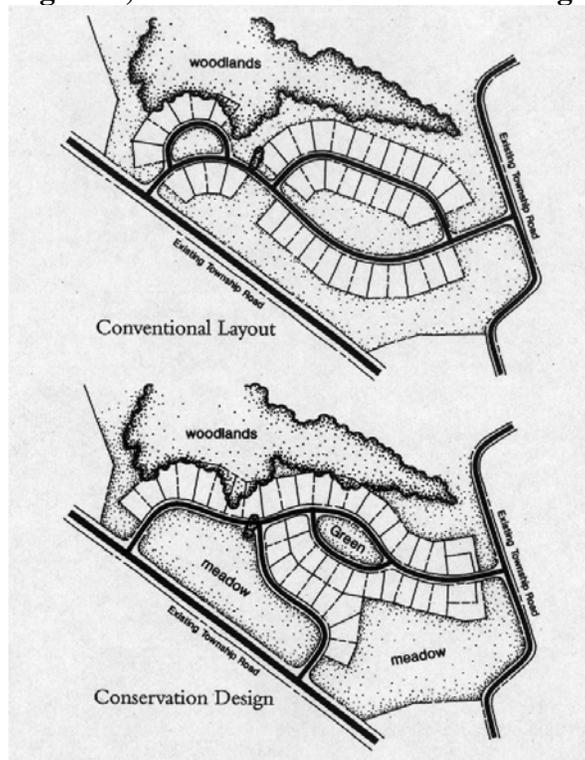
- Establish a committee of senior citizens to keep abreast of the latest trends in senior housing by identifying and investigating successful endeavors of other municipalities. This committee could make periodic reports to the Town Board on these matters with suggestions to achieve senior housing within the context of the Town Plan.
- Use available federal, state, and local resources to support the production of affordable housing.
- Coordinate building heights and floor area ratios (FAR) with set back requirements in order to protect the integrity of neighborhoods. Larger homes should be set back further from roadways and their scale should be consistent with the neighborhood. This will protect neighborhoods from intrusion of oversized houses not consistent with the neighborhood scale. Further, the Town may wish to restrict building footprints by a percentage of lot size. This would ensure that there is a sufficient area of the building lot for accessory uses (i.e. pool, shed, etc.)
- Only require sidewalks in development that is of an appropriate density – generally two units per acre or higher.

**Figure 3, Conservation Subdivision Design**



Source: Rural by Design, Randall Arendt

**Figure 4, Conservation Subdivision Design**



Source: Conservation Design, Randall Arendt

- Develop a Conservation Cluster Overlay Zone that would allow for incentives in the form of increased residential density in exchange for the preservation and/or dedication of open space lands as part of a development. This overlay zone could share the boundaries of the Town's R-1, R-2, and R-3 zones and require the preservation and protection of a determined percentage of lands to be developed (e.g. 50%). If additional lands are preserved above the minimum base required, increased density incentives could be provided on a sliding scale basis. Only lands meeting minimum eligibility criteria would be considered for designation for Conservation Cluster Development. Cluster development may be required at the discretion of the Planning Board.

**Conservation Subdivision Design** is a term coined by Randall Arendt. The concept uses open space resources present on a site to be developed at the starting point for design.

The four-step process in designing a conservation subdivision include:

1. Identify conservation areas
2. Locate development lots
3. Align streets and trails
4. Draw in the lot lines

A **conservation easement** is a legal tool that ensures that conservation lands set aside as a result of this process remain undeveloped.

**Ownership options** for conservation lands include individuals, homeowner's associations, land conservancies, or the Town.

Source: Randall Arendt's *Conservation Design for Subdivisions: A Practical Guide to Creating Open Space Networks* (1996) and *Growing Greener: Putting conservation into Local Plans and Ordinances* (1999).

### III. ECONOMIC DEVELOPMENT

#### A. Goals

*Goal: Ensure a sound local economy which attracts investment, increases the tax base, creates employment for Town residents and generates public revenues.*

*Goal: Establish 400 +/- acre special economic development area on Route 747 adjacent to Stewart Airport as a high quality economic development zone.*

*Goal: Enhance and expand non-residential development to include infill along existing mixed use corridors. Extend well designed commercial development into new areas along heavily traveled routes (e.g. portions of Routes 207 and 300) in order to encourage economic development while limiting unplanned and scattered strip development.*

*Goal: Assure that new development meets high design standards and is well integrated with existing development.*

#### B. Summary of Existing Conditions

In the year 2000 the Town had a total workforce of 10,837 defined as the employed civilian population within the Town aged 16 and over. These workers are employed in the following industries:

**Table 11 – Employment by Industry, 2000**

Industry	Number	Percentage
Agriculture, Forestry, Fishing and Mining	110	1%
Construction	800	5.5%
Manufacturing	886	8.2%
Wholesale Trade	431	4%
Retail Trade	1544	14.2%
Transportation, Warehousing and Utilities	761	7%
Information	371	3.4%
Finance, Insurance, Real Estate	774	7.1%
Professional, Scientific, Management, Administrative and Waste management	828	7.6%
Education, Health and Social Services	2494	23%
Arts, Entertainment, Recreation, Accommodation and Food Service	663	6.1%
Public Administration	489	4.5%
Other Services	886	8.2%

Source: U.S. Census, 2000  
Prepared by Turner Miller Group

The high percentage of employment in retail and education and health services reflects the nature of the area's major employers and the strong retail and service based economy. The low employment in agriculture, on the other hand, reflects the diminishing role of agriculture as an employer.

Unemployment within the Town for the same year (2000) was 2.8% equivalent to approximately 483 individuals.

Median household income for residents of the Town was \$51,113 this is slightly less than the median household income for Orange County which was \$52,058. While these figures have undoubtedly increased for both Town and County, it is likely that the Town is still close to the median, not significantly higher or lower.

## **C. Recommendations**

### **1. Airport Related Development**

- Develop a plan and zoning framework for the utilization of the 400+/- acre tract of land adjacent to Stewart Airport that is not part of the Stewart State Forest. The Town should encourage airport related development such as hotels, conference centers, medical, educational, and high end research and office space to be constructed in this area in an attractive, economically sustainable and environmentally sensitive manner. It should reflect a combination of destination uses that would benefit from the Airport and surrounding regional highway system, and uses that will serve and support the immediate region.
- Large vegetative buffers in excess of 100 feet, to be determined by the Planning Board, should be maintained between the airport and any development.
- Developments should retain as many mature trees as possible as to not reduce existing noise and visual barriers.

### **2. Other Major Economic Development Areas**

- Generally, commercial and industrial development should be limited to areas already developed including infill.
- Commercial and corporate development should generally be encouraged along Route 207 from Toleman Road east to Union Avenue and from Route 300 to the Five Corners Intersection to support the airport and further economic development.
- Future non-residential development should be limited along residential corridors along Route 207, generally west of Toleman Road, and other predominantly residential corridors in order to maintain the rural and historic qualities of these areas (see Land Use Plan).

- Develop public-private development relationships with major private landholders along River Road and the Hudson River in an effort to redevelop areas of the waterfront for public access, commercial (retail, office, restaurant, entertainment, etc.), recreational, and mixed-use residential.
- Coordinate with the Orange County Partnership and Chamber of Commerce to promote local business and quality employment in designated areas, particularly in the eastern portion of the Town along major routes and thoroughfares.

### 3. Design Guidelines

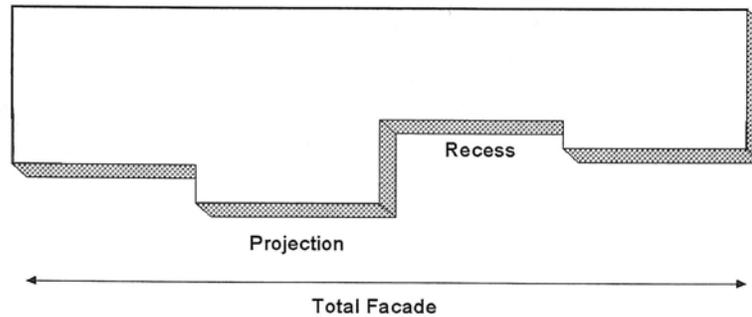
- Developments should be designed using natural materials and be developed at a pedestrian scale. Roofs should be pitched or gabled and other architectural elements should be incorporated whenever possible in order to reduce monotony, create interesting development, and retain the attractiveness of corridors.



Example of façade projection and recess along Route 207

- The size of a development should be appropriate for its surroundings. Large facades, over 100 feet in length, should be designed to visually reduce the mass of the building.

**Figure 5**  
**Illustration of Facade Projection and Recess**  
**For Buildings over 100 feet in Length**



- Proximity of a development project to historic corridors or structures and rural or scenic areas should be taken into consideration in design. New development should be designed to blend into the landscape in which it is being designed.
- Signage should be constructed of similar materials and color as the building to which it is accessory. Pylon or pole signs should be avoided and monument signs should only be permitted in cases where the Planning Board determines that a building is not sufficiently visible from the roadway.
- Landscaping plans should be reviewed by the Planning Board during the planning review process to ensure not only a mix of appropriate vegetation on the property but also to ensure adequate screening from neighboring properties, around parking areas and dumpster enclosures.
- Curb cuts should be minimized along congested commercial corridors and should be set back from intersections.

## **IV. NATURAL RESOURCES**

### **A. Goals**

*Goal: Protect sensitive environmental areas and incorporate into an open space/natural resource system.*

*Goal: Protect groundwater resources so that residents of the western portion of the Town and areas without central water who will continue to utilize individual private wells into the foreseeable future and are assured high quality water.*

*Goal: Mandate the protection and enhancement of surface waters, including public water supplies, within the Town to promote environmental stewardship as well as public recreational opportunities.*

### **B. Summary of Existing Conditions**

There are environmentally sensitive features and areas present throughout the Town that will need to be taken into consideration in developing the Plan (refer to Figure 6).

#### **1. Water resources**

A major objective of the Comprehensive Plan is to accommodate future growth in a manner that respects the Town's environmental resources. New Windsor has the great fortune to be located both in the Hudson River Valley which was recently named a National Heritage Area and also located directly on the west bank of the scenic Hudson River. The River is not only an important natural resource but the location of a number of historic events dating back to the Revolutionary War. The river corridors have also hosted much of the Town's major industrial development within the 19<sup>th</sup> and 20<sup>th</sup> Centuries.

Washington Lake, Silver Stream Reservoir, and Beaverdam Lake are the Town's major waterbodies and are major sources of water supply. There are also a number of smaller lakes and ponds throughout the Town. The Moodna and Quassaic Creeks are scenic tributaries of the Hudson River which run through Orange County. The Moodna Creek enters the Town in the southeast corner for a short distance as it meets the Hudson River. The Quassaic enters the Town in the northeast corner from the City of Newburgh as it meets the Hudson River.

Sand and Gravel aquifers are located throughout the central and eastern portions of the Town (refer to Figure 6). They are not presently utilized as a primary source for public and private water systems in the Town; however, their protection as important natural resources is of paramount importance. The Town's aquifers are recharged primarily from infiltration of precipitation.

