

TOWN OF CORNWALL

DRAFT
Town of Cornwall
Comprehensive
Development Plan
Update
2011

With the Assistance of
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1.0 INTRODUCTION

COMPREHENSIVE PLAN PURPOSE AND AUTHORITY

Section 272-a(1)(b) of New York State Town Law states that “Among the most important powers and duties granted by the legislature to a Town government is the authority and responsibility to undertake town comprehensive planning and to regulate land use for the purpose of protecting the public health, safety and general welfare of its citizens.” To carry out this purpose, New York State Town Law Section 272-a authorizes towns to undertake comprehensive planning, including adoption of a formal written Comprehensive Plan. Section 271-a(10) of the Town provides that when a town adopts a comprehensive plan, the town should undertake periodic reviews of it to update its provisions.

The Town of Cornwall has had a formal written Comprehensive Plan since, at least, 1992.¹ The most recent update to the Town's Comprehensive Plan was prepared in 2004 and adopted early in 2005. Section 7.3 of the Town's Comprehensive Plan recommends that reviews and updates to the Comprehensive Plan be conducted every five to six years.

WHY UPDATE NOW?

In 2010, the Town Board decided to review and update the Town's Comprehensive Plan. This decision was reached, in part, because of the timing recommended by the Comprehensive Plan itself. Equally important, the decision was reached because many of the projections or assumptions upon which the 2004-2005 Comprehensive Plan was based have not transpired and have been called into question by changed circumstances, such as local and regional economic difficulties and the impact on the local businesses and the housing market caused by such difficulties. Additionally, the results of the 2010 Census are now available, and updated demographic information will allow the Town to evaluate changes to the population and its needs and to alter the Town's Comprehensive Plan to better serve them.

Upon preliminary review of the Comprehensive Plan with its consultants, the Town Board identified several areas of special concern for review and re-evaluation. Additionally, the Town Board established an informal "Comprehensive Plan Committee" ("CPC") comprised of one Town Board Member and four community residents to more closely review the Comprehensive Plan and to work with the Town's consultants in preparing a draft Comprehensive Plan update for the Town Board's consideration. The critical issues for this update as identified by the Town Board and the CPC are:

- Main Street/Downtown Revitalization Plan & Commercial Area Development

¹ Prior to the 1994 statutory amendment of Town Law §272-a, it was common practice to refer to a comprehensive plan as a "master plan," and accordingly, the Town's 1992 plan was called the Town's Master Plan. It will hereinafter be referred to as the "1992 Plan."

- Land Use & Housing Plan
- Environmental Preservation
- Public Accommodations and Municipal Facilities

ORGANIZATION OF THE PLAN

Section 2 which immediately follows this Introduction, includes updates to Existing Conditions since the Plan was last prepared. A thorough discussion of Demographics and Socio-Economic characteristics is presented using current Census data. Section 2.2 considers Housing and related issues.

The Comprehensive Plan Update is in Section 3 and begins with a restatement of the important issues and a review of the Goals and Objectives adopted in the 2005 Plan.

Section 4 revises the Main Street Downtown Revitalization Plan.

Section 5 is the Land Use and Housing Plan Update which updates and revises the 2005 Comprehensive Plan, discussing new approaches to addressing important issues such as housing, commercial areas, and large institutional uses and properties.

Section 6 considers environmental preservation issues, including open space and conservation matters.

Section 7 is a new feature of the Plan, discussing public accommodations and municipal facilities.

Section 8 considers the Plan's consistency with current regional plans.

The Plan concludes with Section 9, Plan Implementation. Section 9.1 includes a summary of the major recommendations which are found throughout the Plan Update and suggests possible means of implementing proposed Zoning and Land Use actions.

2.0 CORNWALL TODAY: SUMMARY OF EXISTING CONDITIONS

A current analysis of population and household characteristics is vital to planning a community's future course in land use, environmental, economic development and community facilities decisions. This section includes data regarding social and economic characteristics that will be used in evaluating goals, objectives and policies that will be responsive to Cornwall residents of all ages. The need for housing and future facilities and services in the Town will be a function of the size and densities of the various groups comprising Cornwall's population. The socio-

economic structure of the population and the business community must also be understood in order to address the economic development needs of the community.

A general description of population and housing characteristics is provided here based on the most recent U. S. Census Bureau data for population and housing. Previous census years are included where appropriate to track historic trends. The Town of Cornwall totals in the Census publications include the Village of Cornwall-on-Hudson. Therefore, most of the charts below show all three data sets to highlight the differences, as well as the similarities, between the Town of Cornwall and the Village. Data for the County-wide metrics is also included for comparison.

2.1 Population

Table 2.1 provides data on the Town (excluding Village of Cornwall-on-Hudson) and Orange County population trends from 1930 through 2010. The Town of Cornwall population grew dramatically in the 1950’s through the 1970’s, with the most significant growth rate occurring during the 1960’s. The growth rate slowed after the 1970’s, reflective of the economic recession during the 1980s. The economic conditions in the first decade of the 21st Century have been challenging, and growth rates in the Town of Cornwall outside the village were relatively minimal. While population elsewhere within the County continued to grow, those rates too were the lowest seen since the 1960’s, and the most significant growth engine in the County was the Town of Monroe, both the unincorporated Town of Monroe and the Village of Kiryas Joel.

Year	Town of Cornwall (excluding Village)	Numeric Change	Percent Change	Percent of County	Orange County	Numeric Change	Percent Change
1930	3,157	--	--	2.42%	130,383	--	--
1940	3,321	164	5.2%	2.37%	140,113	9,730	7.5%
1950	3,943	622	18.7%	2.59%	152,255	12,142	8.7%
1960	5,309	1,366	34.6%	2.89%	183,734	31,479	20.7%
1970	6,541	1,232	23.2%	2.95%	221,657	37,923	20.6%
1980	7,610	1,069	16.3%	2.93%	259,603	37,946	17.1%
1990	8,177	567	7.5%	2.66%	307,647	48,044	13.4%
2000	9,249	1,072	13.1%	2.71%	341,367	33,720	11.0%
2010	9,532	283	3.1%	2.48%	372,813	31,446	9.2%

Sources: U. S. Bureau of the Census, 2010; Town of Cornwall Comprehensive Development Plan, 2005.

The 1992 Plan had anticipated that by 2000, the Town would grow 19.8% to 9,800 persons and 20.9% to 11,850 persons by 2010. However, growth during the 1990’s was a more moderate 13 percent in Cornwall, and along with the 1% decrease in the Village resulted in a Town-wide increase of 9.2% for that

decade. Excluding the Village, the Town population was 9,249 in 2000, falling short of the projection by nearly 600 residents. The 2005 Comprehensive Plan had projected a consistent moderate growth rate of just over one percent per year, anticipating on this basis that there would be a population of 13,575 persons by 2010 and 15,000 by 2020 in the Town including the Village. However, the 2010 Census shows that population growth during 2000-2010 slowed to almost no growth, with well under a single percent of population growth annually in the Town outside the Village, and the Village continuing to sustain small losses in population. Table 2.2 displays both the Town and the Village population from 1970 to 2010 along with the aggregated total for the entire Town of Cornwall. The data indicates that the Town population is growing only slightly, while the Village population is continuing to decline. Due to the low levels of population growth in the Town, the Town’s percentage of County-wide total population declined in the last decade to a percentage similar to that seen in the 1930’s through the 1950’s.

	CORNWALL (excluding Village)	Numeric Change	Percent Change	CORNWALL - ON-HUDSON	Numeric Change	Percent Change	CORNWALL TOTAL	Numeric Change	Percent Change
1970	6,541	1,232	23.2%	3,131			9,672		
1980	7,610	1,069	16.3%	3,164	33	1.1%	10,774	1,102	11.4%
1990	8,177	567	7.5%	3,093	-71	-2.2%	11,270	496	4.6%
2000	9,249	1,072	13.1%	3,058	-35	-1.1%	12,307	1,037	9.2%
2010	9,538	289	3.1%	3,108	-40	-1.3%	12,646	339	2.8%

Source: U. S. Bureau of the Census, 1990, 2000 and 2010; Orange County Planning Department, 2003.

Population growth projections in Orange County can differ, depending on what growth rate is applied to particular population levels. Population projections are constantly adjusted based on sampling data from the American Community Survey (ACS), and demographers can calculate low, medium, or high projections based on whether they average data from longer periods of time or whether they use shorter, more recent time frames. The Orange County Planning Department created several different longer term population projections, the “low” projection using the 2008-2009 growth rate of 0.2% (which according to the 2010 Census, was close to the Town’s annual growth rate for the entire decade), the “moderate” projection using the historic building permit activity of 0.9%, and the “high” projection using the average historic growth rate of 1.26%. Based on the trends observed in the 2010 Census, Garling Associates believes that the more conservative growth patterns observed in the last decade are the most likely to occur in the Town of Cornwall in the coming decade. Therefore, this Comprehensive Plan has relied on these modest population projections. The County’s total population grew only 9.2% between 2000 and 2010, as compared to the 10.5% growth rate that had previously been projected. Cornwall’s percentage of the County’s total population has been dropping, as other towns

continue to grow at higher rates. Therefore, the previous population projections have been revised to reflect the observed lower growth rates, and Cornwall's percent of the total County-wide population is estimated to have shrunk from 3.6 percent in 1990 and 2000 to its current 3.4% in 2010 and still further to 3.2 percent in 2020. With the County-wide growth rate projected to remain only slightly lower, and Cornwall projected to remain at a very low growth rate, this would mean dramatically lower population levels in 2020 than had been projected in the 2005 Town of Cornwall Comprehensive Plan. The 2005 Comprehensive Plan had projected that the Town would reach a population of 13,575 in 2010 and 15,000 by 2020, but with an actual population of only 12,646 in 2010 the Town has clearly fallen short of those projected growth rates, and this Comprehensive Plan anticipates continued slow growth rates.

Table 2.3: Orange County and Town of Cornwall Population Projection 2010-2020				
	1990	2000	2010	2020
COUNTY TOTAL	307,647	341,367	372,813	407,112
Numeric Change from prior year reported	---	33,720	31,446	34,299
Percent	---	11.0%	9.2%	9.2%
CORNWALL (Includes Cornwall-on-Hudson)	11,270	12,307	12,646	13,000
Actual or Estimated % of County Total	3.6%	3.6%	3.4%	3.2%
Numeric Change from prior decade reported	---	1,037	339	354
Percent Change from prior decade reported	---	9.2%	2.8%	2.8%

Source: U. S. Bureau of the Census, 1990, 2000 and 2010;; County and Cornwall Projection, Garling Associates, 2011..

Cornwall's population change from 1990 to 2010 and proportion of the County's total population is shown in relation to the other Orange County towns and cities in Table 2.4. Town population figures in Table 2.4 include village population changes, which in some cases can have a significant effect on the overall town population figures for the respective towns. Also shown is the growth rate rank for each town or city in both 2000 and 2010, so that the relative changes in growth rates can be tracked in each of the two most recent decades. Cornwall's growth rate of 9.2 percent ranked fifteenth of the 23 communities shown in 2000, but dropped to nineteenth in 2010. The adjacent Towns of Highlands and New Windsor both lost population and ranked 23 and 21, respectively in 2000, but in 2010 the picture changed, with New Windsor in fifth place for growth, and Highlands ranking twentieth, based largely on the strength of growth within the Village of Highland Falls. The five communities with the highest growth rate include the Towns of Monroe, with just under a fifty-two percent growth rate (51.9%), Minisink (27.3%), Greenville (21.5%), Woodbury (20%) and Hamptonburgh (18.75). The Town of Monroe grew in large part due to the Village of Kiryas Joel, but also grew outside its villages, while the sparsely

populated towns of Minisink, Greenville and Hamptonburgh continued their high percentage increases in population.

	1990 Census	Growth Rank 2000	2000 Census	Growth Rank 2010	2010 Census	Numeric Change 2000-10	Percent Change 2000-10	Percent of County		
								1990	2000	2010
Blooming Grove	16,670	19	17,351	17	18,028	725	4.2%	5.4%	5.1%	4.8%
Chester	9,138	2	12,140	18	11,981	365	3.0%	3.0%	3.6%	3.2%
Cornwall	11,270	15	12,307	19	12,646	299	2.4%	3.7%	3.6%	3.4%
Crawford	6,394	3	7,875	6	9,316	1441	18.3%	2.1%	2.3%	2.5%
Deerpark	7,832	20	7,858	22	7,901	43	0.5%	2.5%	2.3%	2.1%
Goshen	11,503	12	12,913	16	13,687	552	4.3%	3.7%	3.8%	3.7%
Greenville	3,120	4	3,800	3	4,616	816	21.5%	1.0%	1.1%	1.2%
Hamptonburgh	3,910	6	4,686	5	5,561	875	18.7%	1.3%	1.4%	1.5%
Highlands	13,667	23	12,484	21	12,492	230	1.8%	4.4%	3.7%	3.3%
Middletown	24,160	18	25,388	10	28,086	2,698	10.6%	7.9%	7.4%	7.5%
Minisink	2,981	5	3,585	2	4,490	981	27.3%	1.0%	1.1%	1.2%
Monroe	23,035	1	31,407	1	39,912	16,298	51.9%	7.5%	9.2%	10.7 %
Montgomery	18,501	11	20,891	8	22,606	2,581	12.3%	6.0%	6.1%	6.1%
Mount Hope	5,971	13	6,639	13	7,018	458	6.9%	1.9%	1.9%	1.9%
City of Newburgh	26,454	17	28,259	20	28,866	607	2.1%	8.6%	8.3%	7.7%
Newburgh	24,058	8	27,568	12	29,801	2,233	8.1%	7.8%	8.1%	8.0%
New Windsor	22,937	21	22,866	11	25,244	2,378	10.4%	7.5%	6.7%	6.9%
City of Port Jervis	9,060	22	8,860	23	8,828	(32)	(0.4%)	2.9%	2.6%	2.4%
Tuxedo	3,023	14	3,334	14	3,624	182	5.4%	1.0%	1.0%	1.1%
Wallkill	23,016	16	24,659	9	27,426	2,767	11.2%	7.5%	7.2%	7.4%
Warwick	27,193	10	30,764	15	32,065	1,625	5.3%	8.8%	9.0%	8.6%
Wawayanda	5,518	9	6,273	7	7,266	993	15.8%	1.8%	1.8%	1.9%
Woodbury	8,236	7	9,460	4	11,353	1893	20%	2.7%	2.8%	3.0
COUNTY TOTAL	307,647		341,367		372,813	31,446		100%	100%	100%

Source: U. S. Bureau of the Census, 1990 and 2000; Orange County Planning Department, 2003; Proportions of County Population calculations. Garling Associates, 2003.

The population of the unincorporated Town of Cornwall is about 91.3 percent White, as shown in Table 2.5. This is significantly higher than the County-wide representation of 77.2% White. The Town has small percentages of minority and of mixed race population, including 2.2 percent Black, 1.8 percent Asian, and 2.5 percent mixed race. County-wide, the Black population is represented at 10.2 percent, and 2.4 percent Asian. Hispanic/Latino ethnicity is less than ten percent in the Town (9.1%), but almost double that percentage County-wide (18%).