## 2. Wetlands and Floodplains

State and Federal wetlands are prevalent within the Town. Large tracts of wetlands exist on the Stewart State Forest lands. Wetlands are also located along the banks of each of the Town's major and minor water bodies, at the mouth of the Moodna Creek where it meets the Hudson River, and the majority of the land between Temple Hill Road and Interstate 87, north of Mertes Lane. Smaller wetlands are scattered throughout the Town.

Wetlands are strictly regulated and are important as habitats, water quality and drainage control.

It is also noted that in 2007 – 2008 the NYSDEC updated its wetland inventory maps for portions of New Windsor.

FEMA 100 and 500 year flood plains are located along the bank of the Hudson River, Beaver Dam Lake, and along the Moodna Creek. In addition to flooding hazards this land should be considered critical to water quality as well.

## 3. Significant Animal and Plant Habitats

According to the New York State Department of Environmental Conservation's (NYSDEC) Natural Heritage Program, the following species located within the Town are listed by the State as Endangered or Threatened (refer to Tables 12 and 13 and Figure 7). The Bald Eagle, known to be in the Moodna Creek Area, has been delisted by the State as an endangered or threatened species; however, it remains protected under the Federal Migratory Bird Act.

**Table 12 – State Listed Animal Communities**

	Common Name	Latin Name	General Location
<b>Endangered</b>	Indiana Bat	Myotis Sodalist	Southwestern Corner
	Shortnose Sturgeon	Acipenser Brevirostrum	Hudson River area
<b>Threatened</b>	Upland Sandpiper	Bartramia Longicauda	Stewart Forest

Prepared by Turner Miller Group

Source: NYSDEC Natural Heritage Program 12/06

**Table 13 – State Listed Plant Communities**

	Common Name	Latin Name	General Location
<b>Threatened</b>	Least Bittern	Ixobrychus Exilis	Moodna Creek Area
	Spongy Arrowhead	Sagittaria Montevicensis	Moodna Creek Area

Prepared by Turner Miller Group

Source: NYSDEC Natural Heritage Program 12/06

The NYSDEC also identifies a number of other significant plant and fish habitats. These include:

- Brackish Intertidal Mudflats;
- Brackish Tidal Mudflats;
- Anadromous Fish Concentration Area;
- Waterfowl Winter Concentration Area; and
- Tidal River Community.

These identified significant communities are all located in the Moodna Creek and Hudson River watershed areas.

#### **4. Stewart Forest Lands**

In addition to parkland, the New York State Department of Environmental Conservation (NYSDEC) maintains open space, trails and natural habitats on Stewart Forest Lands in the northwestern portion of the Town. In March of 1999 New York State transferred approximately 5,110 acres of Stewart Land that was under the control of the New York State Department of Transportation to the NYSDEC. In June of 2006, an additional 1,600 acres were transferred for a total of approximately 6,700 acres. This area is known as a reforestation area called Stewart State Forest.

Currently, some agricultural uses still continue on the land with approximately 400 acres bring leased for farming. The Orange County Historical Society maintains five historic buildings along Route 207 and Route 208. The remainder of the land supports diverse wildlife, including a number of rare species.



Stewart State Forest

## **C. Recommendations**

### **1. Groundwater Resources**

- Adopt aquifer protection regulations. Aquifer protection overlay zones delineated by the boundaries of sand & gravel aquifers and their recharge areas should be established in the Town. Regulations should regulate activities and developments which can take place within the designated zones. The storage of fertilizers, toxic chemicals, salt or coal should be prohibited and the use of pesticides as well as the construction of water supply wells, and infiltration basins should be regulated in these areas.
- Designate aquifers as critical environmental areas (CEA's) as defined by the regulations implementing the New York State Environmental Quality Review Act (SEQRA). Actions within areas that are designated CEA's are scrutinized more closely to determine their potential impact on the CEA's qualities and characteristics. Regulations of this type will help to minimize the infiltration of contaminants into groundwater.
- Enhance Stormwater Management practices within the Town. Regulations should aim to reduce flood damage, soil erosion, and stormwater runoff, maintain groundwater recharge, and minimize pollution of stormwater runoff in order to maintain the integrity of local water resources. Regulations should include strict erosion and sediment control standards such as the implementation of diversions, sediment basins, or other similar structures prior to any on-site grading. All new or replacement water supply or storm drain systems should be designed to minimize infiltration.
- Adopt irrigation control regulations to control and reduce water used for lawn and landscaping irrigation.

### **2. Surface Water Resources**

- Create watershed protection overlay zones delineated by the boundaries of the drainage areas of the Silver Stream Reservoir and Washington Lake and generally within 100 feet of the banks of ponds, creeks and streams in the Town. This overlay should require special focus on site coverage and quality of runoff. Special permits for construction, filling, excavation or grading will be required. It should restrict certain development and vegetative clearing activities that might degrade water quality. In addition, the buffer of open space that is created will serve as a natural corridor for wildlife.
- Adopt environmental protection laws that protect all streams/creeks, waterbodies, and floodplains in the Town and provide for a minimum required buffer area of 50 to 100 feet between the resource and development of any kind. These buffers are generally measured from the bank of a stream. Setback distance should reflect

site specific environmental factors such as geology, slope, and type and quantity of vegetation.



Moodna Creek Watershed Area in New Windsor

- Utilize available organizational and financial resources, within the budgetary constraints of the Town to acquire/purchase additional watershed protection lands directly adjoining the Silver Stream Reservoir. These lands should be kept as open space to help protect the integrity of the watershed.
- Work jointly with the City of Newburgh to assist in the protection of City owned watershed lands surrounding the Silver Stream Reservoir.

### **3. Air Resources**

- Continue to monitor local blasting protocols to determine if modifications are needed.
- Develop initiatives to encourage the use of varied transportation modes, including non-motorized modes of walking and bicycling when feasible, reducing vehicular emissions. These include improving pedestrian access and safety at intersections, particularly at the five corners intersection, and in and around commercial development areas, (see traffic calming recommendations) and working with the County to improve and expand Dial –a– Bus services, which may include the development and maintenance of bus shelters.
- Institute an energy conservation program through the following measures:

- Consumer education with information available at Town Hall and on the Town website.
  - Require developers to explore the use of alternate forms of energy, particularly in new commercial or residential buildings. This should include solar lighting where appropriate. The County and State offer grants and tax incentives for green design.
  - Encourage new one- or two-family dwelling or multifamily dwellings of three stories or less to meet the requirements for a New York Energy Star labeled home.
- Encourage local government to utilize green building and energy conservation technologies and practices in the renovation and construction of municipal buildings and facilities.

#### **4. Open Space**

- Encourage alternative approaches to development including residential conservation clustering on larger lots particularly within environmentally sensitive areas and particularly in the western portion of the Town. Cluster development may be required at the discretion of the Planning Board. Layouts should be based on a specific formula intended to ensure appropriate density so that dwelling units are sited appropriately and important open spaces are preserved.
- Work cooperatively with the New York State Department of Environmental Conservation in the preservation and protection of the Stewart Forest lands.
- Continue to explore creative strategies for the acquisition of open space, particularly open space that contributes to the protection of natural resources and sensitive environments. Methods may include dedication of open space during subdivision, conservation cluster development with incentives for additional open space, payment of a fee-in-lieu of dedication, gifting, transfer of development rights, conservation easements and other methods deemed appropriate by the Town.
- Explore methods of providing public pedestrian access to watershed protection areas of Town's ponds and reservoirs for canoeing, fishing, and other activities.
- Open space that is created or maintained by the design of a subdivision should provide for connections to other similar open spaces.
- Work in conjunction with Orange County and the Palisades Interstate Park Commission to protect the Moodna Creek Corridor by creating a greenway by linking the Knox Headquarters and Butterhill Park properties with the Hudson River along the Town's southeast border.

## **5. Tree Preservation**

- Draft and adopt a tree preservation law to help protect the Town's woodland character. For example, the Town should consider placing limitations on cutting down trees in the public right-of-way and restricting clear cutting particularly during site development.
- Work cooperatively with the Orange County and New York State departments of transportation to ensure that trees are preserved or provided along County and State routes within the Town.
- Explore sources of funding (i.e. grants) that would allow for the additional planting of street trees and shrubs along public thoroughfares.

## **V. TRANSPORTATION**

### **A. Goals**

*Goal: Improve the functionality of major arterials without major expansion of roads.*

*Goal: Create or support efforts to connect Stewart Airport to the regional road and transportation system in order to enhance the airport and limit traffic on local roads.*

*Goal: Expand local bus service to connect the Town's population centers to commercial and major employment areas.*

### **B. Summary of Existing Conditions**

The community's transportation system is closely linked to the Town's land use pattern and to the local quality of life. It is essential to the economic health of a community as well as the ability to link people with jobs and services.

Major planning for transportation systems and infrastructure in the area is the responsibility of the Orange County Transportation Council (OCTC). They are also the Metropolitan Planning Organization (MPO) for Orange County. They are responsible for transit system coordination, certain transportation planning functions, and creating a transportation capital improvement program for the County that consists of the following elements:

- Unified Planning Work Program (annual);
- Long Range Transportation Plan (every four years); and
- Transportation Improvement Program (every two years).

The following road improvements are scheduled to take place within the Town as reported in the OCTC 2006-2010 Transportation Improvement Program:

- Lake Road rehab from railroad bridge to the Town of Blooming Grove Town line;
- Jackson Avenue reconstruction from Route 207 to the Town of Cornwall town line; and
- Construction of a continuous left turn lane along Route 207 from Bruenig Road (Stewart Airport) to Route 300.

### **1. Road Network**

There are over 90 miles of Town roads within New Windsor which are maintained by the Town Highway Department. The Department also maintains six miles of County-owned roadways consisting of Union Avenue (Route 69) and Forge Hill Road (Route 74). The NYSDOT maintains major state highways within the Town including NYS Routes 300, 207, 747, 94 and U.S. Route 9W. The Town's only expressway, the New York State Thruway, is maintained by the Thruway Authority. There is no direct access to the Thruway within the Town. NYS Route 207 (Little Britain Road) which extends from the

Town of Hamptonburgh to the east side of Washington Lake in the Town of Newburgh and Route 94 (Blooming Grove Turnpike) are the only major east/west thoroughfares within the Town. The NYS Thruway runs north/south but with no interchange within the Town, NYS Route 300, Windsor Highway (Route 32), and U.S. Route 9W are more practical for local north/south travel. The State has completed the construction of Route 747, the new alignment of Drury Lane to connect Interstate 84 with Stewart Airport (refer to Figure 8).

The function of the various roadways as freeways and major arterials (regional), collectors (connecting arterials and sections of the community) and local roads (generally serving neighborhoods) usually reflects the level of government responsibility. For purposes of planning the road classifications reflect this current arrangement.