RACE and ETHNICITY	Cornwall excluding Village	Percent Of Total	Cornwall on Hudson	Percent of Total	Cornwall Townwide	ORANGE COUNTY	Percent of Total
	9,628		3,018		12,646	372,813	
WHITE ALONE	8,793	91.3%	2,842	94.2%	11,635	287,802	77.2%
BLACK ALONE	217	2.2%	33	0.1%	250	37,946	10.2%
ASIAN ALONE	169	1.8%	50	0.2%	219	8,895,157	2.4%
NATIVE AMERICAN OR ALASKAN ALONE	33	0.3%	2	<0.1%	35	1,748	<0.1%
NATIVE HAWAIIAN OR PACIFIC ISLANDER ALONE	7	< 0.1%	0	0%	7	125	< 0.1%
OTHER ALONE	168	1.7%	17	0.6%	185	24,6155	6.6%
MIXED RACE	241	2.5%	74	2.5%	315	11,682	3.1%
ETHNICITY: HISPANIC/LATINO	873	9.1%	173	5.7%	1046	67,185	18%

Source: U. S. Bureau of the Census, 2010.

As seen in Table 2.6, there is a higher percentage of older age groups within the Town of Cornwall and the Village of Cornwall-on-Hudson than in the rest of the County, with 6.7% and 10.4%, respectively, in the 65-74 year-old age group, compared with only 5.4% in the County. Similarly, the 75-84 year-old and the 85 years and older age groups are more concentrated in the Town and Village, with 5.9% and 5.7% of 75-84 year olds respectively compared to 3.5% County-wide, and 2.3% and 0.5% of 85-and-older respectively, compared to only 0.1% County-wide. In contrast, there are lower percentages of the youngest age groups under 5 years and 5-9 years, with 5% and 5.3% of under 5-year olds in the Town and Village, compared to 7% County-wide, and 6.8% and 5.7% of 5-9 year olds, respectively, compared to 7.6% County-wide. The representation of 10-14 year olds is higher, at 8.8% in both Town and Village, but only 8% County-wide, though 15-19 year olds drop to 7.7% in the Town and 6.8% in the Village, where this age cohort is at 8.4% of the County-wide population. The proportion of 20-24 year olds remains low, at 6.3% in the Town and 5.6% in the Village, where it is 7.3% County-wide, and the contrast is even more dramatic for 25-34 year olds, with 5.7% and 5.6% in Town and Village, compared to 10.3% County-wide. These numbers suggest that young adults are locating elsewhere.

	Cornwall excluding village	Percent Of Total	Cornwall-on-Hudson	Percent of Total	Cornwall Townwide	Orange County	Percent of Total
Estimated TOTAL POPULATION	9,705		3,074		12,779	376,548	
MALE	4,922	50.7%	1,529	49.7%	6,451	191,947	50.9%
FEMALE	4,783	49.3%	1,545	50.3%	6,328	184,601	49.1%
AGE GROUP							
UNDER 5 YEARS	483	5.0%	162	5.3%	645	26,334	7.0%
5-9 YEARS	660	6.8%	175	5.7%	835	28,732	7.6%
10-14 YEARS	851	8.8%	272	8.8%	1,123	30,273	8.0%
15-19 YEARS	747	7.7%	210	6.8%	957	31,802	8.4%
20-24 YEARS	614	6.3%	140	4.6%	754	27,189	7.3%
25-34 YEARS	550	5.7%	172	5.6%	722	38,614	10.3%
35-44 YEARS	1,605	16.5%	503	16.3%	2,108	59,412	15.8%
45-54 YEARS	1,695	17.6%	563	18.3%	2,258	57,689	15.3%
55-59 YEARS	607	6.2%	227	7.4%	834	21,809	5.9%
60-64 YEARS	441	4.5%	140	4.6%	581	16,680	4.4%
65-74 YEARS	657	6.7%	320	10.4%	977	20,433	5.4%
75-84 YEARS	571	5.9%	174	5.7%	745	12,656	3.5%
85 YEARS & up	224	2.3%	16	0.5%	240	4,925	0.1%

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table

The high proportion of citizens in the 60-years and older age group, with 19.4% in the Town and 21.2% in the Village of Cornwall-on-Hudson, as compared to only 13.4 in the County as a whole, is notable.

Cornwall's population is well-educated, particularly in the Village of Cornwall-on-Hudson, as illustrated in Table 2.7. In the Town and Village, nearly one-fifth of the population over the age of 25 have Bachelors or Graduate/Professional degrees, while in the Village, just over 30% have Graduate or Professional degrees. This compares to a County-wide figure of only 11.1%.

	Cornwall outside village		Cornwall-on-Hudson		Cornwall Townwide		Orange County	
Population 25 Years +	6,350		2,115		8,465		232,218	
High School Grad	1,739	27.4%	364	17.2%	2,103	24.8%	73,850	31.8%
Some College	847	13.3%	436	20.6%	1,283	15.1%	43,734	18.8%
Associate's Degree	624	9.8%	145	6.9%	769	9.1%	21,781	9.4%
Bachelor's Degree	1,232	19.4%	466	22%	1,698	20.1%	36,458	15.7%
Graduate Degree	1,024	16.1%	650	30.1%	1,674	19.8%	25,778	11.1%
Total High School Grad or Higher Education	5,466	86.1%	2,061	96.8%	7,527	88.9%	201,331	86.8%

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table

A high proportion of Cornwall’s residents work in various positions in the health care field (15.3%), as educators (also 15.3%), or as managers or technical and scientific fields (11.8%) as shown in Table 2.9. Nearly one-fifth work in sales (18%) occupations. Others work in the fields of finance and related occupations (5.6%), service (4.9%), information technologies (4.1%), public administration (4.9%), and transportation, warehousing or utility (4.9%) occupations. Construction and manufacturing are still fairly well represented at 4.2% and 4.1% of the town’s employed workers, respectively. Accommodations (hotel) and food services industries employ 3.2% of workers townwide, while the arts employ 2.6%. Agriculture or extractive industries remain at the bottom of the employment rung, with only 1.1% representation. Compared to County-wide percentages, the Town of Cornwall has more educators, management and professional/technical workers, and more involved in arts and entertainment industries, and a lower percentage of construction or manufacturing workers, public administrators, and transportation or utility workers.

	Cornwall outside village		Cornwall-on- Hudson		Cornwall Town-wide		Orange County	
Employed Civilian Population 16 Years +	4,574		1,432		6,006		171,954	
Management, Professional, Scientific	434	9.5%	275	5.6%	709	11.8%	14,621	8.5%
Finance, insurance, real estate, leasing	250	5.5%	84	4.1%	334	5.6%	10,800	6.3%
Information	231	5.1%	15	18%	246	4.1%	4,651	2.7%
Retail and Wholesale	939	20.1%	142	1.1%	1,081	18%	29,635	17.3%
Farming, forestry, fishing, mining & extraction	67	1.5%	0	4.2%	67	1.1%	1,847	1%
Construction	160	3.5%	92	4.1%	252	4.2%	12,280	7.1%
Manufacturing	204	4.5%	40	15.3%	244	4.1%	11,587	6.7%
Educational services	617	13.5%	301	15.3%	918	15.3%	19,752	11.5%
Health care and social assistance	749	16.4%	173	2.6%	922	15.3%	25,481	14.8%
Arts, entertainment, recreation	127	2.8%	27	3.2%	154	2.6%	3,101	1.8%
Hotel and food service	179	3.9%	12	4.9%	191	3.2%	8,883	5.3%
Other services	204	4.6%		11.8%	293	4.9%	7,419	4.3%
Public Administration	166	3.6%			297	4.9%	12,046	7.0%
Transportation, warehousing, utilities	247	5.5%			298	4.9%	9,878	5.7%

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table

The vast majority of the Town’s workers drive themselves to work. Only seven percent carpool, and just under five percent walk. A negligible number use public transportation (0.3%), while 2.6% use taxi, bicycle or other means. The American Community Survey estimates that over eight percent work at home, but because this category includes construction and maintenance occupations, travel to a job-site would still be involved. The median commute time is 28.1 minutes for Town of Cornwall workers, and slightly less (25.6 minutes) for Cornwall-on-Hudson’s but more than (23.8 minutes) the County-wide workforce’s commute. The mean commute times are longer for all, at 32.7, 30.7, and 31.6 minutes, respectively, for Town, Village, and County workers.

2.2 Housing/Household Characteristics

Table 2.10 provides number of housing units from the past four decennial Censuses.

HOUSING UNITS	1980	1990	1980-90 Change	2000	1990- 2000 Change	2000- 2010	2000-10 Change
Total Units	2,827	3,195	368	3,620	425	3,867	247
Percent change			13 %		13.3%	6.8%	

Source: U. S. Bureau of the Census, 2010.

The increase in the total number of housing units has slowed in the last decade as compared to the previous two decades, reflecting the stagnant construction activity and weak housing demand. Although the American Community Survey estimates do include information about vacancy status of both rental and for-sale housing units within the Town, Village and County, the margins of error are so high as to render this data effectively useless for planning purposes. Therefore, it has been excluded from the 2010 Comprehensive Plan.

Table 2.11 displays household characteristics and occupancy by tenure for occupied housing units in the entire Town of Cornwall, the Village of Cornwall-on-Hudson and Orange County. Only 62 percent of households in the Town were family households, decreased from nearly 70 percent of households in the year 2000. The owner-occupancy rates in the Town continue to be slightly higher than the county rate as more than three-quarters of Cornwall households are owner-occupied. This is most likely due to the older median age in Cornwall along with its higher median income. Renter-occupied households comprise just over 22 percent of the Town’s households, lower than the County percentage of 28.8.

Married couple families have decreased since the 2000 Census, and now comprise just under 50% of households as compared to about 58 percent in

2000, while just over 11 percent of the households continue to be male or female headed families with or without minor children. This is slightly higher than the County-wide level of 8.8 percent.

	Town outside village	Percent of Total	Village of C-o-H	Percent of Total	Town-wide	Percent of Total	Orange County	Percent of Total
Number of Households	3,622		1,208		4,830		123,349	
Owner Occupied	2,832	78.1%	932	77.1%	3,764	77.9%	87,858	71.2%
Family households	2,196	60.6%	748	61.9%	2,944	62.0%	69,774	56.6%
Married Couple family	1,747	48.2%	650	53.8%	2,397	49.6%	58,874	47.7%
Householder 15-64 yrs	1,519	41.9%	461	38.2%	1,980	41.0%	50,444	40.9%
Householder 65 years+	228	6.3%	189	15.6%	417	8.6%	8,430	6.8%
Other Family Households	449	12.4%	98	8.1%	547	11.3%	10,900	8.8%
Male Householder, no wife present	240	6.6%	55	4.6%	295	6.1%	3,328	2.7%
M.Householder 15-64 yrs	213	5.9%	44	3.6%	257	5.3%	2,742	2.2%
M.Householder 65 years+	27	0.7%	11	0.9%	38	0.8%	586	0.5%
Female Householder, no husband present	209	5.8%	43	3.6%	252	5.2%	7,572	6.1%
F.Householder 15-64 yrs	168	4.6%	27	2.2%	195	4.0%	6,184	5.0%
F.Householder 65 years+	41	1.1%	16	1.3%	57	1.2%	1,388	1.1%
Non-Family Households:	836	17.6%	184	15.2%	820	17.0%	18,084	14.7%
Householder Living Alone	581	16.0%	173	14.3%	754	15.6%	15,178	12.3%
Householder 15-64 yrs	250	6.9%	117	9.7%	367	7.6%	9,032	7.3%
Householder 65 years+	341	9.4%	46	3.8%	387	8.0%	6,146	5.0%
Householder Not Living Alone	55	1.5%	11	0.9%	66	1.4%	2,906	2.4%
Householder 15-64 yrs	55	1.5%	11	0.9%	66	1.4%	2,566	2.1%
Householder 65 years+	0	0%	0	0%	0	0%	340	0.3%
Renter Occupied	790	21.8%	276	22.8%	1066	22.1%	35,491	28.8%
Family Households	325	9.0%	115	9.5%	440	9.1%	20,129	16.3%
Married Couple family	190	5.2%	55	4.6%	245	5.1%	10,976	8.9%
Householder 15-64 yrs	104	2.9%	43	3.6%	147	3.0%	10,203	8.3%
Householder 65 years+	86	2.4%	12	1.0%	98	2.0%	773	0.6%
Other Family Households	135	3.7%	60	5.0%	195	4.0%	9,153	7.4%
Male Householder, no wife present	76	2.1%	12	1.0%	88	1.8%	2,401	1.9%
M.Householder 15-64 yrs	76	2.1%	12	1.0%	88	1.8%	2,224	1.8%
M.Householder 65 years+	0	0%	0	0%	0	0%	177	0.1%
Female Householder, no husband present	59	1.6%	48	4.0%	107	2.2%	6,752	5.5%
F.Householder 15-64 yrs	50	1.4%	48	4.0%	98	2.0%	6,439	5.2%

	Town outside village	Percent of Total	Village of C-o-H	Percent of Total	Town-wide	Percent of Total	Orange County	Percent of Total
F. Householder 65 years+	9	0.2%	0	0%	9	0.2%	313	0.2%
Non-Family Households:	465	12.8%	161	13.3%	626	13.0%	15,362	12.5%
Householder Living Alone	446	12.3%	124	10.2%	570	11.8%	12,283	10.0%
Householder 15-64 yrs	194	5.4%	70	5.8%	264	5.5%	8,126	6.6%
Householder 65 years+	252	7.0%	54	4.5%	306	6.3%	4,157	3.4%
Householder Not Living Alone	19	0.5%	37	3.1%	56	1.2%	3,079	2.5%
Householder 15-64 yrs	0	0%	24	2.0%	24	0.5%	2,847	2.3%
Householder 65 years+	19	0.5%	13	1.1%	32	0.6%	232	0.2%

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table

The income distribution in Table 2.12 indicates that Cornwall is relatively affluent, and has become increasingly so in the past decade.

	Cornwall excluding village		Cornwall-on-Hudson		Cornwall Townwide		County-wide	
Households	3,622		1,208		4,830		123,349	
Less than \$10,000	79	2.2%	40	3.5%	119	2.6%	5,821	4.9%
\$10,000 to \$14,999	135	3.7%	44	3.9%	179	3.9%	5,291	4.5%
\$15,000 to \$24,999	158	4.4%	82	7.2%	240	5.3%	9,522	8.0%
\$25,000 to \$34,999	270	7.5%	38	3.3%	308	6.7%	9,243	7.9%
\$35,000 to \$49,999	351	9.7%	97	8.5%	448	9.7%	9,523	8.0%
\$50,000 to \$74,999	701	19.4%	143	12.5%	844	18.4%	22,638	19.0%
\$75,000 to \$99,999	510	14.1%	248	21.7%	758	16.5%	18,195	15.4%
\$100,000 to \$149,999	562	15.5%	266	23.3%	828	18.0%	24,336	19.6%
\$150,000 to \$199,999	463	12.8%	117	10.2%	580	12.6%	9,008	7.7%
\$200,000 or more	224	6.2%	67	5.9%	291	6.3%	5,512	4.7%
Median Household Income			\$80,357		\$76,207		\$69,255	

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table

As compared to the 2000 Census data where nearly 40 percent of the households earn \$75,000 or more and another 19.6 percent earned between \$50,000 to \$75,000 annually, the 2009 estimates show that over 50% of the Town's households earn \$75,000 or more, and just over 18% earn \$50,000 to \$75,000 annually. Households earning less than \$35,000 per year dropped to 18.5% of the total, as compared to 28 percent in 2000. This means that income has increased over the past decade.

According to the Census Bureau's American Community Survey (ACS) 5-year estimates, the median household income in the year 2009 in the Town of Cornwall was \$76,207, with a margin of error (MOE) of \pm \$5,947, and \$80,357 in

the Village of Cornwall-on-Hudson (MOE±\$12,883). These figures are higher than, though within the margin of error of, the County-wide figures of \$69,255 (MOE ±\$1,166). Median family income reported by ACS for 2009 for the Town of Cornwall was \$90,337 (MOE ±\$9,539), \$97,713 (MOE ±\$24,558) in the Village, and \$81,435 (MOE ±\$1,268) County-wide. Per capita income from the same source is estimated at \$36,442 (MOE ±\$3,415) Townwide, \$41,485 (MOE ±\$12,047) in the Village, and only \$22,272 (MOE ±\$450) County-wide.

ACS estimates for 2009 indicate that 79.3% of the Townwide population had wage or salary income, compared to 76% in the Village and 81.7% County-wide, though the margins of error are such that this difference is not significant. Less than three percent of the Townwide population falls below the Census Bureau poverty line, roughly one-third of the County-wide poverty percentages.

	Cornwall outside village	Percent of Total	Village of C-o-H	Percent of Total	Cornwall Town-wide	Percent of Total	Orange County	Percent of Total
Number of Families	2,501		883		3,384		89,903	
Income below poverty level	30	1.2%	56	6.3%	86	2.5%	6,817	7.6%
Married Couple family Households	0	0%	40	4.5%	40	1.2%	3,461	3.8%
With SSI income	0	0%	0	0%	0	0%	251	0.3%
Without SSI income	0	0%	40	4.5%	40	1.2%	3,210	3.6%
Other Family Households	30	1.2%	16	1.8%	46	1.3%	3,356	3.7%
<i>Male Householder, no wife present</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>	<i>0</i>	<i>0%</i>	<i>620</i>	<i>0.7%</i>
With SSI income	0	0%	0	0%	0	0%	102	0.1%
Without SSI income	0	0%	0	0%	0	0%	518	0.6%
<i>Female Householder, no husband present</i>	<i>30</i>	<i>1.2%</i>	<i>16</i>	<i>1.8%</i>	<i>46</i>	<i>1.3%</i>	<i>2,736</i>	<i>3.0%</i>
With SSI income	0	0%	16	1.8%	16	0.5%	198	2.2%
Without SSI income	30	1.2%	0	0%	30	0.9%	2,538	2.8%
Income at or above poverty level	2,491	99.6%	807	91.4%	3,298	97.5%	83,086	92.4%
Married Couple family Households	1,937	77.4%	665	75.3%	2,602	76.9%	66,389	73.8%
With SSI income	1,467	58.6%	447	50.6%	1,914	56.6%	14,708	16.3%
Without SSI income	104	41.6%	43	4.9%	147	4.3%	51,681	57.5%
Other Family Households	554	22.2%	142	16.1%	696	20.6%	16,697	18.6%
<i>Male Householder, no wife present</i>	<i>316</i>	<i>12.6%</i>	<i>67</i>	<i>7.6%</i>	<i>383</i>	<i>11.3%</i>	<i>5,109</i>	<i>5.7%</i>
With SSI income	58	2.3%	11	1.2%	69	2.0%	1,385	1.5%
Without SSI income	258	10.3%	56	6.3%	314	9.3%	3,724	4.1%
<i>Female Householder,</i>	<i>238</i>	<i>9.5%</i>	<i>75</i>	<i>8.5%</i>	<i>313</i>	<i>9.3%</i>	<i>11,588</i>	<i>12.9%</i>

	Cornwall outside village	Percent of Total	Village of C-o- H	Percent of Total	Cornwall Town- wide	Percent of Total	Orange County	Percent of Total
<i>no husband present</i>								
With SSI income	100	4.0%	37	4.2%	137	4.0%	3,120	3.5%
Without SSI income	138	5.5%	38	4.3%	176	5.2%	8,468	9.4%

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table. Data is for previous 12 months from sample date

The poverty status referenced in Table 2.13 is a family’s money income threshold as established by the United State Census Bureau. Money income that is used in the Bureau’s computation includes wage or salary earnings, interest and dividends, unemployment and worker’s compensation, SSI income, pension or retirement income, rents, educational assistance, child support, and other sources. Non-cash benefits, such as food stamps or housing subsidies, are not counted. Depending on family size and status, a different poverty threshold applies. The official poverty measure does not vary geographically, and it should be understood that the figure is used as a statistical metric, rather than an actual description of living costs nationwide, which clearly vary both locally and regionally. In fact, many government aid programs use their own poverty measures, and each program may establish its own thresholds for eligibility. This is simply being included because it explains the other Census Bureau-derived poverty thresholds.

Size of family unit	Weighted average threshold	Related Children under 18 years								
		None	One	Two	Three	Four	Five	Six	Seven	Eight or more
One person*	10,956									
Under 65 years	11,161	11,161								
65 years & up	10,289	10,289								
Two people	13,991									
Householder under 65 years	14,439	14,366	14,787							
Householder 65 years and over	12,982	12,968	14,731							
Three people	17,098	16,781	17,268	17,285						
Four people	21,954	22,128	22,490	21,756	21,832					
Five people	25,991	26,686	27,074	26,245	25,603	25,211				
Six people	29,405	30,693	30,815	30,180	29,571	28,666	28,130			
Seven people	33,372	35,316	35,537	34,777	34,347	33,260	32,108	30,845		
Eight people	37,252	39,498	39,847	39,130	38,501	37,610	36,478	35,300	35,000	
Nine people & up	44,366	47,514	47,744	47,109	46,576	45,701	44,497	43,408	43,138	41,476

- Unrelated individual Source: U.S Census Bureau Note: The poverty thresholds are updated each year using the change in average annual Consumer Price Index for all Urban Consumers (CPI-U).

2.3 Affordable Housing

Housing is considered affordable when monthly housing costs are no more than 35 percent of income. Homeowner monthly housing costs include mortgage principal and interest, property tax, insurance (PITI) and utility fees. Furthermore, the sale price of a house should not exceed three times the buyer’s gross annual income. For example, the price of a house for a purchaser earning \$50,000 annually should be no more than \$150,000, and its monthly housing cost should be no more than \$1,460. Total renter monthly housing costs include rent and utility fees not included in rent. Thus, a renter with a \$50,000 income should pay no more than a total of \$1,460 per month toward housing.

Evaluating housing values for owner occupied properties, monthly mortgage and other ownership costs and monthly gross rental costs, and then considering these as a percentage of monthly income, will indicate how affordable housing is within the Town, as compared with the county as a whole.

Table 2.16 reports Census Bureau data on the value of owner-occupied housing units. While the greatest proportion of homes are valued between \$300,000 and \$399,000 in both the Town and the County, the proportion is far lower in the County (28.5%) as compared to both the Village, at just under forty percent, and the Town outside the Village at just under thirty-five percent. Under one-third (27.3%) of houses in the County are valued between \$200,000 and \$299,000, compared to just over one-fifth (21.7%) in the Town outside the Village, and less than fifteen percent (14.8%) in the Village. And just under fifteen percent of houses were valued at \$500,000 to \$749,999 in both the Village and the Town, compared to just under ten percent (9.9%) County-wide. This is not surprising given the higher incomes in the Town. In considering this data, it should be remembered that the Census data is based on self-reported estimates of value, which may be inaccurate depending on the level of the homeowner’s awareness of a property’s “likely” market valuation.

	Cornwall outside village		Cornwall-on- Hudson		Cornwall Townwide		Orange County	
<i>Total owner-occupied units</i>	2,832		932		3,764		87,858	
Housing value:								
Less than \$50,000	0	0%	10	1.1%	10	0.3%	2,308	2.6%
\$50,000 to \$99,999	9	0.3%	0	0%	9	0.3%	1,845	2.1%
\$100,000 to \$149,999	98	3.5%	20	2.2%	118	3.1%	3,797	4.3%
\$150,000 to \$199,999	155	5.5%	31	3.3%	186	4.9%	8,302	9.4%
\$200,000 to \$299,999	614	21.7%	138	14.8%	752	20.0%	23,923	27.3%
\$300,000 to \$399,999	988	34.9%	367	39.3%	1,355	36.0%	25,045	28.5%
\$400,000 to \$499,999	434	15.3%	161	17.3%	595	15.8%	11,168	12.8%

	Cornwall outside village		Cornwall-on- Hudson		Cornwall Townwide		Orange County	
\$500,000 to \$749,999	416	14.7%	135	14.5%	551	14.6%	8,708	9.9%
\$750,000 to \$999,999	62	2.1%	42	4.5%	104	2.8%	1,492	1.7%
\$1,000,000 or more	56	2.0%	28	3.0%	84	2.2%	1,270	1.4%

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table. Value is the survey respondent's estimate of the price at which the dwelling would sell if it were being sold, or for vacant units, the asking price. For mobile home where the underlying land is not owned, respondents were asked to estimate unit and land value combined.

In addition to the Census Bureau data estimates of owner-occupied housing values for 2009, data from the Orange County Association of Realtors, Inc. (OCAR) reports on the sale prices of houses sold in different calendar years. Both the median and the average sales prices for housing sold in the Town of Cornwall and the Village of Cornwall-on-Hudson are reported below in Tables 2.16 and 2.17; however, the median sales price gives a better idea of the balance of a given housing market, as a few very expensive home sales will skew the average numbers higher.

The OCAR median sale price data suggest that the real estate market may have peaked in 2007-2008, as prices have dropped substantially since 2008. There is no way to determine this with precision, as there may be forces exerting still more downward pressure on real estate values with job losses and other financial stressors pushing homeowners to sell. Since 2005, the median sale price in the Town has dropped 20%. Median sale prices in the Village are generally lower than in the Town, though the 2010 data do not reflect this. Declining home sale prices improve housing affordability for new buyers, and a purchaser of a house sold at the median 2010 price of \$303,500 would require an annual income of \$100,155. Though this is less than in previous years, it still exceeds by a substantial percent (31.4%) the Townwide median income of \$76,207 reported in the Census Bureau estimates. A house that is affordable to the Town's median income would cost no more than \$228,621.

Median Sale Price	2005	2006	2007	2008	2009	2010*
Town of Cornwall	\$379,000	\$381,700	\$388,750	\$388,500	\$299,500	\$303,500
Village of Cornwall-on Hudson	\$348,000	\$356,000	\$339,900	\$361,000	\$296,000	\$310,000

Source: OCAR, *2010 data partial

Average Sale Price	2005	2006	2007	2008	2009	2010*
Town of Cornwall	\$436,075	\$464,541	\$451,799	\$371,284	\$330,496	\$346,017
Village of Cornwall-on Hudson	\$390,966	\$380,834	\$393,043	\$390,542	\$336,809	\$348,600

Source: OCAR, * 2010 data partial

The current housing market has been in a state of turmoil since 2008 and its economic decline. Both local and regional real estate markets are disrupted, and due to economic uncertainty, as well as disruptions in the mortgage industry, many buyers are unwilling to commit to purchase even if able to do so. There are anecdotal accounts of some sellers being unwilling to sell their homes for the lower prices that the market might now dictate, and some of these have either opted to remain in their homes or to rent them. There is no reliable way to track this information, as many people who are renting out their homes do not choose to go through an agent, and even if there were a way to track all rental homes, there is no way to divine its owner’s “true” intentions nor the price at which it would ultimately agree to sell.

According to Table 2.18, over three-quarters (77.6%) of homes within the Town outside the Village are mortgaged. This is comparable to the County-wide figures of 74.6%, but significantly higher than in the Village, where only 63.7% of homes are mortgaged. Census data on home-owner monthly costs includes costs towards taxes to all tax jurisdictions, insurance, utilities and fuel as well as all mortgage payments. Monthly costs for mortgage-holders in the Town generally are \$1,500 or more. Just over 20.9% of mortgage-holders paid \$3,000 or more per month in the Town outside the Village, as compared to only 15% County-wide.

	Cornwall outside village		Cornwall-on- Hudson		Cornwall townwide		Orange County	
Total:	2,832		932		3,764		87,858	
<i>Housing Units with a Mortgage</i>	2,199	77.6%	594	63.7%	2,793	74.2%	65,565	74.6%
Less than \$200	10	0.3%	0	0%	10	0.3%	10	< 0.1%
\$200 to \$299	0	0%	0	0%	0	0%	45	< 0.1%
\$300 to \$399	22	0.8%	0	0%	22	0.6%	160	0.2%
\$400 to \$499	15	0.5%	5	0.5%	20	0.5%	175	0.2%
\$500 to \$599	0	0%	0	0%	0	0%	286	0.3%
\$600 to \$699	20	0.7%	0	0%	20	0.5%	331	0.4%
\$700 to \$799	0	0%	10	1.1%	10	0.3%	617	0.7%
\$800 to \$899	7	0.2%	0	0%	7	0.2%	721	0.8%

	Cornwall outside village		Cornwall-on- Hudson		Cornwall townwide		Orange County	
\$900 to \$999	16	0.6%	0	0%	16	0.4%	1,148	1.3%
\$1,000 to \$1,249	54	1.9%	20	2.1%	74	2.0%	4,139	4.7%
\$1,250 to \$1,499	68	2.4%	21	2.2%	89	2.3%	5,458	6.2%
\$1,500 to \$1,999	429	15.1%	122	13.1%	551	14.6%	14,422	16.4%
\$2,000 to \$2,499	647	22.8%	74	7.9%	721	19.2%	14,420	16.4%
\$2,500 to \$2,999	318	11.2%	158	17.0%	476	12.6%	10,477	11.9%
\$3,000 or more	593	20.9%	184	19.7%	777	20.6%	13,156	15.0%
<i>Housing Units without a Mortgage</i>	633	22.4%	338	36.3%	971	25.8%	22,293	25.4%
Less than \$100	0	0%	0	0%	0	0%	12	< 0.1%
\$100 to \$199	0	0%	0	0%	0	0%	206	0.2%
\$200 to \$299	9	0.3%	0	0%	9	0.2%	444	0.5%
\$300 to \$399	56	2.0%	0	0%	56	1.5%	1,286	1.5%
\$400 to \$499	47	1.6%	11	1.2%	58	1.5%	1,958	2.2%
\$500 to \$599	23	0.8%	8	0.9%	31	0.8%	2,238	2.5%
\$600 to \$699	127	4.5%	0	0%	127	3.4%	3,024	3.4%
\$700 or more	371	12.9%	319	34.2%	690	18.3%	13,125	14.9%

Source: . derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009:
 sampling margins of error excluded to simplify table