With the exception of the NYS Thruway and U.S. Route 9W, all roads within the Town provide one moving lane in each direction with additional turning lanes at some major intersections. The largest intersection, known locally as Five Corners (intersection of Route 300, Route 32, including Windsor Highway, and Route 94) has been repeatedly cited as having congestion problems and needing improvements; however, some improvements have been implemented, including non-signalized turning lanes as a result of the Hannaford's project.

## **2. Automobile Traffic**

Despite recent efforts by the County to increase bus routes and park & ride opportunities 82 percent of Town residents drive alone to and from work while only 13.4 percent carpool or use public transportation (2000 census). The median travel time to work for Town residents was 38 minutes in 2000. This number has been steadily increasing with population increases that have occurred county-wide. These numbers are likely to change now that the State has completed the construction of Route 747, the new alignment of Drury Lane to connect Interstate 84 with Stewart Airport. Also increasing is the percentage of the population that travels outside the County for employment. According to the Orange County Long Range Transportation Plan, as of 2003, 26 percent of County residents commuted to work outside of Orange County with the majority traveling to Rockland County followed by Westchester County and New York City. The Orange County Transportation Council has recently approved a Town wide traffic study.

Traffic counts, obtained from the Orange County Planning Department, show that since 1980 traffic has increased on all major roads within the Town. The largest increases are along Route 207 where between 1980 and 2002 traffic within the Town increased an average of over 137 percent, or 4.2 percent annually. Traffic in this area will most likely continue to be a problem with the impending expansion of Stewart Airport although alternate access routes to the airport from the north may limit new airport traffic on local roads.

The data also shows that traffic around the Five Corners intersection has also increased over the last 20 years with the greatest increase occurring along Route 300 (Temple Hill

Road) between the five corners intersection in Vails Gate and the intersection with Route 207.

**Table 14 – Traffic Volumes, 1980 – 2002**

Route	From	To	Average Annual Daily Vehicle Trips				Percent Change	Percent Change per Year
			1980	1990	2000	2002		
Rt. 32	5 Corners	Union Ave	12,080	13,350	12,777	13,194	5.77%	0.28%
Rt. 94	5 Corners	Willow Ln.	6,750	9,050	10,170	N/A	50.67%	2.07%
Rt. 94	Willow Ln.	Rt. 9W	6,750	6,050	7,500	10,183	11.11%	0.53%
Rt. 207	CR 54 / SR 747.	Breunig Rd.	4,850	9,150	9,096	9,551	87.55%	3.19%
Rt. 207	Breunig Rd.	Union Ave.	4,570	17,700	15,846	15,629	246.74%	6.41%
Rt. 207	Union Ave.	Rt. 207 / 300 split	12,700	18,210	22,692	N/A	78.68%	2.94%
Rt. 300	5 Corners	Rt. 207	9,050	12,250	16,066	15,669	77.52%	2.91%
Average							137.52%	2.91%

Source: Orange County Department of Planning  
Prepared by: Turner Miller Group

### 3. Transit

#### Bus

Bus transit currently serves two primary client groups: 1. commuters to New York City and other areas outside the immediate community and 2. the transit-dependent public that has limited alternative means of transportation to local services or employment. Service is provided in Orange County through regional, local, and Dial-a-Bus services.

Fixed route bus service is of three main types: 1. regional inter-county service including commuter service, 2. intra-county transportation, and 3. local services in major population centers. The local routes are largely limited to service within commercial and retail areas in and around the cities of Newburgh and Middletown and the Villages of Monroe and Kiryas Joel. New routes are occasionally introduced if demand warrants.

The Newburgh-Beacon Bus Corporation has operated two local routes in the City of Newburgh and its environs for many years. Service is provided within the City as well as to the Newburgh Mall and Wal-Mart on Route 300, the Shop-Rite on Route 32, and the Vails Gate shopping areas. Under contract with the NYSDOT the Corporation also operates a route connecting Stewart Airport with downtown Newburgh and the Metro-North Railroad Beacon Station.

Short Line Bus service operated by Coach USA provides service between Orange and Rockland Counties and New York City at times traveling as far west as Port Jervis. Bus

stops convenient to New Windsor residents includes multiple daily stops in Vails Gate at the Five Corners Intersection of Routes 300, 94 and 32, and a stop at the Stewart Airport Park and Ride lot.

Coach USA also provides local service within Orange, Sullivan, and Ulster Counties between larger population and commercial centers. Local Service includes service between the following:

- Tuxedo and Middletown via Route 17M.\*
- Newburgh and Middletown via Route 17K.
- Kerhonkson (Ulster County) and Monroe via Route 209.\*
- Harriman and Newburgh via Route 32 which includes a stop in Vails Gate at the Five Corners Intersection.
- Bear Mountain to Newburgh.\*

\* Do not serve New Windsor directly.

#### Dial-a-Bus Services

There are presently nine Dial-a-Bus services in Orange County, all municipally-operated. Dial-a-Bus services are non-fixed route systems that provide transportation services to meet the needs of the general public as well as particular individuals such as the disabled and elderly. The operations are all small but they provide an essential service for the transit dependent. In New Windsor, Dial-a-Bus services run from 8:00 am to 4:00 pm Monday through Friday. Service is provided throughout the Towns of New Windsor and Cornwall and the City of Newburgh.

#### **4. Trucking / Freight**

The major freight, distribution, and warehousing operations for Orange County are clustered near I-84 in Montgomery (Exit 5), near I-84 and I-87 close to Stewart Airport in the Towns of Newburgh and New Windsor, and near NY Route 17 (future I-86) in the Town of Chester. Truck traffic frequently travels through New Windsor when traveling from these warehouses to major routes. As Stewart Airport expands freight, distribution, and warehousing facilities along with truck traffic will likely increase. However, the new Route 747 Interchange that has been constructed has been effective at alleviating a portion of truck traffic traveling through the Town.

#### **5. Stewart Airport**

Stewart Airport is a major regional transportation facility whose role in the regional transportation system as both a passenger and freight facility will impact growth in the Town and region.

Stewart Airport currently has two runways, the larger of which, at 11,818 feet long and 150 feet wide, is one of the longest in the Northeast. The terminal was originally

constructed as a military hangar, but has been modified to its current size of 110,000 square feet on two levels with eight departure gates.

In addition to the airfield and passenger terminal, Stewart Airport also contains a cargo terminal, general aviation hangars, fuel farms, an air traffic control tower, a U.S. Animal Import Center, an industrial park, and is home to several military posts.

Access to Stewart Airport is provided via two separate routes: Breunig Road off of NYS Route 207 and International Boulevard off of NYS Route 747. Breunig Road is a three-lane roadway which originates at the signalized intersection with NYS Route 207 and goes north to the terminal. NYS Route 207 is a two-lane highway running east-west along the southern boundary of the Airport. The project to provide new access from I-84 via the new interchange at NYS Route 747 and International Boulevard to the airport was completed in 2008.



New International Blvd. Entrance to Stewart Airport off of NYS Route 747

The planned expansion of Stewart Airport is likely to generate demand for additional development. The extent to which the Town can shape or influence this development is an important consideration in the Town Plan.

### Air Cargo

Stewart Airport handles a variety of cargo from oversize freight, to express packages, to livestock. In 1989 34,576 tons of cargo were shipped from Stewart Airport. This total more than doubled to 79,555 by 1996.<sup>7</sup> The development of land around the surrounding area and the provision of air cargo storage and handling facilities at the Airport will likely spur additional growth.

<sup>7</sup> According to Orange County Transportation Council's Draft Long Range Transportation Plan 2/07.



Breunig Road Entrance to Stewart Airport off of Little Britain Road (Rt. 207).

### Airport Master Plan

Stewart Airport completed its master plan in 2006 which will guide its upcoming expansion. The plan lays out a new vision for the airport focused on transforming the airport into a world-class aviation center for passengers, cargo, and corporate activity serving the Hudson Valley and the New York Metropolitan area.

The Airport Activity Forecast in the Master Plan estimates that passenger service will expand by approximately 339 percent from the 2002 passenger total of 181,339 to approximately 798,000 passengers in 2022.<sup>8</sup>

The following roadway improvements are recommended as part of the Stewart Airport Master Plan and are intended to segregate local and airport traffic:

- Construction of a loop road extension which would extend Circulation Drive to the south to align with the proposed east/west connector. To avoid the need for a traffic signal, a modern roundabout is recommended at the intersection of Breunig and Circulation Drive.

The Plan also recommends an extension of the Metro-North Railroad commuter rail to the passenger terminal via a aerial viaduct. Although, actual rail alignment and planning would be determined by the Railroad, the Plan recommends connecting to the existing Port Jervis Line, near Salisbury Mills. The Port Jervis Line terminates in Hoboken, New

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<sup>8</sup> Projected by the Stewart International Airport Master Plan Update. This number represents the moderate growth model, higher estimates were attained with a robust model and lower estimates with a base model.

Jersey, where connections via PATH to New York City’s Penn Station and Herald Square are available. There is also a transfer from Secaucus, New Jersey to Penn Station.

Other on-site upgrades would include an expansion and internal reconfiguration of the existing passenger terminal, adding two additional taxiways and improvement of cargo and general support facilities.

## 6. Traffic Safety & Vehicular Accidents

Accident and injury data which often reflects the degree of safety design issues at intersections was obtained from the Town Police Department for major intersections within the Town. The following data was reported (refer to Tables 15 and 16):

**Table 15 – Vehicular Accidents at Major Intersections, 2001 – 2006**

Intersection	2001	2002	2003	2004	2005	2006	Totals
Five Corners	16	8	14	16	21	15	90
Rt. 300 & Rt. 207	4	5	9	12	14	6	50
Windsor Hwy. (Rt. 32) & Union Ave.	6	5	7	6	10	9	43
Blooming Grove Tpk. (Rt. 94) & Rt. 9W	4	2	5	1	1	4	17

Source: Town of New Windsor Police Department  
Prepared by: Turner Miller Group

As the data indicates, the highest number of accidents both annually and total over the evaluated six year period were recorded at the Five Corners Intersection (shown below). This intersection is also the location with the highest number of serious accidents as indicated by the number of injuries reported. There were no fatalities recorded at any of these intersections during the years studied.



Five Corners Intersection at Vails Gate

**Table 16 – Vehicular Injuries at Major Intersections, 2001 – 2006**

Intersection	2001	2002	2003	2004	2005	2006	Totals
Five Corners	5	1	4	5	1	2	18
Rt. 300 & Rt. 207	1	1	3	3	3	1	12
Windsor Hwy. (Rt. 32) & Union Ave.	1	1	3	1	3	0	9
Blooming Grove Tpk. (Rt. 94) & Rt. 9W	1	2	0	1	0	2	6

Source: Town of New Windsor Police Department  
 Prepared by: Turner Miller Group

Much of the traffic volume on the Town’s major arteries is generated from outside of the Town so that while the Town can address traffic reduction in the Plan, the approach to congestion and safety improvements requires coordination among various levels of government. Among the approaches to consider are expanded mass-transit opportunities.