**Table 2.18: Monthly Owner Cost as a Percent of Household Income, 2009
 Town of Cornwall, Village of Cornwall-on-Hudson, Orange County**

	Cornwall excluding Village		Cornwall-on- Hudson		Cornwall Townwide		Orange County	
Total	2,832		932		3,764		87,858	
<i>Housing units with a mortgage:</i>	2,199	77.6%	594	63.7%	2,793	74.2%	65,565	74.6%
Less than 10 percent	82	2.9%	25	2.7%	107	2.8%	1,803	2.1%
10 to 19.9 percent	508	17.9%	139	14.9%	647	17.6%	14,356	16.3%
20 to 29.9 percent	482	17.0%	218	23.4%	700	18.6%	20,441	23.3%
30 to 39.9 percent	144	5.1%	59	6.3%	203	5.4%	12,225	13.9%
40 to 49.9 percent	323	11.4%	54	5.8%	377	10.0%	6,295	7.2%
50 percent or more	410	14.5%	99	10.6%	509	13.5%	10,272	11.7%
Not computed	0	0%	0	0%	0	0%	173	0.2%
<i>Housing units without a mortgage:</i>	633	22.4%	338	36.3%	971	25.8%	22,293	25.4%
Less than 10 percent	82	2.9%	32	3.4%	114	3.0%	4,707	5.3%
10 to 19.9 percent	245	8.6%	153	16.4%	398	10.6%	7,970	9.1%
20 to 29.9 percent	108	3.8%	95	10.2%	203	5.4%	3,988	4.5%
30 to 39.9 percent	73	2.6%	13	1.4%	86	2.3%	1,822	2.1%
40 to 49.9 percent	18	0.6%	20	2.1%	38	1.0%	1,142	1.3%

	Cornwall excluding Village		Cornwall-on- Hudson		Cornwall Townwide		Orange County	
50 percent or more	107	3.8%	12	1.3%	119	3.2%	2,531	2.9%
Not computed	0	0%	13	1.4%	13	0.3%	133	0.1%

Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table *estimate

As of late April, 2011 Realtor.com listed 31 single family houses for sale in the Town of Cornwall between \$150,000 and \$300,000, and of these, 22 reflected that the listed price had been reduced. The listed price for these houses ranged from a low of \$150,000 for a 3 bedroom house on a small lot, to \$299,999 for two different 4-bedroom, two-bathroom houses on under 2-acre parcels. The listings that were affordable to earners of the median income in Cornwall included 26 properties. These included units as inexpensive as two different 1-bedroom condominiums listed for \$62,900 and \$71,500. Most of the affordable properties were condominiums, though four were single family detached units, and one 2-bedroom condo, listed for \$169,900, was more expensive than other detached homes with more bedrooms. There were two 2-family houses listed for \$168,000 and \$225,000, respectively, and a 3-family house listed for \$225,000.

Rental housing costs were also considered. Only a negligible number of people in the Town pay gross rents² of less than \$200, and no renters are estimated to pay between \$200 and \$500. Over sixty-one percent of gross rents within the Town fall between \$800 to \$1,500. Surprisingly, close to twelve percent of the renters in the Town pay no cash rent, with as high as 20% in the Village. This compares to only 6.5% on a County-wide basis.

Gross Rent	Town-wide		Cornwall-on-Hudson		Orange County	
	1,066		276		35,491	
Less than \$200	9	0.8%	0	0%	107	0.3%
\$200 to \$299	0	0%	0	0%	660	1.9%
\$300 to \$399	0	0%	0	0%	754	2.1%
\$400 to \$499	0	0	0	0%	478	1.3%
\$500 to \$599	67	6.3%	11	4.0%	1,401	3.9%
\$600 to \$699	33	3.1%	8	2.9%	1,751	4.9%
\$700 to \$799	63	6.0%	0	0%	2,741	7.8%
\$800 to \$899	145	13.6%	59	21.4%	4,003	11.3%
\$900 to \$999	190	17.8%	29	10.5%	4,354	12.3%
\$1,000 to \$1,249	182	17.0%	19	6.9%	8,688	24.5%
\$1,250 to \$1,499	138	12.9%	35	12.7%	3,945	11.2%
\$1,500 to \$1,999	94	8.8%	39	14.1%	3,116	8.8%

² Gross rents include all monthly costs of housing including heat and electricity, which may or may not be included in the contract rental amount.

Gross Rent	Town-wide		Cornwall-on-Hudson		Orange County	
	Count	Percentage	Count	Percentage	Count	Percentage
\$2,000 or more	20	1.9%	20	7.2%	1,111	3.2%
No cash rent	125	11.8%	56	20.3%	2,285	6.5%

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table Note: Gross rents include all monthly costs of housing including heat and electricity, which may or may not be included in the contract rental amount

Gross rent as a percentage of household income is tabulated in Table 2.20. Just under one-third (32.7 percent) of renters pay 40 percent or more of their income for monthly housing costs, and of these, over one-quarter (26.7%) pay 50% or more. Though this is less than the County-wide figure of just under 30% of renters who pay 50% or more of their income in gross rent, it is still quite high. These figures indicate that a significant portion of the renting population is stressed by high housing costs. Such renters would be challenged to save sufficient funds (i.e., down payment, closing costs) to purchase a house or pay for other necessities of life. Only 41.8% of renters pay less than 30 percent of their income towards gross rent.

Table 2.20: Gross Rent as a Percent of Household Income, 2009 Town of Cornwall, Village of Cornwall-on-Hudson, County-wide (ACS estimates*)								
	Cornwall excluding Village		Cornwall-on- Hudson		Cornwall Townwide		Orange County	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
Less than 10 percent	20	2.5%	0	0%	20	1.9%	924	2.6%
10 to 19.9 percent	72	9.1%	67	24.3%	139	13.0%	6,025	17.0%
20 to 29.9 percent	220	27.8%	67	24.3%	287	26.9%	7,896	22.2%
30 to 39.9 percent	138	16.5%	9	3.3%	147	13.8%	4,516	12.7%
40 to 49.9 percent	63	8.0%	0	0%	63	6.0%	3,074	8.7%
50 percent or more	208	26.3%	77	27.9%	285	26.7%	10,605	29.9%
Not computed	69	8.7%	56	20.2%	125	11.7%	2,451	6.9%
Total:	790		276		1,066		35,491	

*Source: derived from U. S. Bureau of the Census American Community Survey 5 yr. estimates 2005-2009: sampling margins of error excluded to simplify table

In summary, the data from Table 2.18 for owner-occupied housing costs, and Table 2.20 for renter housing costs, indicates that significant proportions of both owners and renters are paying more than the recommended 35 percent of income towards housing costs. Not surprisingly, homeowners without mortgages fared proportionately the best, with less than 5% of this group in the Town outside the Village paying 40% or more of its income towards housing, tax and utility costs. In contrast, 25.9% of homeowners with mortgages paid 40% or more of their income for this purpose, while 34.3% of renters in the Town outside the Village paid this much.

It is important to have an adequate stock of rental housing available to meet the needs of the Town's population. Rental housing is needed for people who cannot afford to purchase or who may be unwilling to purchase due to job

mobility, personal circumstances or other reasons. It is also important to recognize that “rental housing” does not necessarily imply a particular housing type, such as “attached dwellings” as attached dwellings may require ownership if sold as townhouses or condominiums, and single family or two family dwellings may be rented.

Orange County’s *Regional Housing Needs Assessment Study* (2009) speaks to regional housing affordability challenges for some population groups. It notes factors influencing housing prices in the three-county region including Dutchess, Orange and Ulster Counties including in-migration from areas closer to New York City. Particularly during the real estate boom, soaring real estate prices in the NYC Metropolitan area have influenced the migration of people to more affordable housing in outlying counties within commuting distance of the Metro area. This effect influenced the housing market in the three-county region as higher-priced homes were built to appeal to the commuter, shrinking the share of housing available at prices affordable to low or moderate income local residents. This is reflected in the median price of a single family home in Orange County jumping from \$124,900 in 1996 to \$298,500 in 2006, an increase of 139%³. The Housing Study acknowledged the economic downturn and the weak job indicators in the United States and in this region, still anticipating continuing County-wide growth rates of about 1% a year, but with shrinking household sizes projected to fall from 2.97 persons per household in 2006 to 2.83 in 2020⁴. This information needs to be considered in light of Cornwall’s actual 2010 Census data, which indicates far lower growth rates than the housing study anticipated on a County-wide basis. The fastest-growing community in Orange County is growing rapidly, but this is primarily due to a higher birth rate of its local population and not due to in-migration. These factors do not apply in Cornwall.

The Regional Housing Needs study had estimated a 2006 housing affordability gap of 856 ownership housing in Cornwall (3.91% of the County total), and 338 rental housing (3.62% of the County total). Projections of affordable housing units needed to as the Town’s share of regional gap in 2020 included 517 affordable rental units, and 774 ownership units. The Study did take into account the areas of the county designated as locations where compact growth was determined to be possible.

³ Three-County Housing Needs Assessment: O.C. data only, Prepared by the Planning Departments of Orange, Dutchess Counties of New York and Ulster With Project Consultation from Economic & Policy Resources, Inc. , April 2009, p. 7

⁴ Three-County Study, p. 23

3.0 COMPREHENSIVE PLAN UPDATE

3.1 Planning Issues

As noted in the Introduction, this update of the Comprehensive Plan focuses on the issues that are considered critical to Cornwall's future in the context of recent trends and current conditions and include the following specific concerns:

- Main Street/Downtown Revitalization Plan & Commercial Area Development
- Land Use and Housing Plan
- Environmental Preservation
- Public Accommodations and Municipal Facilities

Further, in updating the Town's Comprehensive Plan, many portions of the 2005 update have been retained or slightly revised to better reflect the Town's needs and goals. In the following sections of this Comprehensive Plan, relevant goals and objectives are identified and various policies and implementation tools are recommended. The individual sections which comprise this Comprehensive Plan update are prefaced with the following review of the 2005 Comprehensive Plan Goals and Objectives to assess their validity and relevance to the issues of current concern which the Town faces.

3.2 Review of Goals and Objectives from 2005 Comprehensive Plan

A Comprehensive Plan is, by definition, an official document in which a municipality compiles statements of goals, objectives, policies and principles in relation to conditions such as land use, regional needs, environmental concerns, community facilities, transportation, traffic circulation, housing and other elements deemed important to the community. Therefore, it is critical to understand the meaning of, and differences between, goals and objectives as stated below:

A *Goal* is a broad policy description of community desires for the future; long-term end toward which programs or activities are directed.

An *Objective* is a specific, measurable, intermediate end, achievable in the short-term, that progresses toward a goal.

The goals for each element of the 2005 Comprehensive Plan are listed below:

Land Use Goal: Allow for future new development and the conversion of existing uses that will provide a desirable diversity of land uses necessary to meet long-term population need as well as the fiscal stability of the community.

Housing Goal: *Make provisions for residential development that will provide quality housing opportunities for present and future Cornwall residents of all ages and income levels.*

Natural Resources Goal: *Protect the diverse natural resources that have been bestowed upon the Town including a non-degrading policy to water quality through the use of new environmental regulations.*

Economic Development Goal: *Promote economic development in Cornwall that will expand the Town's tax base, retain its small town character and will provide existing and future residents with a range of business, employment and career opportunities.*

Transportation Goal: *Provide a variety of motor vehicle, rail and bicycle/pedestrian transportation alternatives in areas of existing and future housing and employment activity.*

Utilities Goal: *Provide public sewer and water in areas planned for additional medium density residential and major non-residential development in support of the Land Use Goal.*

Public Accommodations & Municipal Facilities Goal: *Ensure that municipal parks and recreation land and facilities are adequate to serve populations they are intended to serve, and provide new municipal facilities for Town Offices, Departments, and Employees as necessary.*

Aesthetic Resources Goal: *Encourage existing and future development to complement the existing scenic beauty of Cornwall.*

Historic Resources Goal: *Preserve and expand the Town's cultural and historic resources which reinforce a sense of identification and are objects of pride for Cornwall residents.*

These goals remain viable and desirable for the Town in varying degrees. However, as set forth in the following sections, these goals may need to be somewhat modified and, more importantly, the objectives to be pursued to obtain the Town's goals must be altered.

4.0 MAIN STREET/DOWNTOWN REVITALIZATION PLAN

4.1 Introduction

The opportunities for commercial enterprises in the Town of Cornwall are somewhat shaped and limited by the existing extensive commercial development in neighboring municipalities. The Main Street/Downtown Area is the focal point of economic activity in the Town. It is a critical area for the Town not only as an economic engine and for support of the tax base but also as a hub for social

activity. Main Street's importance to Cornwall cannot be overstated, and is evident in the many sites and buildings of historic significance along the County Highway 107/County Highway 9 corridor from the Quaker Meeting House to Town Hall.

Any plan for Main Street/Downtown economic development or "revitalization" should be based on a clear sense of what the area means to the Town, its historic significance and as recognition of the Town's economic niche within the County in particular and the Hudson Valley Region in general. In planning for Main Street/Downtown economic development it is critical to identify the strengths of the area and to attempt to use the positive features to alleviate and, hopefully, eliminate the negatives.

The Main Street/Downtown area of Cornwall is comprised of two distinct sections. The portion of Main Street extending from Tamara Lane to the Chadeayne Traffic Circle is a "traditional" Main Street/Downtown area, with buildings constructed close together, sometimes having common walls, and generally having small storefronts. The portion of Main Street (Quaker Avenue) extending from the Chadeayne Traffic Circle to the corner of Cedar Lane is more modern in development, being the site for larger structures such as the Cornwall Hospital, and the Cornwall Plaza shopping center containing the local grocery store, post office, etc. The plan for economic development or revitalization of the Main Street/Downtown area must strive to harmonize the two distinct sections so that development of each complements the other. That is, applicable zoning should allow for a variety of uses or businesses to be housed in the two sections of Main Street, so that buildings in the more modern section do not unduly compete with buildings in the older traditional section for tenants.

4.2 Existing Conditions

A review of the existing zoning use regulations, the existing land uses as well as parking and traffic issues, and the existing retail/service mix are described in the sections that follow. Consideration of the Main Street/Downtown area has been extended to the area including the Cornwall Plaza and the hospital as a result of implementing the 2005 Comprehensive Plan.

4.2.1 Existing Zoning

The Main Street/Downtown area of Cornwall (i.e., Main Street between Chadeayne Traffic Circle and Tamara Lane extending to the corner of Cedar Lane) is presently zoned "General Commercial" ("GC"). In the GC District, the following uses are permitted either as of right or by special permit and/or subject to site plan approval:

- Single-family detached dwellings(not to exceed 1 dwelling on each lot with driveway access to a public or private road, subject to the same bulk regulations the same use would be in the SR-1 District
- Two dwelling units in a building containing any permitted commercial use.