## C. Recommendations

### 1. Roads

- Require new subdivisions to connect to other local roads and adjacent subdivisions within the Town and discourage the use of cul-de-sacs in order to aid in circulation and keeping unnecessary traffic off major roadways. All new

connections should be unrestricted access. Techniques, such as traffic calming methods described below, should be implemented to ensure local neighborhood roadways are impacted as little as possible by through traffic.

- Urge County and the NYSDOT to construct turning lanes where appropriate on major roadways as recommended in the NYSDOT Master Plan.
- Perform a traffic and pedestrian safety analysis of the Five Corners Intersection. Provide crosswalks at the Intersection.
- Pursue a connection of Routes 300 and 94 and Routes 300 and 32 by establishing bypasses around the Five Corners Intersection. Pursue similar proposals where opportunity exists.
- Reduce access points along major roads and encourage joint use of curb cuts and marginal access drives.
- Create highway improvement overlay zones along:
  - Route 300 and Route 207 from the five corners intersection to and including Route 747.
  - Route 94, from the five corners intersection a short distance southwest to the Thruway overpass.
  - Route 94, from the five corners intersection to the Newburgh City line.
  - Route 32, from the five corners intersection to the Newburgh City line.



Oil tank farms on River Road

The highway improvement overlay zone should be designed to require developers to adhere to stricter guidelines and standards related to landscaping, design, setbacks, and access control.

- In creating these highway improvement overlay provisions, it is suggested that issues related to lots bisected by zoning lines and provisions for buffers between commercial and residential uses be addressed. Wherever possible and practical zoning district boundaries should run along lot lines.

## **2. Public Transportation**

- Encourage the County to fund additional Dial-A-Bus service.
- Explore ways to increase access to bus service in the Town by expanding the number of bus routes and stops. An emphasis should be placed on providing transportation to Town parks and recreational facilities, major commercial and employment areas, and regional mass transit such as park & ride locations.
- Encourage the development and maintenance of bus shelters along existing bus routes throughout the Town

## **3. Traffic Calming**

- Identify areas within the Town where traffic calming is appropriate due to excessive speed, congestion or high levels of pedestrian activity. Both commercial areas as well as intersections close to schools and recreational uses should be closely evaluated.
- Design and implement traffic calming techniques where deemed appropriate such as lower speed limits, narrow lane widths, and applying one or more physical traffic calming techniques such as rumble strips, speed bumps, paved or planted islands, or textured or painted cross walks.
- Apply necessary signage in conjunction with traffic calming techniques especially at known pedestrian crossings and near schools and recreation lands.
- Reduce speed limits where appropriate. For the most part, this will require coordination with County and NYSDOT.



## **VI. PARKS, RECREATION, & HISTORIC RESOURCES**

### **A. Goals**

*Goal: Assure access to a wide variety of open space and recreation facilities for residents in all parts of Town.*

*Goal: Protect architecturally and historically significant structures, sites, streets and corridors – a source of community identity, and social and economic vitality.*

### **B. Summary of Existing Conditions**

Parks, Recreation, and open space lands are located throughout the Town and are owned and maintained by a number of local and regional agencies (refer to Figure 9).

#### **1. Local Parks**

The Town of New Windsor has an extensive network of parks and recreation facilities which is continuing to expand. The Town maintains approximately 135 acres of parkland which supports a number of facilities such as sports fields, tennis courts, playgrounds, picnic areas and natural open spaces (refer to Table 17 below). The largest and most recently constructed, Mt Airy Sports Complex, is still undergoing improvements. When completed, the complex will contain a gymnasium, playground, sports fields, tennis courts, softball fields, walking trails, and a concession area. According to the Director of the Parks and Recreation Department, the Town is currently in the process of collecting data on park capacity and patronage at the Town's facilities. This information plus an analysis of park locations and accessibility in relation to population will assist in developing and refining recommendations for the Comprehensive Plan.

Generally accepted standards suggest 10 acres of local parks per one-thousand population. Equally if not more important than an average standard is the range of facilities and their accessibility. While the combination of Town, County, and school district sites exceeds this standard, expanded facilities will likely be needed as the Town grows, particularly in newly developing areas.

#### **2. New York State Parks**

In 1988 New York State purchased 102 acres within the Town overlooking the Hudson River known as the Kowawese Unique Area at Plum Point. Maintained by Orange County, this site boasts scenic views of the Hudson River and over 2,000 feet of sandy shoreline as well as hiking trails and a picnic area. Crestview Lake Park is also owned by New York State, but is now the location of a new through road from Route 747 to Stewart Airport.

The New York State Department of Environmental Conservation (NYSDEC) maintains open space, trails and natural habitats on Stewart Forest Lands in the northwestern portion of the Town. In March of 1999 New York State transferred approximately 5,110

acres of Stewart Land that was under the control of the New York State Department of Transportation to the NYSDEC. In June of 2006, an additional 1,600 acres were transferred for a total of approximately 6,700 acres. This area is known as a reforestation area called Stewart State Forest.



Kowawese Unique Area at Plum Point

### **3. School Facilities**

In addition to municipal parks, the Town's school districts maintain recreation facilities and open space within the Town for use by the district's school children. The following schools are located within the Town and offer facilities such as sports fields, playground equipment and open space.

- Little Britain Elementary, Washingtonville School District.
- Heritage Junior High School, Newburgh Enlarged City School District.
- New Windsor Elementary School, Newburgh Enlarged City School District.
- Vales Gate Elementary School, Newburgh Enlarged City School District.
- Temple Hill Academy, Newburgh Enlarged City School District.

Often these facilities are available for public use during non-school hours.

### **4. Private Recreational Facilities**

The following private recreational facilities are located within the Town:

- New Windsor Golf Course – Located off of Bethlehem Road.
- New Windsor Little League – Baseball fields located off of Cedar Avenue.
- Washingtonville Soccer Club – Soccer fields located off of Shaw Road.

**Table 17 – Town of New Windsor Parks**

<b>Park</b>	<b>Size</b>	<b>Location</b>	<b>Facilities</b>
Mount Airy Sports Complex	40.9 Acres	Mount Airy Road off of Route 94	Playground and sports fields with more under construction
Plum Point Park	6.8 Acres	Route 9W	Scenic views, play area, pavilion, and picnic areas
Ruscitti Park	4.1 Acres	Union Avenue	Softball field, basketball court, playground, and pavilion
San Giacomo Park	9 Acres	Union Avenue	Four tennis courts, play area, baseball field, and basketball courts
Butterhill Park	38.2 Acres	Creamery Drive at Guernsey Drive	Small play area and open grassy area.
Beaver Dam Park	4.3 Acres	Chestnut Avenue	Small playground with benches and basketball court
Bull Road Park	40,000 sq ft	Bull Road	Basketball court & small grassy area
Town Cantonment Lands	71.1 Acres	Route 300	Reproduction Revolutionary War Cabins
<b>NYS Park Facilities Managed by Orange County &amp; NYSDEC</b>			
Kowawese Unique Area	102 Acres	Rt. 9W on the Hudson River	Boating, fishing, biking, nature trails, & picnic area
Crestview Lake Park	+/- 25 Acres	James A. Kelly Drive	Swimming, playground, open area with scenic views (not currently utilized).
Stewart State Forest	+/- 6,700 Acres	Northwest portion of Town	walking, running, mountain biking, horseback riding, bird watching

Prepared by Turner Miller Group

## **5. Orange County Park & Open Space Plans**

Parkland and open space are important for the Town, as well as the County as a whole to maintain its rural character as well as enhance the quality of life of its residents. Orange County, in its Open Space Plan of 2004, asserts that open space has great social, environmental, and economic benefits and it should be considered a service just as education or transportation infrastructure.<sup>9</sup> The County plan presents the following recommendations based on a series of meetings with interested groups, individuals, and County and local elected officials:

- Preserve open space and unique natural lands;

<sup>9</sup> Orange County 2004 Open Space Plan.

- Improve recreational opportunities by increasing facilities and services;
- Improve the availability of linked, interconnecting trails for access to cultural and natural resources;
- Increase public access to natural and cultural history programs and services;
- Develop County-wide facilities for cultural education;
- Protect and preserve historic properties;
- Provide more parks in urban areas; and
- Preserve farmlands and related operations.

## **6. Sidewalks**

Sidewalks can and do provide an important recreational benefit to the Town, when appropriately sited. The Town of New Windsor Subdivision of Land Law Section 257-24(B) gives the Planning Board the authority to waive sidewalks during the subdivision review process. Generally speaking, sidewalks can serve as critical links in the transportation network providing pedestrian access to commercial districts, schools, businesses, government offices, and recreation areas. A good system of sidewalks may allow older pedestrians who are no longer able to drive, a continued independent lifestyle. Sidewalks can be gathering places in neighborhoods and business districts, and offer space for families and friends to walk and socialize together. Well-maintained sidewalks encourage exercise and provide the benefits of a healthy lifestyle.

The appropriateness of requiring sidewalks in new subdivisions in the Town should be selected carefully to maximize their usefulness to the community. New Windsor is notable for a having a mix of more or less dense development and it is important to preserve the rural nature of the outlying areas of the Town. In those areas, sidewalks might provide fewer benefits, especially in areas where there are no adjoining or nearby amenities or other communities that could be connected by a system of sidewalks. Sidewalks in those areas would be inadequate or inappropriate to the community's needs, and as such would amount to an inefficient use of money and resources.

The waiver of sidewalks may provide a cost benefit to the developer. Under the Town's current fee schedule, there is no differentiation between projects with and without sidewalks for per-lot recreation fees.

## **7. Historic Resources**

The Town of New Windsor has a rich historic background with numerous historic sites and buildings. Three properties are listed on the State and National Historic Register and many are of local interest and importance (refer to Table 18). It is important to preserve this history to the greatest extent possible. The preservation of historic structures and sites not only adds to the unique character and sense of place of a particular area but also spurs economic activity through tourism.

**Table 18 – Listed Historic Structures**

Name	Original Construction	Location
Edmonston House	1755	1042 Rt. 94
Cantonment*	1782	Rt. 300
Cantonment Officer's Hut*	1783	Rt. 300
Last Encampment of the Continental Army*	1782	Rt. 300
General Knox's Headquarters*	1754	Forge Hill Rd
Dr. John Nicoll House	1735	2882 Rt. 9W
General James Clinton House **	1798	Rt. 207 across from Beattie Rd.
George Denniston House **	c.1770	Rt. 207
Denniston House	c. 1825	505 Jackson Ave
Dr. Moses Higby House	c.1770	170 Union Ave
Major William Telford Tavern **	1759	Rt. 207
John Haskell House***	c.1720	Windsor Hwy off Rt. 32
Woodburn Hall	1825	117 Sandpiper Ln.
John Bull House	1856	Bull Rd, south of 207
Jacob Mills House	1770	Rt. 207, west of Moores Mill Rd.
St. Thomas Episcopal Church	1847	Old 9W
Elmwood School #6 **	1869	Rt. 207 at Route 747

Prepared by Turner Miller Group

\* Listed on NYS Historic Register

\*\* Maintained by Orange County Historical Society

\*\*\* Listed in Historic American Building Survey

Currently the Town has two established Historic Corridors which are focused around the two New York State Historic Sites; Knox Headquarters and the New Windsor Cantonment. The boundaries of the two corridors are as follows:

- New Windsor Cantonment Historical Corridor: This corridor runs from the New York State Thruway Overpass on Route 207 (Little Britain Road) in a southeasterly direction along Routes 207 and 300 (Temple Hill Road), to the intersection of Route 300 and Old Temple Hill Road. The extent of the district is 400 feet on each side of the right-of-way line of the designated road.
- Knox Headquarters Historical Corridor: This corridor runs from the intersection of Route 94 (Blooming Grove Turnpike) in an easterly direction along Forge Hill Road to the intersection of Forge Hill Road and Route 9W. The extent of the district is 400 feet on each side of the right-of-way of the designated road.

According to the Town Zoning Code the Town can impose special conditions and restriction on these two districts, “For the protection, enhancement, perpetuation...” of

the two areas. However, outside of this delineation of district boundaries, the Zoning does not further regulate historic structures nor does it regulate development adjacent to historic sites or corridors.



Haskell House (c. 1720)

The majority of the historic properties within the Town are privately owned as it is typically not economically feasible for municipal agencies to maintain them. As such, many of the historic sites have been renovated or altered to meet the changing needs of their owners over time. Currently there are no regulations in the Town Code against altering or demolishing historic structures that have not been listed on the State or National Historic Registers.

#### County Maintained Properties

In 2001 the NYSDEC transferred ownership rights of four New Windsor properties from New York State to the Orange County Historical Society (OCHS). These properties, all on Stewart Forest Lands along Route 207, had previously been threatened by demolition for a number of years when bulldozers cleared land for Stewart Airport and when the State determined it would be more economical to tear them down. Each of the properties are rented out to residential tenants whose rent pays for the structures' upkeep. OCHS offers tours occasionally with tenants' consent.

#### Architectural Survey

Colette Fulton, with assistance from the Town Historian, put together an architectural survey for the Town in 1988. This is a collection of raw data obtained from old maps, books, interviews with homeowners and descendants of historic persons. The survey consists of 91 historic structures in total. Many of the buildings were constructed and played important roles during the Revolutionary War period, the most prominent being the New Windsor Cantonment, the Last Encampment of the Continental Army and Knox's Headquarters. (Refer to Table 19 for a list of important homes of distinction.)

Three of the buildings included in the survey have been torn down or destroyed since the survey was completed and other structures have since had their historic character compromised by alterations made by homeowners over the years. Some of the homes have been well-maintained or restored by their owners to resemble their original appearance character.

**Table 19 – Local Homes of Distinction**

House Name	Original Construction	Location
Linden – Leonard Nicoll House	1842	113 Rt 9W
Thomas McDowell House	1750	637 Jackson Ave
“Stonefield” – Moffat’s Academy	1745	west side of station rd, south of Rt 207
Terwilliger – Wixon House	1790	East side of Bull Rd at 207
Lockwood House	c. 1800	748 Union Ave.
Stewart – Weed House	c. 1780	East side of Station Rd, south of rail road tracks
Williams – Roe House	c. 1780	67 Forge Hill Rd.
Uzal Knapp House	c. 1780	1733 Little Britain Rd.
Jacob Schultz House	1792	west side of Bethlehem Rd at Mt Airy Rd.
Topping House	c. 1840	east side of Station Rd, south of Rt 207
Welling House	1765	East side of Toleman Rd.
Denniston/Wallace House	1856	East side of Station Rd. South of Rt 207
French – Furdeen House	c. 1835	West side of S. Jackson Ave, south of Rt 207
Denniston – Corwin House	c. 1790	North side of Lake Rd just west of S. Jackson Ave.
Denniston Tennant House	c. 1870	575 Jackson Ave.
Elfwood (currently the McQuade Foundation)	c. 1870	621 Blooming Grove Tpk
John Ellison Store	c. 1790	815 Rt. 94
Denniston – Dean House	1829	North side Dean Hill Rd
Beatie House	c. 1835	345 Beatie Rd
William Sayer House	1847	East side N. Jackson Ave (MTA property)
Dickson House	c. 1800	392 Union Ave
McCullough House	1929	9 St. Joseph's Pl.
Appleton – Morse	c. 1770	12 Union Ave.
Appleton – Morse #2	c. 1770	16 Union Ave.
Fresh Air Home	1872	8 Lush Lane
James “Squire” Patton	c. 1790	256 Little Britain Rd.
Connolly House	1915	252 Walsh Ave.
Dennis Coan House	1930	59 Silver Spring Rd
Higgins Houses	c. 1880	62 Silver Spring Rd
<b>Quassaick Avenue District Mansions</b>		

Roe - Brewster House	1870	11 Oakridge Dr.
Stonecrest Mansion	1872	11 Stonecrest Dr.
Stonecrest Carriage House & Barn	unknown	S. Stonecrest Dr.
Ten Broeck House	1870	257 Walsh Ave
Glenhurst	1890	145 Quassaick Ave
Mountain View	1884	Tree Haven Lane
Cedar Crest	1881	176 Quassaick Ave
Clark - Zeigler House	c.1820	Fanewood Dr.

Prepared by Turner Miller Group



Thomas McDowell House (c.1750)

### Quassaick Avenue Mansions

Quassaick Avenue area contains a number of Victorian-style mansions that were constructed in the late 1800's which have survived well over time. Today these mansions are surrounded by a modest neighborhood with homes set on the lands which were once used as great gardens and promenades for the wealthy landowners. The homes are still used for residential purposes. Some have been converted to multi-family units.

## **C. Recommendations**

### **1. Park Lands**

- Explore opportunities for emerging recreational needs including but not limited to skateboarding, equestrian trails, etc.
- Emphasis should be placed on maintaining and/or enhancing the physical condition of parks where appropriate.

- Expand physical access to the Hudson River where possible.
- Additional access to the river, including a potential boat-launch should be included in future redevelopment of waterfront lands.
- As development expands into the western portion of Town, additional recreational sites and needs should be assessed. Consideration should be given to accessibility to newly developing areas. This can be achieved through the development process.
- The appropriateness of requiring sidewalks in new subdivisions in the Town should be selected carefully to maximize their usefulness to the community.
- In subdivisions where sidewalks are deemed inappropriate, additional recreational facilities should be considered to offset the loss of the recreational benefits associated with sidewalks. Future residents of those subdivisions could take advantage of other recreational facilities, especially Town park facilities, to meet their recreational needs.
- The Town should consider amending its fee schedule to increase the recreation fee for projects where the Planning Board has waived the required sidewalks. This will offset the loss of recreational opportunities provided by sidewalks, and will also enhance the Town's available resources for Town recreational facilities to meet the recreational needs of the new homes.

## **2. Architectural Survey**

- Perform a comprehensive update to the architectural survey conducted in 1988 by Colette Fulton, with assistance from the Town Historian. A number of buildings included in the survey have been torn down, or destroyed since the survey was completed and other structures have had their historic character compromised by alterations made by homeowners over the years.

## **3. Historic Preservation**

- Vegetative buffers should be required to protect historic developments and their surrounding viewsheds from new developments.
- Create a program that could provide positive recognition to historic resources in the Town identified as important or significant by an updated architectural survey. For example, a historic plaques program could be initiated to identify historic structures.
- Encourage property owners to list their eligible properties on the National Register of Historic Places and the State Historic Register. Information and review forms could be placed on the Town's website. Listing alone would not

- prevent homeowners from modifying the exterior of their homes but can enhance the opportunity for assistance to restore structures.
- Retain the Town’s two established Historic Corridors which are focused around the two New York State Historic Sites; Knox Headquarters and the New Windsor Cantonment. The boundaries of the two corridors are as follows:
    - New Windsor Cantonment Historical Corridor: This corridor runs from the New York State Thruway Overpass on Route 207 (Little Britain Road) in a southeasterly direction along Routes 207 and 300 (Temple Hill Road), to the intersection of Route 300 and Old Temple Hill Road. The extent of the district is 400 feet on each side of the right-of-way line of the designated road.
    - Knox Headquarters Historical Corridor: This corridor runs from the intersection of Route 94 (Blooming Grove Turnpike) in an easterly direction along Forge Hill Road to the intersection of Forge Hill Road and Route 9W. The extent of the district is 400 feet on each side of the right-of-way of the designated road.
  - Ensure that state landmarks, designated by the Town’s architectural survey as locally important and properties which generally contribute to the character of an established historic district are retained with their historic features and altered as little as possible.
  - Ensure that new construction or structural alterations to existing structures are compatible with a historic district’s character.

## **VII. UTILITIES**

### **A. Goals**

*Goal: Provide for the orderly and responsible development and expansion of water and sewerage systems in the Town; limit expansion west of the Thruway.*

*Goal: Manage the Town's water resources to maintain and where possible improve water quality and quantity.*

### **B. Summary of Existing Conditions**

#### **1. Water Supply**

New Windsor presently has 13 water districts in the eastern half and north central portion of the Town (refer to Figure 10).

The Town's water is supplied from the Catskill aqueduct which feeds from the Ashokan Reservoir. The water feeds into two separate water filtration plants: Reily Filtration Plant which has a capacity of approximately 3 million gallons per day, and Stewart Airport filtration plant which has a capacity of approximately 500,000 gallons per day. Local water demand typically varies based on time of year but generally averages between 2.4 and 2.5 million gallons per day. Daily peak demand can vary between 3.6 and 3.8 million gallons per day during the summer months.

On August 27, 2007 officials from the Town of New Windsor signed an agreement with the City of Newburgh to provide the Town with an additional 1 million gallons of water supply per day for the next 20 years. After this period has expired the Town has the option to renew the contract with the City.

Water supply will come from three separate connection points: the Silver Stream Reservoir, Little Britain Road, and Route 32 (Miron Lumber). If water is drawn from the Silver Stream Reservoir, New Windsor will pay Newburgh the same rate New York City charges for aqueduct water; if from the other connections, Newburgh will charge the Town the same fee as the "in-city" rate.

This important agreement will not only ensure a stable water supply for the residents of New Windsor, but also makes protection of the watershed and prevention of water waste a mutual responsibility.

The Town is also exploring additional water supply from the development of new high-yield groundwater supply wells and planned expansion of the Reily and Stewart filtration plants.

The Orange County Water Authority is presently evaluating the feasibility of connecting the Catskill and Delaware aqueducts to provide an additional backup source.

A portion of the residential development surrounding Beaverdam Lake is served by the Beaver Dam community well system, a private corporation (approximately 150 of 700 homes).

A number of developments within the Town have been approved by the Town Planning Board but have not yet been built because they are subject to the Town's current water moratorium which was imposed by resolution of the Town Board on January 3, 2003. This moratorium prohibits new developments from connecting to the Town's water system unless adequate mitigation measures are implemented.