- Offices.
- Retail sales of drugs, dry goods, food, hardware, stationery, tobacco and related items.
- Pick-up and delivery store for dry cleaning and laundry establishment, provided that no dry cleaning or laundry work be done on the premises.
- Personal service shop, such as, but not limited to, barbershop, beauty shop, beauty parlor, tailor shop, shoe repair shop.
- Shops for service of household appliances.
- Eating and drinking establishments.
- Banks, indoor theaters, offices, and restaurants.
- Bus stops, taxi stands and newsstands.
- Medical and dental clinics for out-patient care.
- Institutional and eleemosynary uses not elsewhere identified, subject to §158-21O.
- Libraries, museums and art galleries.
- Day-care centers.
- Coin-operated laundry and dry-cleaning establishments, provided that they use only noncombustible solvents.
- Outlet and pick-up station for laundries and cleaning establishments, excluding a commercial laundry.
- Schools of special instruction.
- Health clubs, arcades, miniature golf courses, and batting cages, indoor shooting ranges, indoor skating rinks, indoor skateboard facilities and bowling alleys subject to §158-21O.
- Senior citizen housing, subject to §158-24.
- Nursing homes.
- Job printing and/or newspaper printing.
- Commercial parking lot and storage garage, exclusive of any automobile repair or fuel sales.
- Hotels, subject to §158-21E.
- Manufacturing, assembling, converting, altering, finishing, cleaning or any other processing of products where goods so produced are to be sold at retail exclusively on the premises, provided that:
 - (a) An area fully concealed from any street and equal to not more than 20% of the area devoted to retail sales shall be used.
 - (b) Not more than 2 people are engaged in such productions or processing.
- Onsite alcoholic beverage licenses, discotheques, cabarets, dance or live entertainment establishments, whether or not incidental or accessory to some other permitted use.*
- Gasoline service facility, subject to § 158-21C, provided that such facility is located not closer than 1,500 feet to any existing facility measured from the property line of the proposed facility.
- Essential services.
- Radio towers and antennas and other public communications utility towers

- and equipment mounted thereon, subject to § 158-22.
- Public parks and playgrounds.
- Community facilities, buildings, and uses operated by the Town of Cornwall or an agency thereof.
- Essential service

4.2.2 Existing Land Use

An existing land survey was conducted by walking the length of Main Street and a portion of Quaker Avenue to identify the land use category of each of the properties in the area and the patterns of development that emerge. Downtown Cornwall includes the north and south sides of Main Street (County Road 9) between the Chadeayne Traffic Circle on the west and the Cornwall Baptist Church on the eastern end (Tamara Lane) and extends down a stretch of Quaker Avenue (County Road 107) occupied by the Cornwall Plaza shopping center (part of the Towne Center development), several small commercial uses ending at the Cornwall Hospital. This area provides the major west entry to Cornwall from State Routes 32 and 9W.

The Historic Quaker Meeting House and the Cornwall Hospital on the north side of Quaker Avenue provide an appropriate west entry to downtown Cornwall and highlight its history. Unfortunately, on the southern side of Quaker Avenue, across from the Cornwall Hospital, lies the partially developed Canterbury Green senior housing project. This facility is unfinished and in its current state is aesthetically unpleasing. The failure to complete the project has provided a visually discordant element at the west entry to the downtown area. The Cornwall Plaza shopping center, on the southern side of Quaker Avenue, contains a variety of flourishing businesses including a pharmacy, salons, restaurants, travel agents, post office, bank, grocery store and several other uses. This relatively new plaza also contains five unoccupied store fronts, though the former pharmacy building next to the Post Office is planned to be re-developed for an “Anytime Fitness” center. The Canterbury firehouse is located just southwest of the Chadeayne Traffic Circle. The northern side of Quaker Avenue is developed with a few doctors’ offices, a restaurant, several residential dwellings and a string of commercial uses ending at Chase Bank located just northwest of the Chadeayne Traffic Circle.

Open space areas along the creek flank the west end of Main Street on both the north and the south of the traffic circle and provide an opportunity to enhance the transition from Quaker Avenue to Main Street with landscaping and appropriate street furniture. A memorial is located on the south side of the traffic circle and contains a small sitting area. Additionally, it is noted that the bridge and light fixtures over the Canterbury Creek were in need of repair and paint.

The south side of Main Street is a mix of retail and office uses that occupy a predominately 19th century commercial structures. It is anchored by the Canterbury Brook Inn restaurant. Although most of the building are mixed use and include residential units over the ground floor, commercial land uses

dominate the south side of Main Street west of Torrey Lane. Off street parking is provided behind some of the buildings, and the municipal lot is located between Union Street and Torrey Lane. A Town Map is located in front of the parking area, and is in need of repair. The parking areas are addressed specifically in the Parking and Traffic Issues section. The properties appear to all be occupied except a large storefront on the eastern side of the municipal parking lot. Two properties that stand out as inappropriate downtown uses include the under-utilized Verizon building and the auto dealer. The Verizon building resembles a warehouse and is inappropriately situated amongst the windows and storefront shops in the center of the downtown. The auto dealer site is a non-conforming use in the district, and it is inadequate for the amount of inventory and activity that this type of business requires. The Retail- Service Mix section of this Plan addresses this and other businesses on Main Street more specifically. Between Torrey Lane and the Cornwall Baptist Church the retail/ service shops decrease in number while the number of residential dwellings increase. One of these, a single family dwelling located across from the intersection of Willow Avenue, is currently for sale.

The north side of Main Street, which like the south side is predominately populated with 19th century commercial and residential structures, has unfortunately been subject to a decline. A number of the building's storefronts were vacant, and approximately ten storefronts were unoccupied/ available for rent. The condition of the buildings varied, with some appearing to have new facades and other appearing to be in serious need of repair. Several of the residential dwellings appeared to be vacant and/ or for sale. An anchor in the center of the north side of Main Street, Prima Pizza, continues to thrive as do a number of other businesses such as Hazards Pharmacy, Bryan's Bikes and a number of other small professional services and specialty shops. Two buildings stood out as being in severe state of disrepair; one of these, located approximately midway down Main Street west of Bridge Street, was recently purchased from the County by a private developer. The other structure, which is for sale, appears to be an abandoned multi family dwelling, located on the more easterly side of the downtown. Also noteworthy is that the closure of Bridge Street continues to hinder the attractiveness of the downtown in both aesthetics and commercial viability. The east end of the north frontage of Main Street, beginning from at Willow Avenue, is increasingly residential in character. The north frontage of Main Street is bordered on the east by a wooded open space area that buffers the Sands-Ring Cemetery from the downtown. This area could be enhanced by increased landscaping and the addition of street furniture, similar to the open space area on the west end of Main Street. These areas could serve as vest-pocket parks to anchor the downtown main street entry points. The buildings that are currently occupied appeared to be well kept, as did some of the buildings containing empty storefronts. However, there were some unoccupied storefronts and buildings which contained broken windows, chipped paint, crumbling foundations, and unkempt landscaping.

In summary, downtown Cornwall includes a mix of residential, retail, office and local commercial uses with an increased number of vacant buildings or storefronts. There are a disproportionate number of legal services, realty services, and salons as compared to other uses in this downtown area. The area could likely benefit from some additional anchor retail/ specialty shops and some additional restaurants. Many of the existing Main Street buildings are over 100 years old, but most are in good or fair repair. There are approximately 30 businesses on the north side of Main Street and approximately 25 businesses on the southern side of Main Street. The downtown area of Quaker Avenue is a stark contrast to the historically rich Main Street. The Towne Center development adjacent to Cornwall Plaza is a newer development that was built and redeveloped within the last ten years. This development is strictly commercial, with residential located only in the Canterbury Green senior housing development and the existing single family dwellings located on the north side of Quaker Avenue. With the addition of the Anytime Fitness center, there will be approximately 21 businesses located in the Cornwall Plaza on the south side of Quaker Avenue and approximately eight businesses on the north side of Quaker Avenue, in addition to the St. Luke's-Cornwall Hospital and associated medical buildings.

Over 100 residences exist in downtown area including apartments above commercial establishments, single family detached and attached residential structures. Some of these residents have been designated as unsafe by the Town's building department and are therefore in a deep state of disrepair. Most of the residential co-exists with the commercial uses, adding to the viability of the business district.

In the past ten years, the downtown area has extended from Main Street down the above-referenced portion of Quaker Avenue thereby extending the west boundary of downtown Cornwall closer to New York State Route 9W. Pedestrian access to this new development is adequate. While it should be noted that there is no sidewalk located on the south side of Quaker Avenue, this is not a serious problem as the buildings are significantly set back from the roadway. Although the possibility new development opportunities are limited in downtown Cornwall, there are a number of existing buildings and units which are available for use and re-development. There are approximately 17 empty storefronts in the downtown area of Cornwall, which suggests that infill and reuse of existing structures would be preferred to the continued sprawl of the downtown area. Due to the importance of aesthetics, parking areas, and the retail/ service mix to the economic development of downtown Cornwall, these issues are addressed further in the respective sections that follow. Ways to encourage efficient and attractive re-use and proper maintenance of the existing structures downtown should be promoted, with a particular focus on preserving, protecting, and enhancing the historical appearance of the buildings.

4.2.3 Parking and Traffic Issues

The narrow width of Main Street, parking along both sides of the street, and limited off-street parking for the numerous businesses and residents present the most challenging issues for downtown Cornwall. Exhibit 4.1, on the following page, depicts the existing and proposed parking areas and highlights locations where traffic issues were addressed. The parking areas are addressed individually in the preliminary analysis below, and the traffic issues and respective analyses immediately follow, as minimally updated from the 2005 Comprehensive Plan. It should be noted that these analyses were preliminary and based on field observations. Prior to implementing any additional parking or traffic circulation plan, a detailed site survey would be required to identify specific locations of utility poles, hydrants, drive approaches, exact property lines and any other information necessary to preparing a final development plan.

Parking Issues

The north side of Main Street from the west end to Hazen Street includes 34 on-street parking spaces and the south side includes 44 spaces. Just west of Tamara Lane at the east end of the downtown, there are 14 parking spaces on the north side and 13 spaces on the south side. During site visits on various week days there were no cars parked in the spaces west of Tamara Lane. This indicated that the parking demand at this end of downtown is primarily on Sundays for church services rather than for Main Street shoppers and businesses.

Several off-street parking alternatives have been identified as potential municipal parking spaces in downtown Cornwall. The alternatives and findings are as follows:

1. Property adjacent to Idlewild Creek: This location is across from Chadeayne Traffic Circle and next to a single family residence. The proximity to the creek, the inadequate size and the aesthetic quality of the property indicate that it should be maintained as open space. Enhancing the site with landscaping and appropriate street furniture could make this an attractive vest pocket park and downtown entry point.
2. North side buildings behind frontage: The lot depth on the north side of Main Street, particularly west and just east of Bridge Street, is shallow. Although there is some parking behind these buildings, it is barely adequate for residents in the apartments on these blocks. These areas could be paved and expanded for the buildings, but would not be part of a Town-sponsored parking plan.
3. Canterbury Brook Inn: The parking lot behind Canterbury Brook Inn includes 17 spaces and there is no additional parking space beyond that available for adjacent buildings. Although the attorney office in 321 Main Street had offered use of their 8 parking spaces by Canterbury Brook Inn during peak hours in the summer, there are many times that available parking is insufficient for employees and patrons of the restaurant.

4. Bridge Street: Although it appears that there is parking which encroaches into the right-of-way, this may not be the case. There may be an opportunity to provide some parking west of Bridge Street in the first block north of Main Street. In any case, there should be improvements made, such as sidewalks and curbing to clearly identify the Bridge Street public access areas.

5. Verizon: The parking lot behind this underutilized property could potentially accommodate ten vehicles, however, there are never more than 2 or 3 Verizon service vehicles parked in the lot. Depending on Verizon's plans for this site, there may be an opportunity to negotiate a lease arrangement with Verizon allowing store owners and employees to use the parking lot. This would make ten on-street parking spaces available to shoppers. If Verizon has plans to close this service building, the property could be acquired by the Town or the Parking Authority. The building could be demolished to provide a landscaped municipal parking lot with access from the existing Union Street driveway. However, the second alternative is far more long-range than the attention that the immediate problem requires and is dependent upon Verizon's plans for this site.

6. Prima Pizza: Behind Prima Pizza (from 246-258 Main Street) there appears to be enough room, with some sheds removed, to add 20 to 22 parking spaces. Four buildings in that area are home to two commercial and two multi-family uses. Currently, there are 12 spaces in this area which could increase to 34. These spaces could increase by another 16 to 18 if parking were expanded to the west behind 260-272 Main Street with a drive exiting onto Main Street. However, there may be a number of problems to be addressed with such a proposal including:

- a. traffic exiting out of a narrow space would eliminate two on-street parking spaces;
- b. any additional spaces would be utilized primarily by the tenants of the building;
- c. placement of cars in a residential rear yard would create pedestrian, vehicular and land use conflicts.

7. Property off Willow Avenue adjacent to Prima Pizza site: The owner of an adjacent property with access off Willow Avenue may have provided a solution to these access problems by suggesting that his property could be used for additional downtown parking. If the Prima Pizza parking area and the area to its west could share the Willow Avenue access, there is potential to restripe the parking spaces for more efficient use of the space and alleviate the ingress-egress problems on Main Street.

8. Adjacent to Sands Ring Cemetery: Although this location could accommodate approximately 18 spaces, the area appears to be over a sewer main or storm drain easement and is close to a stream. Furthermore, the area is adjacent to 27 on-street parking spaces mentioned previously. Therefore, this alternative would provide minimal parking at great cost considering the low demand for parking at this location. The property would be put to better use as an east entry vest pocket park to complement a similarly developed west entry adjacent to Idlewild Creek.

9. **Butterhill Day School, Formerly Ushman’s Hardware Store:** A parking area behind this building has been expanded to provide approximately 35 parking spaces. This building had been converted to a deli, whose owner had indicated a willingness to work with the Town in providing additional parking. There is an adjacent property off Torrey Lane between Butterhill’s parking area and the Lemon building parking lot. The owner of the Lemon building also owns this parcel and had previously indicated that it could be developed for additional parking. The deli is now a day school, and the needs of the owner are different and may not be compatible with expanded outside use. This option would need to be re-evaluated and the current owner contacted regarding any potential to develop this entire area as municipal parking with access from Torrey Lane and the possibility of eventually linking with the municipal parking lot to the west. The Parking Plan (Exhibit 4.2), described below in reference to the Municipal Parking Lot, illustrates this alternative as Phase 3.

10. **Municipal Parking Lot:** The existing municipal parking area has recently been reconfigured to provide a more efficient use of space, safer ingress-egress and improved traffic circulation. A plan was prepared forty years ago, which is a modification of the recent parking layout, has been implemented. This plan was expanded upon in the 2005 Plan to include three phases as shown in Exhibit 4.2. The proposed plan by Garling Associates illustrates how the lot could be re-striped and re-configured to create additional spaces. Phase 1 has now been implemented. The proposed plan indicates that the Expanded Central Parking Area could provide many additional spaces in a central location as shown below:

EXHIBIT 4.1-A LEGEND TO MAP OF PARKING AREAS AND TRAFFIC ISSUES

PARKING ISSUES

1. Property adjacent to Idlewild Creek: Proximity to the creek, inadequate size and aesthetic quality indicate that it should remain open space. Enhance with landscaping and street furniture to make downtown entry park.
2. North side buildings behind frontage: The lot depth on the north side, particularly west and just east of Bridge Street is shallow. Although there is some parking behind these buildings, it is inadequate for residents on these blocks.
3. Canterbury Brook Inn: Lot includes 17 spaces. No parking beyond that is available for adjacent buildings. Attorney in 321 Main Street offered 8 spaces during peak summer hours, but parking is still insufficient.
4. Bridge Street: May be an opportunity to provide parking west of Bridge Street in the first block north of Main Street. Improvements should be made (e.g. sidewalks and curbing) to clearly identify Bridge Street public access areas.
5. Verizon: Parking lot behind property could accommodate 10 vehicles. Depending on Verizon plans, could negotiate lease allowing use by shop owners and employees, making on-street parking spaces available to shoppers.
6. Prima Pizza: Behind Prima Pizza (from 246-258 Main Street) appears to be room, with some sheds removed, to add spaces and increase existing 12 spaces to 34. Add another 16 to 18 if expanded to the west behind 260 - 272 Main.
7. Off Willow Avenue abutting Prima Pizza site: Property owner of adjacent site with access off Willow Avenue suggested it be used for Downtown parking. Prima Pizza parking area and area to west could share Willow Avenue access.
8. Adjacent to Sands Ring Cemetery: Appears to be on sewer main or storm drain easement, is close to stream and adjacent to 27 on-street spaces. Site would be better for east entry park to complement west entry park.
9. Former Ushman’s Hardware Store (now Butterhill Day School): Original study in 2005 Comprehensive Plan had indicated that rear yard could provide 35 spaces by removing wooden storage building. Adjacent site off Torrey Lane could provide more parking and be linked with municipal lot as Phase 3 of Parking Plan shows. However, current use of this property may not be compatible with expanded outside parking use.

10. Municipal Parking Lot: Existing parking area could be reconfigured to provide more efficient use of space, safer ingress-egress and improved traffic circulation. Proposed plan indicates that Lot could provide many more spaces in central location.

TRAFFIC CIRCULATION ISSUES

- A. One way traffic on Main Street:** Clinton Street is obvious choice for a by-pass one-way road. However, diversion of traffic onto residential street is unacceptable. Changing Main Street to one-way would not increase parking or slow traffic down.
- B. Parking on one side of Main Street:** This is not feasible. Even with angle parking 6 to 8 spaces would be added on north side, but south side would lose 44 spaces.
- C. Slow Traffic on Main Street:** Suggestions for slowing traffic on Main Street are greater police presence, speed humps near Hazen Street and the Circle and providing well-marked crosswalks in the street and on signage.
- D. Slow traffic entering shopping area:** Posted speed limit on this County Road is 30 miles per hour. Providing up to three speed humps in the street from traffic circle to the west and from Tamara to the east may slow speeds down to 15-20 m.p.h.
- E. Willow and Main Street:** Due to turning movements at intersection, county suggested eliminating 5 spaces. Five appears excessive but if parking were added behind Prima Pizza, on-street parking loss would be alleviated.

Phase	Existing Spaces		Proposed Spaces	
	Public	Private	Public	Private
1	31	10	43	3
2	-	35	51	--
3	-	12	13	5
Total	31	57	107	8
Existing + Proposed		88		115

Phase 1 involved relocating and widening the drive approach from Main Street, providing some landscaping and re-striping the parking area. Phase 2 would link the existing municipal lot with the private lot behind the buildings to the west, providing additional access via Union Street. This Phase depends upon the willingness and ability of these property owners to participate in such a plan. Phase 3 is the long-range plan that would link all of these parking areas and provide additional access via Torrey Lane. Phase 3 is also dependent on the plans of adjacent property owners.

Traffic Circulation Issues

As previously mentioned, the areas presenting downtown traffic circulation issues are highlighted on Exhibit 4.1. A study should be undertaken to evaluate the possibility of implementing measures to improve traffic circulation in the Main Street/Downtown area.

4.3 Aesthetic Issues

The overall of appearance of downtown Cornwall, while generally attractive, is becoming marked by vacancies and aging buildings, some of which are poorly maintained. These issues need to be addressed to enhance the aesthetic qualities of the Quaker Avenue/ Main Street corridor, and to enhance the desirability and appeal of the downtown.

4.4 Historic Character

The 2005 Comprehensive Plan identified 32 historic properties in the Town, most of which are along the Main Street/Quaker Avenue corridor.

The historic sites and buildings in the downtown/Canterbury area identified in the 2005 Plan include the following, with locations shown on Exhibit 4.3:

1 Cornwall Methodist Church: *Located on the north side of Main Street at the east end of downtown, the church was built in 1829. In 1926 an addition was constructed along with a new roof. Thirteen memorial windows were installed in 1927.*

2 Keevil's Cornwall Garage: *The original wooden building was purchased in 1916 by Harry Keevil, a noted Cornwall entrepreneur, fireman and politician. His two brothers ran the garage while he was a soldier during World War 1. He replaced the original building with the brick building in 1918. This brick building at 234-238 Main Street currently houses several businesses, including the Valley Automotive Service (an auto repair garage), Cameron Realty, Intrepid Computing, and Peggi's Place.*

3 The Emslie Building: *Located at the northwest corner of Willow Avenue and Main Street, the building appears to be two houses joined together. The section with dormer windows is presumed to have been the first Sands family residence when they moved to Cornwall in the 18th century. There is evidence that the larger section was built about 1840. Emslie purchased the building in 1880 and established a successful meat market there. It now houses Bryan's Bikes.*

4 Masonic Temple: *Located at the northeast corner of Willow Avenue and Main Street, the original building was constructed in 1920 by Dr. Ernest G. Stillman. It was originally built to house several businesses which would create jobs for local residents and known as the Cornwall Industrial Corporation. When the organization failed it was purchased by the Masonic Lodge. It continues to house several businesses: Madison Avenue children's clothing, Karen Kaiser Sharp photography, and Beesecker's law office.*

5 Smitchger Real Estate: *The portion of 270 Main Street now occupied by this real estate office was occupied by a bicycle store managed by H. Bailey Johnson in the late 19th century.*

6 270 Main Street: *This portion of the building was a pool parlor at one time but it was also used as a post office which was set up in the postmaster's place of business. In the 1870s the post office was located in the shoe store of Amos M. Hollett. The entire first floor is used for Smitchger Realty.*

7 Clark's Market: *It is believed that Andrew J. Clark built this Victorian building in which Clark Meat Market was established in 1915 and remained a meat market for most of the 20th century. The Clarks were early settlers in the area and owned hundreds of acres of land, primarily in Cornwall-on-Hudson. The building is now used for MacDonald's law office, and for Clark & Associates' financial planning office.*

8 Mansfield Building/Hazard's Pharmacy: *J. S. Holloran established a pharmacy in 1889 and the owner of the building was John Mansfield whose shoe store was in the building. A boy's and men's clothier (Engbers and Bryner) also occupied part of the building. In 1907 the entire first floor became Holloran's Pharmacy and he sold the business to Robert Hazard in 1912. Although the name remains Hazard's Pharmacy, and the building continues to be operated as a pharmacy, it was sold to Thomas Pitcher and John O'Neill in 1930 and sold again in 1960.*

9 298-302 Main Street: *This three-story brick building dates back to 1860 and has housed many uses over the years. For some time, the Town Clerk had an office on the second floor, the Mason's lodge met on the third floor, and a grocery store was on the street level. In 1872, Henry Riley established a grain and feed store and that use remained until the 20th century when the space became Edgar's Clothing Store. The building is now used for a gift shop, Creative Gifts and More, and for residential purposes.*

10 The Highland Fling: *The first owner of this 19th century house at 318 Main Street was reputed to be Oliver Cromwell who had a tannery behind it near Canterbury Creek. The structure bears a plaque indicating that the Cromwell House was built in 1761, though the current building dates to 1810. A gift shop called the Highland Fling occupied the first floor after Raymond Ruge purchased and renovated the building in the 1950s. It is currently used as Ferraro's law office.*

11 The Canterbury Bridge: *The Bridge on Bridge Street dates back to the mid-19th century and is listed on the National Register.*

12 The Cornwall Bandstand: *The bandstand (1906) once stood in the same site as the Traffic Circle and was one of three bandstands in Cornwall. It no longer exists.*

13 Chadeayne's Store Site/Traffic Circle: *The Chadeayne general store was established on this site in 1820 and was also an early post office. The store closed during the 1860s and remained vacant until it was demolished in the 1970s to make way for the existing Traffic Circle. The Traffic Circle contains a flagpole and is beautifully landscaped.*

14 The Canterbury Brook Inn: *The basic structure which has been expanded and renovated many times is a two-story house dating back to the early 19th century. The house was apparently converted to an inn in the 1920s and is now the Canterbury Brook Inn. Though the structure bears a plaque indicating that it was built in 1750, the assessment records indicate that the building was constructed in 1920.*

15 Johnson's Garage: *This garage was built in 1924 and in 1935, a gas station was next door. It was purchased by Fred Johnson in 1951 who enlarged and modernized the building. The building was next purchased by the Bernickers and is now known as Bernicker's Dodge auto dealer. It remains in use as an auto sales and repair shop.*

16 The Telephone Company: *Currently this building is in use by Verizon. No information is provided about this building's history.*

17 The Union Hotel: *One of the oldest buildings on Main Street (Circa 1830), the building has been owned by Hey's Appliance since 1947. During most of the 19th century it was the Union Hotel and also housed the court, post office and meeting hall. Benjamin Colter was proprietor in 1835 and was succeeded by John H. ("Bully") Lane. The building now contains a dry cleaning business and the Fancy Nails Salon, along with residential uses above.*

18 Emslie Homestead: *The house was located at 269 Main Street and was bought by James Emslie, Grocer in 1865. Walter Earl, the Town Clerk, purchased the house later and Edward L. Sylcox, Town Supervisor, used part of the house as his office. Thus, at the time, it was used somewhat like a Town Hall. The Ushman's bought the building in 1955 and used it as an annex. It was demolished in 1965 and replaced with a new building, currently in use by State Farm Insurance.*

19 Ushman's Hardware Store: *This store was two 19th Century buildings combined into one. One of the buildings was an early 19th Century fire house. Originally used as a harness and leather goods store run by John Hancon, the store was later sold to Conning and Cocks who ran a hardware store. When they retired the Ushman Brothers bought the hardware store and were in business for about 50 years. The property was converted to a deli, and now is used by Butterhill Day School.*

20 Highland Engine Company #1: *This building opened in 1905 and also served as a Town Meeting Hall. In 1971 the Fire House (which is now in use by J. Ferrara Photography) was replaced with the new facility near the Traffic Circle.*

21 Cornwall National Bank/Lemon Building: *This building, at the corner of Main Street and Torrey Lane opened in 1914 to replace the one-room bank located in a portion of the Emslie Building at Willow Avenue. In 1960 Cornwall National Bank moved to Quaker Avenue where the Bank of New York is now located. The building was purchased by Elmer H. Lemon who used it as his law office until he died. After his death it was acquired by another lawyer, and the building continues to be used as a law office.*

22 Cornwall Baptist Church: *The existing Baptist Church replaced the original church which occupied the site for 105 years until it was demolished in 1964. Prior to the construction of that building in 1859, the first Baptist Church was a simple structure that was built in 1823, by seven Baptist families, near the Orrs Mills Cemetery.*

Two sites that are not numbered on the map, but constitute important historic sites near the downtown include the Sands Ring Homestead and the Quaker Meeting House. The Sands Ring Homestead was built in 1760 by Nathaniel Sands for his son David. Included on the National Register of Historic Places since 1996, this was one of the oldest Dutch Colonial houses still standing in the area, and was one of the first meeting sites for Quakers in Cornwall. The Sands Ring Homestead is a living history museum focused on Colonial-era activities. The Cornwall Friends Meeting-house was built in 1790, and was the first religious meeting-house in Cornwall. The structure has been minimally altered since its

construction and is still in active use. The meeting-house, including the adjoining five-bay open carriage-house and cemetery, which contains graves dating back to 1799, was included on the National Register in 1988.

Other buildings of interest listed on the map include:

23 St. John’s Episcopal Church: *This building was constructed in 1859.*

24 Clinton Street School: *No information is provided about this building’s history.*

25 Canterbury Presbyterian Church: *Originally built in 1826, with a bell tower and two other additions having been added later, this house of worship has been included on the National Register of Historic Places since 1996, though the building ceased being used as a church in 2004. An historic cemetery with headstones dating to the 1830’s is associated with the building and contributes to the Register listing.*

26 The Cornwall Hospital: *The Cornwall Hospital was founded and incorporated in 1923 by Dr. Ernest Stillman, and the original 65-bed building admitted its first patient in 1931. Several expansions took place over the years, increasing the capacity to 125 beds and adding facilities for specific medical care units. In 2002, the hospital merged with St. Luke’s in Newburgh to form St. Luke’s Cornwall Hospital, and services offered in Cornwall were realigned to avoid duplication of services. The architecture of the original building is much treasured by the community.*

27 The Red Man’s Hall: *This building was constructed in 1898 for the Improved Order of Red Men, a community social club of the era.*

28 Willow Avenue Middle School: *No information is provided about this building’s history.*

29 The Oliver Brewster Homestead: *Built as a farmhouse in 1850, this Gothic Revival home and outbuildings were added to the National Register of Historic Places in 1996. The farmhouse was enlarged to take in summer boarders in 1860, and has survived largely intact from that era, though the associated lands have since been subdivided and developed.*

30 Maplehurst: *No information is provided about this building’s history.*

31 Firthcliffe Mill: *The Firth Carpet Mill is located along the Moodna Creek on Mill Street. Sir Algernon F. Firth of England helped establish a branch of the family’s thriving carpet manufacturing business in Cornwall in 1888. Reportedly, the operation employed close to 600 workers in 1908, and it continued for decades, finally closing in 1962. It was not uncommon for generations of family members to have worked in the mills.*

4.5 Architectural Review

To preserve the character of the community, any building being built or extensively remodeled within the view of a house listed on the National Register of Historic Places is now subject to architectural review. In order to blend with

the neighborhood, reasonable requests may be made concerning construction. These requests will incorporate comments made during the mandatory State Historic Preservation Office (SHPO) review. This is the extent of Architectural Review today in Cornwall.

Any addition to a listed building or business will be subject to review by the Planning Board. Although many buildings in the business district (Main Street) have already been altered to some degree, all structural changes and new building should be subject to Planning Board review. This helps to maintain the historic nature of the community.

Establishing an Architectural Review Board to review and approve commercial uses in the Main Street/Downtown area would help insure that the areas most visible to residents and visitors would be in keeping with the Town's overall development plan.

4.6 Economic Development Tools

The Main Street/Downtown area has several economic development tools available to it, to encourage owners to enhance and improve the appearance of buildings and property. The Town has provided for incentives for tax assessment in the form of 485-b exemptions. Property owners who wish to improve their property can apply for a partial exemption (up to 50%) of the taxable assessment increase that would result from qualifying improvements for participating tax entities. The exemption decreases in a stepwise fashion over a period of ten years. Property owners may not be aware of this exemption, and the Town may be able to promote a wider awareness of this device through the Building Department.