In addition, the Town is actively seeking to improve its water supply system. Towards that end, in August 2007 the Town entered into an agreement with the City of Newburgh to acquire up to an additional 1 million GPD of water from the City for various public and municipal purposes which the Town can access and use in addition to the regular and usual supply available from the New York City Catskill Aqueduct. The Town has also recently applied for and received a permit from the NYSDEC to add additional water supply wells, known as the Saint Anne's wells, to its water supply system.

## **2. Sewer**

New Windsor presently has 24 sewer districts in the eastern half and north central portion of the Town, as well as one located around Beaver Dam Lake in the south central portion of the Town (refer to Figure 11).

New Windsor is presently in a sewer moratorium that has been imposed by the Town Board due to the lack of additional capacity in the system. Any additional capacity that does exist is slated for existing districts. Presently the average sewer flow within the Town is approximately 4 million gallons per day. The Town's sewage treatment facility is located adjacent to the Moodna Creek on U.S. Route 9W in the southeastern portion of the Town.

One major problem that has been identified by the Town Engineer is ground and surface water infiltration and inflow. The Town is currently monitoring infiltration and inflow within the system to work towards correcting the problem.

Moodna Development Corporation previously had a sewer allocation of approximately 1.2 million gallons per day prior to the Corporation's closing. This additional capacity is being divided between the Town of New Windsor and Majestic Weaving.

The Town is presently exploring the expansion of its existing plant to 10.75 million gallons per day. The expansion should be addressed as economic development requires.

Two pumping stations are being upgraded as a result of ongoing development within the Town.

### **C. Recommendations**

- Where appropriate capacity exists, a development that is consistent with the Town's planning policies, zoning, land use controls, and surrounding neighborhood should be able to tie into existing Town water and sewer systems or package plants in order to protect aquifers, streams, and waterbodies.
- New water and sewer districts should be permitted to be free standing if practical and any new infrastructure costs should be the responsibility of the developer.
- Priority for municipal water and sewer should be given to existing districts with any expansion limited to infill and possible municipal expansion only if the capacity is available and only if the proposed development is consistent with the Town's planning objectives, zoning, sound land use principals and environmental controls.

## VIII. AGRICULTURE

### A. Goals

*Goal: Preserve the agricultural resources of New Windsor, as an important component of the community's economy and exurban character.*

*Goal: Protect working agricultural landscapes and operations as development pressures continue to increase.*

### B. Summary of Existing Conditions

Agriculture and agricultural related uses continue to represent an important segment of the Town's economy and existing land use, primarily west of the Thruway (approximately 11% of total land area in the Town). A portion of the Town is located within Agricultural District No. 1, which was created by the New York State Legislature in 1972.



Pineview Farm, New Windsor

As development pressures continue to increase in the region the preservation of agricultural land and the Town's remaining rural and exurban character have diminished. The issue of farmland conversions is of paramount importance for New Windsor.

### C. Recommendations

- Insure that zoning regulations do not inhibit the operation of existing agricultural operations.
- Promote agriculture-based tourism in New Windsor. This may include “pick-your-own” or “cut-your-own” type operations that would add to the local economy while keeping farming activities in the public eye.

- Allow for increased flexibility in permitting alternative uses for existing agricultural facilities or buildings in order to assure economic viability. These alternative uses should include only those compatible with the surrounding neighborhood, but could include wineries, cold storage, and processing.
- Promote citizen education on farmland preservation.
- Revisit current regulations relating to housing and maintaining horses in the Town's Zoning Code to assure adequate space, buffering and the well being of animals. Land requirements should incrementally increase on a sliding scale based on the number of horses.



## **IX. LAND USE & ZONING**

### **A. Summary of Existing Conditions**

#### **1. Land Use**

Existing land use information for the Town was obtained from the Town of New Windsor's Assessor's Office, Orange County GIS, and the New York State Office of Real Property Services. This information was supplemented and updated through field checks and a review of aerial orthophotography. In addition, drafts of the land use maps were coordinated with and reviewed by the Citizens Advisory Committee members for additional accuracy.

The Town is comprised of approximately 23,500 acres or 36.6 square miles of land and water area. Approximately 26 percent is vacant, 11 percent is agricultural, 24 percent is occupied by Stewart State Forest and another 2 percent is occupied by Stewart Airport (refer to Table 20).

The following general categories of land use have been utilized in the development of the Plan:

- Agricultural – Property actively used for the production of crops or livestock.
- Commercial – Property used for the sale of goods and/or services. Includes hotels, restaurants, storage facilities, retail services, banks and office buildings, and multi-purpose properties.
- Community Services – Property used for the well-being of the community. Includes schools, religious facilities, health care facilities, and government facilities.
- Forested – Lands covered by mature forests, such as large state parks.
- Industrial – Property used for the production and fabrication of durable and non-durable goods. Includes manufacturing and processing uses.
- Public Services – Property used to provide services to the general public. Includes utility and communication services, transportation services (excluding roads) and waste disposal facilities.
- Recreation & Entertainment – Property used by groups for recreation, amusement or entertainment. Includes sports facilities, beaches, marinas, and parks.
- Residential – Property used for human habitation including single- and multi-family, year round and seasonal residences.
- Vacant – Property that is not in use or lacks permanent improvement.

Figure 12 illustrates the existing land uses and concentrations of land use activities throughout the Town (broken down into more detailed categories than described above). It should be noted that the Land Use Plan map is generalized and is not designed to convey specific land use on a parcel by parcel basis or specific boundaries of future zoning.

A summary of current land use categories, including the percentage of total land area and square miles are identified in Table 20.

**Table 20 – Existing Land Use by Category, 2007**

Land Use Category	Percent of Total Land Area*	Square Miles*
One-Family Residential	21%	7.8
Two-Family Residential	<1%	0.2
Multi-Family Residential	1%	0.4
Commercial	2%	0.7
Office	<1%	0.1
Mixed Use	1%	0.4
Town Owned/Public (other than parks & rec.)	1%	0.4
Quasi-Public (churches, schools, etc.)	7%	2.6
Stewart International Airport	2%	0.7
Park/Recreation	4%	1.5
Agriculture	11%	4.1
Stewart State Forest	24%	8.9
Industrial	2%	0.7
Utilities or Railroad	6%	2.2
Vacant Land	12%	4.4
Unclassified	4%	1.5

Prepared by Turner Miller Group

Source: Orange County GIS

\* Values rounded

## 2. Existing Zoning

Existing zoning in New Windsor, illustrated on Figure 13, is generally consistent with the permitted uses in the respective districts. The Town’s zoning boundaries divide the Town into several distinct areas with their own types of land uses and concentrations of compatible uses that define the overall character of the community. The text of the zoning regulations identify the uses permitted in each of the zoning districts as well as the applicable bulk and dimensional requirements for each zoning district. Currently the Town has thirteen separate zoning designations as follows:

- R-1 Rural Residential
- R-2 Open Space Residential
- R-3 Suburban Residential
- R-4 Suburban Residential
- R-5 Multiple Family Residential
- CL-1 Clustered Suburban Residential
- AP Airport Uses
- AP-1 Airport Uses
- C Design Shopping
- NC Neighborhood Commercial
- OLI Office and Light Industrial
- PI Planned Industrial
- PO Professional Office

Uses permitted within each of the thirteen zoning districts in the Town as well as applicable bulk and dimensional requirements can be found in the Town's Zoning Local Law.

While the Town's current zoning is generally consistent with land uses, several inconsistencies exist. These inconsistencies are addressed in the Land Use Plan and include:

- The medium density Suburban Residential (R-3) zone west of Beaver Dam Lake is inconsistent with existing land uses consisting primarily of agricultural land and large lot residential uses.
- The Office and Light Industrial (OLI) Zone along Route 207 east of Station Road is inconsistent with existing land uses in the area consisting primarily of single-family residential and vacant land uses.
- The southern frontage along Little Britain Road (Route 207), east of the Thruway, presently zoned Planned Industry (PI), is inconsistent with existing land uses consisting primarily of residential and limited commercial uses.
- The area east of the Thruway and west of Route 300 between the Last Encampment of the Continental Army and Mertes Lane, presently zoned Planned Industrial (PI), is inconsistent with existing land uses consisting primarily of residential, park, and vacant land uses.

### Senior Housing

In addition to the above zoning districts the Town recently passed legislation restricting senior housing developments to a redrawn and limited Senior Housing Overlay District. Such age restricted residential developments, must be sited on lots of at least five acres, and require the issuance of a special permit from the Town Board and subsequent site plan review by the Planning Board. The legislation's stated intent is to encourage housing opportunities for senior citizens and to ensure that developments are sited in

appropriate areas. Allowable density is restricted to nine units per acre with up to fourteen units per acre permitted if a development provides affordable housing as defined in the law. In the case where 100 percent of proposed units are affordable a density of up to 18 units per acre is permitted.

Affordable housing is defined as residential units available for a sales price or rental fee that will be affordable to households earning 100 percent of the Orange County, New York, median family income as established by the United States Department of Housing and Urban Development; or if no such statistics are available, then as that term may be defined by and for the County of Orange, Department of Planning.

### **3. Planning & Zoning in Adjoining Communities**

The following describes existing zoning along the bordering portions of communities directly adjacent to the Town of New Windsor. This is important in understanding the relationship of adjoining zoning and land uses with the Town in order to achieve compatibility or provide a basis for reconciling differences if practical or possible.

#### Town of Montgomery

The area of Montgomery that borders New Windsor is zoned for Industrial use. Bordering districts include the I-1, I-3 and I-4 which allow for general industrial uses, machinery plants, laboratories, wholesale businesses and incinerators.

#### Town of Newburgh

Most of the land within the Town of Newburgh which borders New Windsor is part of or related to Stewart Airport. Land is zoned mainly for industrial uses (I), an Interchange Business Zone (IB) and a small Professional Office zone (O) on the eastern border with the City of Newburgh.

#### City of Newburgh

The City of Newburgh has a wide variety of Zones which border the Town of New Windsor. The majority of the land along the border is zoned for heavy commercial and industrial use with Heavy Commercial/ Light Industrial (I-1) and Waterfront Industrial (W-2) zoning designations. The western portion of the border is zoned Office and Distribution (PO-2). A small area surrounding Lake Street is zoned for commercial use (C-3).

#### Town of Hamptonburgh

Hamptonburgh's zoning on its border with the Town of New Windsor is mainly residential, consisting of single family residences on lots ranging in allowable size between two and three acres. A small portion of land on the north end of the boundary consists of an Industrial Park District (IP).

## Town of Cornwall

The area of Cornwall that borders New Windsor is zoned for Residential use of varying densities, commercial, and office and industrial uses. Bordering districts include the SR-1 and SR-2 Suburban Residence Districts, the SLR Suburban Low-Density Residence District, the HC Highway Commercial District, and the PIO Planning Industrial and Office District.

## Town of Blooming Grove

The area of Blooming Grove that borders New Windsor is zoned Rural Residential (RR) 2-acre minimum lot sizes are required.

### **B. Recommendations**

The recommendations for future use of land follow from the goals and recommendations included in the various plan elements discussed above.