A business improvement district (BID) is a district that can be created under state and local law allowing property owners and merchants to join together and assess levies upon themselves for a specific purpose. These funds are collected by the Town and used by the BID to provide certain specific supplemental services (such as maintenance, sanitation, security, promotions) and/or capital improvements (such as special decorations, benches, decorative lighting) beyond those services that may already be provided by the Town. BID's are created at the request of a group of property owners. A BID may be appropriate to consider for the downtown area, at the request of the affected property owners.

The Town may also pursue direct grants to improve the downtown area. For this purpose, it may be useful to explore retaining a professional grant writer.

4.7 Historic District Planning

Cornwall is blessed with a rich history and many remaining historic sites. The Town Historian, the School District, and concerned citizens have thoroughly researched the historic sites around the Downtown area and catalogued them on

the historicalcornwallny.com website. The National Trust for Historic Preservation lists all of the historic sites listed on the National Register, many of which are in Cornwall. The historic district project should be carried through to completion by identifying and mapping the historic sites outside of the Downtown Area, establishing local historic districts to include listed properties and applying for Certified Local Government Status with New York State. These actions will provide opportunity for funding resources, tourism marketing and technical assistance available to established historic districts, Main Street Program communities and certified local governments.

The Town should regulate future construction of new structures in those areas that are historic so that it is of a character, scale and density that will be consistent with and complement existing historic structures and areas.

Local historic preservation ordinances or local laws are the most important governmental tool for protection of entire historic districts. Permanent exterior alterations of properties on the National Register can occur if the alteration does not need state or federal funding, or the property has not received tax exemptions. Similarly, only state or federal actions are required to identify potential impacts to historic resources.

Historic resources are best protected through passage of a town local law or amendments to the zoning code. The primary area to be considered for local historic district status would be the Canterbury area.

4.8 Goals of the Main Street/Downtown Revitalization Plan

The goal of the Main Street/Downtown Revitalization Plan is to promote economic development in the Main Street/Downtown area in order to expand and maintain the Town's tax base. However, the types of commercial activity to be promoted and encouraged should be such that they enhance or are consistent with the role that the Main Street/Downtown area in Town as a center for social activity and integral part of the Town's traditional Hudson Valley small-town character and charm. The different needs of the older, more compactly developed Canterbury section of the downtown, northeast of the traffic circle, and the newer section of the downtown southwest of the traffic circle, must be provided for and planned accordingly. In addition, the commercial activity must remain compatible with the residential uses in the area.

4.9 Recommendations of Previous Studies

The 2005 Comprehensive Plan update was premised, in part, on the "Cornwall Challenge" study sponsored by the Glynwood Center and its Countryside Exchange in 2001. The exchange team of planning, economic development and design professionals assisted the Cornwall Business Association and the Town of Cornwall Economic Development Advisory Committee with forming a Local Organizing Committee to guide the "visioning" process.

The purpose of the Cornwall Challenge was to identify issues important to greater Cornwall and make recommendations to address them. The issues considered most important included encouraging an appropriate retail/ service mix, improving parking and traffic circulation and maintaining or upgrading aesthetics. Among the recommendations made by the Cornwall Challenge, as summarized in the 2005 Comprehensive Plan Update were:

- Identifying key activity areas around which growth should be concentrated and encourage mixed use and infill development.
- Establishing finer detail for new uses permitted within existing zones to encourage development that will facilitate economic development.
- Surveying the buildings on Main Street and inventory architectural features and link with historical research to use in design workshops to develop guidelines for building restoration and improvements.
- Prioritizing issues and developing an action plan to design a theme for Greater Cornwall and implementing a “Main Street” initiative, a business retention program and a marketing program.
- Conducting an inventory of existing businesses to help identify issues facing local businesses and implement a “Business Retention & Expansion Program.”
- Developing a collaborative tourism partnership with existing resources. Capitalize on resources in the community such as local artists for mural projects and history to create walking tour.
- Expanding on successes already established such as the River Fest and the Fall Festival.
- Expanding on-line resources and provide space in central locations to include information kiosks and maps.
- Burying overhead cables or possibly run wires behind Main Street Buildings.
- Adding new trails to link the network of trails in neighboring communities and settlements with the trail network. Create a circular walking trail using Main Street and a new path along the Moodna Creek.
- Developing an urban pathway system based on existing roads and open space and improve access to the Hudson River.
- Identifying both publicly and privately owned green spaces and natural areas and encourage their preservation and enhancement.

Some of these recommendations have been acted upon, others have not. They remain viable as recommendations and, in fact, some have been drawn upon in compiling the implementation recommendations of this Comprehensive Plan update. The Town Board may wish to consider pursuing the above-listed recommendations in the event that favorable circumstances for doing so should materialize. The last three recommendations have been duplicated in environmental preservation element of the Plan.

4.10 Implementation of the Main Street/Downtown Revitalization Plan

Achieving the goals of the Main Street/Downtown Revitalization Plan is necessarily dependent upon the actions of owners of those properties and the operators of the businesses on them. However, the Town can take steps to encourage, promote and facilitate the activity of property and business owners which will advance the Town's efforts toward achieving its goal. In this respect, the Town Board should pursue the following objectives for attaining the goals of the Main Street/Downtown Revitalization Plan:

- Create a Historic District with New York State. This will make grant funding opportunities available to property owners.
- Create a local Historic Overlay District, under which property owners applying for such designation will be given a broader range of uses and/or expedited procedure on land use approvals if they maintain the historic exterior appearance of their buildings in the Main Street/Downtown area.
- Review and revise the Town's Zoning Code in regard to uses permitted in the GC District to promote uses that will encourage economic development while preserving the unique character of Main Street/Downtown area.
- Revise site plan and special permit requirements in the Town Zoning Code to expedite changes of use and building modifications consistent with preserving the historic appearance of the Main Street/Downtown area.
- Establish a Board of Architectural Review to ensure that building modifications and renovations will be in keeping with the unique character of Main Street/Downtown area.
- Explore the possibility of establishing new parking areas.
- Where appropriate, add street furniture such as benches, planters, suitable period lighting, and trash receptacles to capture the historic character of Main Street.
- Design signage for businesses and historic structures and sites that highlight the Town's rich history. Plaques that give the date of construction, original occupant, and significance of the building or site could be selected and sold.
- Establish local laws for more easily enforcing compliance with the New York State Uniform Fire Prevention and Building Code and the Property Maintenance Code of New York State, such as licensing and periodic inspections of rental units.
- Consider updating daytime parking regulations along Main Street, metering parking or implementing measures for stricter compliance with existing hourly parking restrictions.

- Review the existing balance of service vs. retail uses in the Main Street/Downtown area and ~~take consider whether~~ steps ~~should be taken to encourage establishment of additional~~ the appropriate balance of retail and service uses.
- Investigate the viability of establishing a “Main Street” initiative, a business retention program and a marketing program.
- Develop a collaborative tourism partnership with existing resources.
- Expand on local events to attract patrons to the Main Street/Downtown area such as the Independence Day Celebration, River Fest and the Fall Festival.
- Expand upon on-line resources and provide space in central locations to include information kiosks and maps.
- Upgrade the entrances to the downtown along Idlewild Creek from Hasbrouck Avenue around the circle to Bridge Street on the west and the low portion of the Sands Ring Cemetery property on the east.
- Vest-pocket parks at the entries could then be developed with a few benches and wastebaskets. If more land becomes available along Idlewild Creek a walking trail could link the west end to the Sands Ring property on the east in the future.
- Establish a BID within the downtown, if deemed appropriate by and requested by a sufficient number of property owners.
- Consider retaining the services of a professional grant writer to seek funds to improve and enhance the Main Street/Downtown area.
- Promote existing, and investigate new options, for tax incentives encouraging businesses to improve their property.

5.0 LAND USE & HOUSING PLAN

Under the 2005 Comprehensive Plan, the primary focus in regard to land use was the desire to promote economic development in Cornwall while at the same time preserving community character and protecting environmentally sensitive areas. These remain legitimate and important concerns and any revisions to the Town's Land Use and Housing Plan should be consistent with them.

However, perhaps the most pressing issue which the Town faces is coping with the regional, if not nationwide, economic downturn and collapse of the housing market. Several large residential development projects, such as the Cornwall Commons, have not progressed to completion because of a lack of a market. Other residential development has likewise slowed or ceased, and there is a backlog in the inventory of residential dwellings that are for sale in the Town. As it does not appear that there will be a change in the situation any time soon, the Town must re-evaluate its overall Housing Plan in order to better serve the needs of its population.

Equally important, recent economic difficulties have called into question the continued existence and operation of several large institutional land uses in Town. At one point, the New York Military Academy announced that it was going to close. The Storm King Golf Club filed for bankruptcy protection. These events have raised the issue of whether the existing zoning is appropriate for the many large institutional uses, including open space, in Town and, more importantly, whether the existing zoning is appropriate for potential redevelopment of such lands.

In regard to economic development, the Town's focus should be on its Main Street/downtown area, and land use provisions should be revised to facilitate revitalization of this area. Given its historic significance, proximity to major attractions such as West Point and its beautiful natural setting in the Hudson River Valley it appears that one of the most appropriate industries for Cornwall is tourism, and efforts should be made to capitalize on the Town's strengths and natural assets. Heightened aesthetic reviews should be provided for cell tower reviews in historic areas.

The sections which follow discuss the important issues of today and how they can be resolved to enhance Cornwall's quality of life.

5.1 Land Uses in Town

Land uses within the Town of Cornwall may be described according to the land use categories below:

- ◆ Conservation Lands: These lands are generally located within MCR Districts. They include but are not limited to state parklands, lands owned by conservation and open space groups, areas dedicated to open space, reservoirs and their watershed areas, open space areas containing museums, and recreational uses. These lands are characterized by large, sparsely developed parcels, and the topographically challenged. Tree preservation is considered particularly important in this land use category, and land use plans are to avoid forest fragmentation. Residential uses or other buildings in such areas are generally existing and/or related to the open space uses. Where it may take place, structural development in this category is contemplated to be at a low density, with an overall density of one unit per ten or more acres. Clustering is encouraged or required in order to avoid sprawl and reduce pavement and land disturbance, with the resulting open space being protected by conservation easements.
- ◆ Agricultural Lands: These lands are generally located within ARR Districts, and may also be found within the SLR. They include but are not limited to existing lands in agricultural use with associated residential uses, generally in locations which may have residential zoning at densities of one unit per two to ten acres.
- ◆ Rural Residential: These non-agricultural lands are generally located within ARR Districts, and may also be found within the SLR. These lands include,

but are not limited to, privately held lands within scenic overlay or ridge preservation overlay areas, and may include visually prominent lands with steep slopes that may have difficult road access and may contain shallow, rocky soils. Tree preservation is considered particularly important in this land use category, and land use plans are to avoid forest fragmentation. Development of this land type generally would be allowed at one unit per three acres and clustering will be encouraged.

- ◆ Suburban Residential (Low Density): These lands are generally located within SLR Districts and portions of the SR-1 and SR-2 districts. This category includes lands that may already be developed at low to medium suburban density levels. These lands may have water and/or sewer services, or may lie outside such service areas. Development of this type of land is generally allowed at densities of one unit per two acres. Commercial uses are not generally deemed appropriate for this land use area.
- ◆ Suburban Residential (Medium Density): These lands are generally located within the SR-1 and SR-2 districts. This category includes lands that may be developed in a mix of residential land use types and densities. These lands may have water and/or sewer services, or may lie outside such service areas. Development of this type of land is generally allowed at densities of one unit per half acre and up (depending on availability of central services.) Commercial uses are not generally deemed appropriate for this land use area.
- ◆ Planned Residential Development (“PRD”): This land is specifically located within the Town’s lone PRD district. This category includes lands proposed to be developed as a planned adult community (PAC), which are a mix of varied age-restricted housing types, along with incidental accessory uses including congregate care or assisted living facilities, and commercial uses such as retail, office, hotel/motel, medical and dental clinics, personal service and food service/restaurant, and day care centers, along with other ancillary facilities appropriate to serve the PAC residents. public and quasi-public areas with substantial conservation and setback limitations established to provide for tax-positive ratables while preserving environmental features. This single location provides for a Planned Adult Community at three units per usable acre.
- ◆ Planned Commercial Development (“PCD”): These lands consist of properties previously in use as light manufacturing and office parks and/or land previously identified by the Town as potentially suitable sites for such uses. PCD areas may be adjacent to state, county, or interstate roads, but may include visual and environmental features that are important to the community and worthy of protection.
- ◆ Local Business: These lands consist of properties that are presently developed as small retail uses such as convenience stores, gas stations and service and similar uses serving scattered residential nodes distant from centralized commercial areas.

- ◆ **Downtown Commercial:** These lands consist of properties used for a mix of commercial and residential purposes. They are located along Main Street in Cornwall's Historic Downtown Commercial area. The 2005 Plan extended the Downtown Commercial area along both sides of Quaker Avenue linking the hospital and the Cornwall Plaza shopping center with the historic Canterbury portion of downtown.
- ◆ **Highway Commercial:** These lands consist of properties situated along major commercial highway corridors, such as State Routes 9W and 32. They are characterized by larger commercial uses such as motor vehicle dealerships, restaurants and catering halls, lumber yards, auto repair and other personal service and small retail uses generally found along highways including small strip malls.
- ◆ **Planned Industrial:** These lands consist of properties in use as light manufacturing and office parks and/or land previously identified by the Town as potentially suitable sites for such uses.
- ◆ **Public and Semi-Public Uses:** These lands consist of existing churches, schools (both private and public), other charitable and quasi-public uses, and public facilities such as the municipal water and sewer facilities, municipal parks, Town Hall, library and similar uses.

5.2 Existing Zoning

Town Code §158-4 establishes the following zoning districts for the Town:

<u>Symbol</u>	<u>Title</u>
MCR	Mountain and Conservation Residence District
ARR	Agricultural Rural Residence District
SLR	Suburban Low-Density Residence District
SR-1	Suburban Residence District - 1
SR-2	Suburban Residence District - 2
PRD	Planned Residential Development
PCD	Planned Commercial Development
LS	Local Shopping
GC	General Commercial District
HC	Highway Commercial District
PIO	Planned Industrial and Office District
RPOD	Ridge Preservation Overlay District
SA/SO	Schunnemunk Agricultural/Scenic Overlay District

The location of these zoning districts within the Town is shown on the Town Zoning Map, a copy of which appears Exhibit 5.1. Exhibit 5A-1 is a table of existing zones and the acreage of each within the Town, along with a table of minimum usable residential lot area requirements for the districts that provide for residential uses.