The Land Use Plan reflects modifications, clarifications, and refinements of Town policy as currently reflected in the Town Zoning Ordinance and Map. In all instances the future development or redevelopment of these areas will be required to meet high design and land utilization standards. The primary purposes of the land use plan categories are as follows:

- Low and high density residential zones will essentially retain the densities and uses now permitted in the R-1 and R-2 (low density) and R-5 (high density) zones. The Town may wish to consider increasing the permitted density for one-family dwellings in the R-5 Zone from 1 unit per acre to 3 to 4 units per acre.
- Medium density residential zones (R-3 and R-4) will permit the Town's pre October 2001 densities for one-family dwellings. The minimum lot area in the R-3 Zone will vary between 21,780 and 43,560 square feet depending on the availability of central water and sewer. The minimum lot area in the R-4 Zone will vary between 15,000 and 43,560 square feet depending on the availability of central water and sewer.
- The Office-Residential category is intended to allow some flexibility in office uses while retaining the residential character, particularly of the section of Route 207 between Station Road and Lake Road.
- The Office category will retain the uses presently permitted in the Town's zoning. Its purpose is to encourage office development, but not a broad range of commercial activity.
- The Highway Commercial category will permit a full range of commercial activity along major highways. Residential development is not included in this category.

- The Neighborhood Commercial category will permit commercial uses and offices intended to serve the immediate area or neighborhood, primarily with convenience goods and services.
- The Limited Commercial category will permit a greater range and more intensive land uses than what is permitted in the Neighborhood Commercial zone. This will include retail stores and restaurants, service establishments, professional office buildings, hotels and motels, mini warehouses, and other similar uses. This category does not include large shopping centers and big-box stores because of the smaller lots and character of the Route 207 Corridor.
- Mixed Use is a category intended to limit the size and scale of commercial, office, and possibly residential uses along major highway corridors. Mixed use development will be encouraged.
- The Riverfront Development category is designed to encourage reuse of primarily industrial waterfront areas with water dependent and water enhanced activities. Additional access to the Hudson River is encouraged where possible.
- The Campus Economic Development category will encourage high quality economic activity generated by the presence of Stewart Airport. This will include hotel, conference center, educational facilities, high tech business, corporate offices and similar uses.
- The Airport & Planned Development category is similar to the Campus Economic Development category but will occur on airport lands where opportunities exist.
- The Office & Light Industrial is also similar to the Campus Economic Development category but will occur on smaller parcels and will encourage smaller industrial uses.
- The Planned Industrial category will encourage a full range of non-nuisance environmentally sensitive industrial activities.

The proposed pattern of land use is reflected on the Proposed Land Use Plan map (refer to Figure 14). The Land Use Plan establishes the predominant land use attributes in each area and along major corridors. The proposals, such as watershed protection overlays will be translated into regulations in the implementation phase of the Plan.

Once the Proposed Land Use Plan map is converted and translated into the Town's Official Zoning Map the zone boundaries will generally follow lot lines.

- Eliminate the higher density residential area west of Beaver Dam Lake (currently zoned R-3) and convert to a lower density consistent with the area's surrounding Rural Residential (R-1) zoning.

- Eliminate a portion of the higher density residential area directly west of the Silver Stream Reservoir (currently zoned R-3) and convert to a lower density consistent with the area's surrounding Rural Residential (R-1 and R-2) zoning.
- Eliminate the Office and Light Industrial (OLI) Zone along Route 207 east of Station Road and create a new Office Residential (OR) district. This new land use and zoning category should permit offices in residential structures on lots fronting Route 207. New development should be consistent with the area's existing residential character and surroundings and would be built out at a low density.
- Eliminate the Neighborhood Commercial (NC) Zone along Route 207 from Silver Stream Road to just west of Jackson Avenue and create a new Limited Commercial (LC) district.
- Eliminate the portion of the senior housing overlay district west of the Silver Stream Reservoir to reduce the intensity of development near the Reservoir, a public drinking water source.
- Rezone the Bivona Lane area directly south of Route 207 in the vicinity of Stewart Airport from Suburban Residential (R-3) to Limited Commercial (LC).
- Extend the existing Planned Industry (PI) Zone east of Route 32 in the northeastern portion of the Town by rezoning the town-owned lands northeast of Ruscitti Road from Suburban Residential (R-4) to Planned Industry (PI).
- Rezone a small portion (6 lots) of the northern frontage along Union Avenue east of Route 32 in the vicinity of James Street and Daniher Avenue from Suburban Residential (R-4) to Highway Commercial (HC).
- Rezone portions of the northeastern most section of the Town both east and west of River Road from Planned Industry (PI) to Riverfront Development (RD). This new zoning should permit uses such as restaurants, retail, theaters, galleries, marinas, mixed use residential and other water dependent or water enhanced uses.



1220 River Road – Frontage on Hudson River

- Rezone the southern frontage (generally one lot deep) along Little Britain Road (Route 207), east of the Thruway to Washington Lake from Planned Industry (PI) and Suburban Residential (R-4) to mixed use. The mixed use area would include residential and limited commercial development.
- Rezone the area east of the Thruway and west of Route 300 between the Last Encampment of the Continental Army and Mertes Lane as medium density residential.
- Rezone the 400+/- acre tract of land adjacent to Stewart Airport (east and west of Route 747) from AP to Airport and Planned Development. This new zone should permit airport related development such as hotels, conference centers, and medical, educational, and high end research and office space in a campus like setting with significant open space, landscaped buffers, architectural guidelines, etc.
- There are not presently any zoning regulations pertaining to setbacks and/or the placement of ‘customary and incidental uses’ in residential zones for such items as tennis courts, jungle gyms, basketball courts, etc. The Town should include language in its zoning to regulate the placement of such incidental uses to limit any potential impacts they may pose on the surrounding neighborhood.
- Establish setback requirements for parking areas, driveways, roads and buffer areas.
- Modify zoning text and map to position zoning district boundaries along property lines and assure buffers between residential and business uses, where appropriate and practicable.

- Set up an escrow system for developers to assure adequate funds for necessary planning, engineering, and other expert reviews to assist the Planning Board during all project reviews.

## **X. PLAN IMPLEMENTATION**

This section includes a description and prioritization of the specific actions items that the Town should take to implement the Plan. An incremental approach to the Plan's implementation is most appropriate as the availability of staff, funding, and other resources will be important.

The Town Board is ultimately responsible for implementation of this Plan. However, the key to successful implementation is the cooperation and coordination of the various Town boards and agencies responsible for land use decisions.

The Comprehensive Plan should be understood as a "living document"; a document that will need to be updated and adjusted from time to time to reflect the current needs and conditions of the Town. Because of this the Town Board should monitor the successful implementation of the Plan, by reviewing strategies on an annual basis.

Prior to the adoption of the Plan the SEQR process will be completed by the Town Board. This process consists of drafting and adopting a Generic Environmental Impact Statement (GEIS) for the Plan.

Detailed descriptions of each of the following key implementation items can be found in each of the corresponding sections of the Plan.

### **A. High Priority Implementation Items**

These implementation action items should be initiated within 1 year of the adoption of the Plan.

#### **1. Population, Housing, & Residential Development**

- Increase the permitted residential densities in the R-3 and R-4 zones. Potential changes should take available water and sewer infrastructure into account.
- Develop appropriate development standards for each type of senior housing in the Town's ordinance.
- Establish a committee of senior citizens to keep abreast of the latest trends in senior housing by identifying and investigating successful endeavors of other municipalities.
- Develop a Conservation Cluster Overlay Zone that would allow for incentives in the form of increased residential density in exchange for the preservation and/or dedication of open space lands as part of a development.

## **2. Economic Development**

- Develop a plan and zoning framework for the utilization of the 400+/- acre tract of land adjacent to Stewart Airport that is not part of the Stewart State Forest.
- Develop public-private development relationships with major private landholders along River Road and the Hudson River in an effort to redevelop areas of the waterfront for public access, commercial (retail, office, restaurant, entertainment, etc.), recreational, and mixed-use residential.

## **3. Natural Resources**

- Adopt a watershed protection law and overlay zone delineated by the boundaries of the drainage areas of the Silver Stream Reservoir and Washington Lake and generally within 100 feet of the banks of ponds, creeks and streams in the Town.
- Adopt aquifer protection regulations.
- Adopt environmental protection laws that protect all streams/creeks, waterbodies, wetlands and floodplains in the Town.
- Establish a permitting process for activities that occur within stream, wetland, and floodplain protection buffers.
- Draft and adopt a tree preservation law to help protect the Town's woodland character.

## **4. Transportation**

- Perform a traffic and pedestrian safety analysis of the Five Corners Intersection. Provide crosswalks at the Intersection.
- Pursue a connection of Routes 300 and 94 and Routes 300 and 32 by establishing a bypasses around the Five Corners Intersection. Pursue similar proposal where opportunity exists.
- Create highway improvement overlay zones along:
  - Route 300 and Route 207 from the five corners intersection to and including Route 747.
  - Route 94, from the five corners intersection a short distance southwest to the Thruway overpass.
  - Route 94, from the five corners intersection to the Newburgh City line.
  - Route 32, from the five corners intersection to the Newburgh City line.
- Identify areas within the Town where traffic calming is appropriate due to excessive speed, congestion or high levels of pedestrian activity.

- Design and implement traffic calming techniques where deemed appropriate.
- Reduce speed limits where appropriate. For the most part, this will require coordination with County and NYSDOT.

## **5. Parks, Recreation, & Historic Resources**

- In subdivisions where sidewalks are deemed inappropriate, additional recreational facilities should be considered to offset the loss of the recreational benefits associated with sidewalks.
- The Town should consider amending its fee schedule to increase the recreation fee for projects where the Planning Board has waived the required sidewalks. This will offset the loss of recreational opportunities provided by sidewalks, and will also enhance the Town's available resources for Town recreational facilities to meet the recreational needs of the new homes.

## **6. Agriculture**

- Revisit current regulations relating to housing and maintaining horses in the Town's Zoning Code to assure adequate space, buffering and the well being of animals.

## **7. Land Use & Zoning**

Review and revise the Town Zoning Code to achieve the following objectives:

- Eliminate the higher density residential area west of Beaver Dam Lake (currently zoned R-3) and convert to a lower density consistent with the area's surrounding Rural Residential (R-1) zoning.
- Eliminate a portion of the higher density residential area directly west of the Silver Stream Reservoir (currently zoned R-3) and convert to a lower density consistent with the area's surrounding Rural Residential (R-1 and R-2) zoning.
- Eliminate the Office and Light Industrial (OLI) Zone along Route 207 east of Station Road and create a new Office Residential (OR) district. This new land use and zoning category would permit offices in residential structures on lots fronting Route 207. New development should be consistent with the area's existing character and surroundings and would be built out at a low density.
- Eliminate the Neighborhood Commercial (NC) Zone along Route 207 from Silver Stream Road to just west of Jackson Avenue and create a new Limited Commercial (LC) district.

- Eliminate the portion of the senior housing overlay district west of the Silver Stream Reservoir to reduce the intensity of development near the Reservoir, a public drinking water source.
- Rezone the Bivona Lane area directly south of Route 207 in the vicinity of Stewart Airport from Suburban Residential (R-3) to Limited Commercial (LC).
- Extend the existing Planned Industry (PI) Zone east of Route 32 in the northeastern portion of the Town by rezoning the town-owned lands northeast of Ruscitti Road from Suburban Residential (R-4) to Planned Industry (PI).
- Rezone a small portion (6 lots) of the northern frontage along Union Avenue east of Route 32 in the vicinity of James St. and Daniher Avenue from Suburban Residential (R-4) to Highway Commercial (HC).
- Rezone portions of the northeastern most section of the Town both east and west of River Road from Planned Industry (PI) to Riverfront Development (RD). This new zoning should permit uses such as restaurants, retail, theaters, galleries, marinas, mixed use residential and other water dependent or water enhanced uses.
- Rezone the southern frontage (generally one lot deep) along Little Britain Road (Route 207), east of the Thruway to Washington Lake from Planned Industry (PI) and Suburban Residential (R-4) to mixed use.
- Rezone the area east of the Thruway and west of Route 300 between the Last Encampment of the Continental Army and Mertes Lane as medium density residential.
- Rezone the 400+/- acre tract of land adjacent to Stewart Airport (east and west of Route 747) from AP to Airport and Planned Development. This new zone should permit airport related development such as hotels, conference centers, and medical, educational, and high end research and office space in a campus like setting with significant open space, landscaped buffers, architectural guidelines, etc.
- There are not presently any zoning regulations pertaining to setbacks and/or the placement of 'customary and incidental uses' in residential zones for such items as tennis courts, jungle gyms, basketball courts, etc. The Town should include language in its zoning to regulate the placement of such incidental uses to limit any potential impacts they may pose on the surrounding neighborhood.
- Establish setback requirements for parking areas, driveways, roads and buffer areas.
- Modify zoning text and map to position zoning district boundaries along property lines and assure buffers between residential and business uses, where appropriate and practicable.

- Set up an escrow system for developers to assure adequate funds for necessary planning, engineering, and other expert reviews to assist the Planning Board during all project reviews.

## **B. Moderate Priority Implementation Items**

These implementation action items should be initiated within 2 to 5 years of the adoption of the Plan.

### **1. Population, Housing, & Residential Development**

- Coordinate building heights and floor area ratios (FAR) with set back requirements in order to protect the integrity of neighborhoods. Further, the Town may wish to restrict building footprints by a percentage of lot size to ensure there is a sufficient area of the building lot for accessory uses.

### **2. Natural Resources**

- Designate aquifers as critical environmental areas (CEAs) as defined by the regulations implementing the New York State Environmental Quality Review Act (SEQRA).
- Enhance Stormwater Management practices within the Town.
- Adopt irrigation control regulations to control and reduce water used for lawn and landscaping irrigation.
- Continue to monitor local blasting protocols to determine if modifications are needed.
- Work in conjunction with Orange County and the Palisades Interstate Park Commission to protect the Moodna Creek Corridor by creating a greenway by linking the Knox Headquarters and Butterhill Park properties with the Hudson River along the Town's southeast border.
- Explore sources of funding (i.e. grants) that would allow for the additional planting of street trees and shrubs along public thoroughfares.

### **3. Parks, Recreation, & Historic Resources**

- Additional access to the Hudson River, including a potential boat-launch should be included in future redevelopment of waterfront lands.
- Perform a comprehensive update to the architectural survey conducted in 1988 by Colette Fulton, with assistance from the Town Historian.

- Create a program that could provide positive recognition to historic resources in the Town identified as important or significant by an updated architectural survey.

#### **4. Agriculture**

- Promote citizen education on farmland preservation.

#### **C. Ongoing Implementation Items**

These implementation action items should be initiated on an ongoing basis from the adoption of the Plan.

#### **1. Population, Housing, & Residential Development**

- Vegetative buffers should be created and or retained between developments and local roadways and neighboring non-residential land uses in order to preserve the rural residential character and scenic viewsheds within the Town.
- Encourage the production of housing appropriate to all segments of the population, including lower, moderate, and upper income housing, to maintain a balanced community. Consider variable zoning incentives and set asides to achieve this objective.
- Developers of new subdivisions in the western portion of the Town should be required to explore clustering as an option in order to conserve open space and natural resources, create efficient infrastructure, including limiting the amount of impervious surface, and providing diversity in housing.
- Senior citizen housing should be planned as part of the community where services and utilities are available and where there is good access to transportation and community services.
- The location of senior citizen housing in the Town should be limited to the medium and high density residential zones identified on the Land Use Plan (Figure 14)
- Require sidewalks in development that is of an appropriate density – generally two units per acre or higher.
- Use available federal, state, and local resources to support the production of affordable housing.

#### **2. Economic Development**

- Large vegetative buffers in excess of 100 feet, to be determined by the Planning Board, should be maintained between the airport and any development.

- Developments should retain as many mature trees as possible as to not reduce existing noise and visual barriers.
- Generally, commercial and industrial development should be limited to areas already developed including infill.
- Commercial and corporate development should generally be encouraged along Route 207 from Toleman Road east to Union Avenue and from Route 300 to the Five Corners Intersection to support the airport and further economic development.
- Future non-residential development should be limited along residential corridors along Route 207, generally west of Toleman Road, and other predominantly residential corridors in order to maintain the rural and historic qualities of these areas (see Land Use Plan).
- Coordinate with the Orange County Partnership and Chamber of Commerce to promote local business and quality employment in designated areas, particularly in the eastern portion of the Town along major routes and thoroughfares.
- Developments should be designed using natural materials and be developed at a pedestrian scale. Roofs should be pitched or gabled and other architectural elements should be incorporated whenever possible in order to reduce monotony, create interesting development, and retain the attractiveness of corridors.
- The size of a development should be appropriate for its surroundings. Large facades, over 100 feet in length, should be designed to visually reduce the mass of the building.
- Proximity of a development project to historic corridors or structures and rural or scenic areas should be taken into consideration in design. New development should be designed to blend into the landscape in which it is being designed.
- Signage should be constructed of similar materials and color as the building to which it is accessory. Pylon or pole signs should be avoided and monument signs should only be permitted in cases where the Planning Board determines that a building is not sufficiently visible from the roadway.
- Landscaping plans should be reviewed by the Planning Board during the planning review process to ensure not only a mix of appropriate vegetation on the property but also to ensure adequate screening from neighboring properties, around parking areas and dumpster enclosures.
- Curb cuts should be minimized along congested commercial corridors and should be set back from intersections.

### 3. Natural Resources

- Utilize available organizational and financial resources, within the budgetary constraints of the Town to acquire/purchase or otherwise protect additional watershed protection lands directly adjoining the Silver Stream Reservoir.
- Work jointly with the City of Newburgh to assist in the protection of City owned watershed lands surrounding the Silver Stream Reservoir.
- Develop initiatives to encourage the use of varied transportation modes, including non-motorized modes of walking and bicycling when feasible, reducing vehicular emissions.
- Institute an energy conservation program through the following measures:
  - Consumer education with information available at Town Hall and on the Town website.
  - Require developers to explore the use of alternate forms of energy, particularly in new commercial or residential buildings. This should include solar lighting where appropriate. The County and State offer grants and tax incentives for green design.
  - Encourage new one- or two-family dwelling or multifamily dwellings of three stories or less to meet the requirements for a New York Energy Star labeled home.
- Encourage local government to utilize green building and energy conservation technologies and practices in the renovation and construction of municipal buildings and facilities.
- Encourage alternative approaches to development including residential conservation clustering on larger lots particularly within environmentally sensitive areas and particularly in the western portion of the Town. Cluster development may be required at the discretion of the Planning Board.
- Work cooperatively with the New York State Department of Environmental Conservation in the preservation and protection of the Stewart Forest lands.
- Continue to explore creative strategies for the acquisition of open space, particularly open space that contributes to the protection of natural resources and sensitive environments.
- Explore methods of providing public pedestrian access to watershed protection areas of Town's ponds and reservoirs for canoeing, fishing, and other activities.
- Open space that is created or maintained by the design of a subdivision should provide for connections to other similar open spaces.

- Work cooperatively with the Orange County and New York State departments of transportation to ensure that trees are preserved or provided along County and State routes within the Town.

#### **4. Transportation**

- Require new subdivisions to connect to other local roads and adjacent subdivisions within the Town and discourage the use of cul-de-sacs in order to aid in circulation and keeping unnecessary traffic off major roadways. All new connections should be unrestricted access. Traffic calming methods should be implemented to ensure local neighborhood roadways are impacted as little as possible by through traffic.
- Urge Orange County and the NYSDOT to construct turning lanes where appropriate on major roadways as recommended in the NYSDOT Master Plan.
- Reduce access points along major roads and encourage joint use of curb cuts and marginal access drives.
- Encourage the County to fund additional Dial-A-Bus service.
- Explore ways to increase access to bus service in the Town by expanding the number of bus routes and stops.
- Encourage the development and maintenance of bus shelters along existing bus routes throughout the Town
- Apply necessary signage in conjunction with traffic calming techniques especially at known pedestrian crossings and near schools and recreation lands.

#### **5. Parks, Recreation, & Historic Resources**

- Explore opportunities for emerging recreational needs including, but not limited to skateboarding, equestrian trails, etc.
- Emphasis should be placed on maintaining and/or enhancing the physical condition of parks where appropriate.
- Expand physical access to the Hudson River where possible.
- As development expands into the western portion of Town, additional recreational sites and needs should be assessed. Consideration should be given to accessibility to newly developing areas.
- The appropriateness of requiring sidewalks in new subdivisions in the Town should be selected carefully to maximize their usefulness to the community.

- Vegetative buffers should be required to protect historic developments and their surrounding viewsheds from new developments.
- Encourage property owners to list their eligible properties on the National Register of Historic Places and the State Historic Register.

## **6. Utilities**

- Where appropriate capacity exists, a development that is consistent with the Town's planning policies, zoning, land use controls, and surrounding neighborhood should be able to tie into existing Town water and sewer systems or package plants in order to protect aquifers, streams, and waterbodies.
- New water and sewer districts should be permitted to be free standing if practical and any new infrastructure costs should be the responsibility of the developer.
- Priority for municipal water and sewer should be given to existing districts with any expansion limited to infill and possible municipal expansion only if the capacity is available and only if the proposed development is consistent with the Town's planning objectives, zoning, sound land use principals and environmental controls.

## **7. Agriculture**

- Insure that zoning regulations do not inhibit the operation of existing agricultural operations.
- Promote agriculture-based tourism in New Windsor. This may include "pick-your-own" or "cut-your-own" type operations that would add to the local economy while keeping farming activities in the public eye.
- Allow for increased flexibility in permitting alternative uses for existing agricultural facilities or buildings in order to assure economic viability.