Table 5.1: Zoning Requirements		
EXISTING ZONE		MIN.USABLE RESIDENTIAL LOT AREA
ZONE	ACREAGE	
MCR	6,339.8	10 acre
ARR	3,331.2	3 acre
SLR	3,148.8	2 acre
SR-1	1,469.4	1 acre w. well,septic 30,000 sq feet w. ctrl.water or sewer 20,000 sq feet w ctrl. water & sewer 2 family @30,000 sf w ctrl water & sewer
SR-2	318.1	20,000 sq feet w ctrl water & sewer 2 family @30,000 sf w ctrl water & sewer Multiple dwelling development: 1 acre(see note 3)
LS	34.6	1 dwelling over any commercial use, otherwise s/a SLR
GC	595.2	See note 1, otherwise s/a SR-1
HC	83.2	See note 2, otherwise s/a SLR
PCD	257.9	----
PIO	286.7	----
PRD	251.5	Max density of 3 units per usable acre
TOTALS	15,580.2	

- Notes:
- (1) Two dwellings allowed above stores on 5,000 square foot lots in the GC
 - (2) Two dwellings allowed above stores on 10,000 square foot lots in the HC
 - (3) multiple dwellings allowed at a density of 4.36 dwelling units per acre.

5.3 Water and Sewer Services

The land use and development pattern of a town is influenced by the availability of water and sewage disposal and treatment facilities. At present, central water and sewer service is available in the portion of the town surrounding the village and the central business district and extending out across Route 32 near County Route 107 and Orrs Mills Road to Route 94. The geographic majority of the Town does not have central water and sewer services, and relies upon individual wells and septic systems.

Due to the many environmentally sensitive areas located along the south-eastern and south-western portions of the Town, extension of central services to these areas is considered inappropriate. However, extension of central services to the north-western portion of the Town as well as along the Route 32 and Route 9W commercial corridors has often been discussed.

Central Water Service:

Central water service in the Town is provided only within the Town's two Water Districts: the "Cornwall Water District" and the "Firthcliffe Heights Water District."

The Town of Cornwall does not own any water supply of its own. Instead, the Town obtains water for its water district through the Village of Cornwall-on-Hudson and via an inter-municipal agreement with the Town of New Windsor.

An adequate volume of water for both domestic and fire flow demands is available to serve the water districts' existing uses and development potential. The Village of Cornwall-on-Hudson derives its water from three sources: a tap of the New York City Catskill Aqueduct, the Moodna Creek Wells in the Mountainville area of the Town, and the Black Rock Treatment Facility. These sources have a design capacity of 1.5 million gallons per day (mdg), 1.0 mdg, and 1.0 mgd, respectively. Currently the Village water system has a limited storage capacity of only 0.50 mdg. The Village system provides service to all referenced areas of the Town with the exception of the Firthcliffe Heights area, whose water district is served via an inter-municipal agreement with New Windsor. Current water consumption rates average 1.3 mdg within the areas served by the Village.

The Town of New Windsor derives its water chiefly from a tap of the New York City Catskill Aqueduct. Because of limited resources in the New Windsor water supply system, the amount of water that is supplied to the Town of Cornwall's Firthcliffe Heights district is limited to the inter-municipal agreement.

Moreover, the availability of water from the New York City Aqueduct system is limited by State and City regulations which allow water to be drawn from the Aqueduct only in amounts proportionate to the census population of the municipality or district receiving the water. Thus, to the extent that water is provided to the Town through the New York City Aqueduct, the amount of water available for extension of central service in the Town of Cornwall is somewhat limited.

In late 2002, the Village of Cornwall-on-Hudson recommended extending the central water service area west to cover much of the area east of the New York State Thruway (I-87) and both sides of Orrs Mills Road west of the Thruway up to Route 94. The Town Board favored this expansion and approved a Town water district in March, 2003. The new water service area may expand farther to the north than the Town initially approved as additional property owners want to be served in the future.

Sewer:

The Town of Cornwall has four (4) sanitary sewer districts: the Cornwall Sewer District, the Firthcliffe Sewer District, the Firthcliffe Heights Sewer District and the Beaver Dam Lake Sewer District.

The Town provides service to its sewer districts through three wastewater treatment plants: the Cornwall Plant (located on Shore Road adjacent to the Moodna Creek close to its confluence with the Hudson River), the Firthcliffe Plant (located off Willow Avenue) and the Town of New Windsor Sewage Treatment Plant.

The Cornwall Plant, which is owned jointly by the Town of Cornwall and the Village of Cornwall-on-Hudson provides service to the Cornwall District. The Firthcliffe District is served by the Firthcliffe Plant, which is wholly owned by the

Town. Beaver Dam Lake and some other areas of the Town (i.e., the Firthcliffe Heights area and the Mill Pond property off Mill Street) are served by inter-municipal agreements with the Town of New Windsor.

The Cornwall Plant has a design capacity of 1.5 million gallons per day (mgd). The Cornwall Plant's capacity is shared between the Town and the Village. This plant dates from the 1960's, and the need for maintenance and upgrades to this facility are increasing.

Currently the Cornwall Plant has an available capacity of approximately 0.4 mgd. However, the Village of Cornwall-on-Hudson is entitled to a portion thereof and by virtue of a developer's agreement, all or virtually all of the Town's available capacity is committed.

The Firthcliffe Plant has a capacity of 0.12 mgd. With the vacant properties in the Firthcliffe District considered, it has been determined that there is no available capacity to extend that district, though there is no prohibition to connecting existing properties within the district.

The New Windsor plant has a capacity of 5 mgd. Of this amount, 1.25 mgd is the subject of an allocation agreement between the two Towns and Moodna Development. Based on a recent amendment to this agreement, the allocation to the Town of New Windsor, Town of Cornwall and Moodna Development is 0.95 mgd, 0.20 mgd, and 0.10 mgd, respectively. Available capacity to the Town of Cornwall properties served by New Windsor is limited to the inter-municipal agreements and the Moodna allocation agreement.

Sewer capacity is adequate for the existing uses in the Town's sewer districts, but the sufficiency for future development or expansion is, at best, problematic. The Town is currently in the process of addressing infiltration and inflow issues in order to recover lost capacity where possible. There is an ongoing infiltration and inflow study underway for this purpose.

In areas of the Town that are not served by central water and/or sewer utilities, properties typically rely on individual wells and sanitary disposal systems. Soils suitability, including factors such as depth to bedrock, slope, and drainage characteristics, affect the ability to locate an in-ground septic system, and slopes as well as possible sources of contamination also affect well and septic system separations.

5.4 Roadways

Interstate Highways in the Town of Cornwall:

The only Interstate Highway in the Town of Cornwall is the New York State Thruway (I-87). There is no public access to the Thruway in the town.

State Roadways in the Town of Cornwall:

The state roadways in the Town of Cornwall are New York State Route 32, Route 9W and Route 218. Route 32 and Route 9W are significant commercial corridors and function at a high level. Route 218 is occasionally closed due to snow and wet conditions.

County Roads in the Town of Cornwall:

There are several County Road in the Town of Cornwall, including Route 94, Route 107 and Route 208. These roadways vary greatly in the nature of the traffic utilizing them and the development along them. Most county roads are functioning at a high level and have significant capacity available. However, the safety of intersections on several County Roads continues to be a cause of concern.

Town Roads:

The Town has 44.27 miles of Town roadway, which the Town Highway Department maintains in addition to 12.5 miles of County roadway that it plows in winter. These local roadways vary greatly in the nature of the traffic utilizing them and the development along them. Many of Cornwall's roads fall short of the Town's current road specifications and may require improvements such as widening, realignment and dedication of right-of-way.

Private Roads:

Numerous private roads exist within the Town. Many, if not most, private roads fall short of the Town's road specifications. They are intended only to serve as access for the property or properties for which they were constructed.

5.5 Traffic Accident Locations

High frequencies of accidents can indicate poor roadway design, inadequate sight distances, poor geometrics, or insufficient traffic controls. It may also indicate a speed limit too high for roadway conditions, drivers traveling above the posted speed limit, or other factors, such as human error or mechanical failure. High traffic volumes combined with design deficiencies can further contribute to hazardous conditions. The implications of these situations for planning are that road improvements may be required.

Development proposed in those areas currently experiencing safety problems should be carefully scrutinized to ensure that additional development will not worsen existing hazardous conditions.

Hazardous intersections and roadway segments were identified and placed in one of two categories: "Most Hazardous" and "Hazardous." These classifications are based primarily on the number of accidents occurring at a particular location,

although their severity in terms of property damage, personal injury, and death was also examined. Locations that display poor roadway design or geometrics, but where few or no accidents have occurred, are generally included in the hazardous category.

Hazardous Areas:

The following local roadways and intersections represent hazardous areas:

Roadway Segments:

Main Street, between traffic circle and McCann Lane
Route 9W Ramps
Route 9W, Town of Highlands to Continental Road, particularly in winter⁵
Otterkill Road, east of Clove Road (C.R. 107)
Jackson Avenue, between Route 94 and New Windsor
Taylor Road, from Otterkill Road to Willow Brook Road
NYS Route 94 near Meadowbrook Road (milepost 1281)
Route 32, milepost 1071 and milepost 1101
NYS Route 218, Town of Highlands to Village of Cornwall

Intersections:

Main Street and Hudson Street
NYS Route 32 and Quaker Avenue (C.R. 107)
NYS Route 32, Pleasant Hill Road (C.R. 79) and Angola Road (C.R. 65)
NYS Route 32 and Ardmore Street
Shore Road and NYS Route 94
NYS Route 94 and Jackson Avenue⁶
NYS Route 94 and Riley Road
Elm Street and Quaker Avenue (C.R. 109)
Orrs Mills Road and Jackson Avenue
NYS Route 32 and Jacqueline Street
NYS Route 32 and Old NYS Route 32 (north of Angola)
Main Street and NYS Route 218
Angola Road and Mineral Springs Road

5.6 Aesthetic Resources

A significant factor in zoning and land use planning for the Town must be protection and preservation of the Town's scenic vistas and ridgelines. The road corridors and overlooks in the Town which contain such aesthetic resources include, but are not limited to, Angola Road, Taylor Road, Otterkill Road, Pea Hill

⁵ Signs warning of an accident ahead or icy conditions ahead would be helpful, to caution on-coming traffic on the steep hill.

⁶ A traffic signal is desirable here due to poor visibility and alignment.

Road and Pleasant Hill Road, Old West Point Road, Mine Hill Road and Merrill Road.

Moreover, the Town is characterized by the amount of greenery which softens the streetscapes in the Town. Landscaping along the Town's roadsides, trees along streets and parking areas, and plantings or other vegetative screening and buffers in and around developed areas greatly influence the look and feel of the Town.

5.7 Review of Residential Area Zoning

Cornwall's existing residential zones and their lot sizes for areas with or without water (w) and/or sewer (s) services (as may be applicable in different districts), for single family detached dwellings, are shown below. All lot area requirements are for usable lot area, which incorporates certain deductions as specified in the Code:

Zone	Lot area without water or sewer		Lot Area with water or sewer	Lot Area with water and sewer
	Square Feet	Acres	Square Feet	Square Feet
MCR	435,600	10	-----	-----
ARR	130,680	3	-----	-----
SLR	87,120	2	-----	-----
SR-1	43,560	1	30,000	20,000
SR-2	-----		-----	20,000

5.7.1 MCR - Mountain and Conservation Residence District

The vast bulk of the town's rural residential area is along the edge of the Ramapos forming the southeasterly border of the town and Schunne-munk Mountain. Most of this land is government, institutional, parkland or otherwise protected with conservation easements. As such, it is out of the hands of private developers and is generally intended to be preserved and development potential is limited. Central water and sewer services are not generally available in this district, and no density incentive for utilities is included in this zone.

This zone is intended to accommodate uses such as parkland, Black Rock Forest, Schunne-munk State Park, conservation easements and protected open space, agricultural uses, outdoor as well as indoor museums, hotels and residential uses. Bed and breakfast establishments are intended to be allowed to encourage tourism and to allow the open space uses to provide for marketing and visitation at their sites. Lot sizes for all uses are 10 acres or larger.

5.7.2 ARR - Agricultural Rural Residence District

The ARR zone includes the lands designated as such from the 2005 Plan. This includes land with steeper slopes adjacent to the Mountain Conservation Residence lands. Some of this land is within the Ridge Preservation District and some of it is used for agricultural purposes as part of the Schunnemunk Agricultural-Scenic area. These areas would allow for large-scale outdoor recreation uses such as golf courses. Cluster housing would also be an important tool for use in this district to preserve farmland, open space and scenic areas.

Uses include agricultural land, bed and breakfast inns and smaller uses, recreation areas such as golf courses and parkland and single family homes. These areas generally have no central services. Clustering would be encouraged if it is possible on better soils within this varied area. Agricultural lands and uses would include riding academies and arenas, farm stands and commercial uses as part of a farm operation related to antiques, arts and crafts and ancillary food items not necessarily raised on the farm. All Ridge Preservation overlay areas would be in either the MCR or ARR districts. Protection of wildlife corridors will be encouraged on, but will not be limited to, these lands.

5.7.3 SLR - Suburban Low Density Residence District

The SLR zone is somewhat of a hybrid of the MCR and ARR zones and is intended to accommodate clustered growth where utilities are available and to limit development in those areas without utilities. Residential single family lot sizes are 2 acres and agricultural uses are allowed. Some of these areas may have central water service available. In such cases, the residences could be clustered on smaller lots down to half an acre, but at the two acre density. Thus, the overall number of units would be the same and the total number of units would have to be based on a conventional plan for a two acre lot subdivision meeting all development requirements.

Clustering is encouraged because reducing the required minimum from two acre lots to half acre lots in these developments with utilities could save open space, reduce road construction and eliminate the need for some private roads.

To the extent that there is a need for affordable housing and/or multiple dwellings, it might be suitable to locate some affordable housing in this district under appropriate circumstances, with safe and adequate transportation access, central water and sewer service, and in close proximity to employment opportunities and shopping.

5.7.4 SR-1 - Suburban Residence District

The SR-1 district covers developed areas of Beaver Dam Lake where water and/or sewer services are either existing or proposed. Otherwise, this area is located east of the Thruway. The central services should eventually serve this area and adjacent proposed commercial areas.

5.7.5 SR-2 - Suburban Residence District

The SR-2 district includes an area east of the Route 9W from approximately Main Street/Hudson Street to the boundary with the Town of New Windsor. It contains the Town Hall and certain parkland as well as one of the Town's large institutional uses, the New York Military Academy.

Among the uses allowed in the SR-2 District is multiple dwellings. Under the 2005 Comprehensive Plan, multifamily housing was broken down into three categories and accommodated in the SR-1, SR-2, PRD and GC areas to some degree. These changes allowed for approval of, among other multifamily housing, the Cornwall Commons project abutting the SR-2 District (in the PRD District).

Due to the economic difficulties experienced regionally, Cornwall Commons has approached the Town and sought zoning modifications which would change the nature of that development from an age-restricted senior citizen community to a largely market-rate development, including significant multiple dwellings.

Additionally, the New York Military Academy has suffered from the economic downturn and, at one point, announced that it was going to close, raising the potential for re-development of the property. The lack of available sewer capacity, the potential for re-development of the New York Military Academy property and the overtures of Cornwall Commons project for a change in use to allow market rate multiple dwellings in its development, require re-evaluation of the uses permitted in the SR-2 District, particularly multiple dwellings.

5.7.6 PRD - Planned Residence Districts

So-called "Planned Adult Communities" (PACs) are residential developments of at least one hundred or more age-restricted units limited to residents without children, along with various accessory commercial uses. The PRD District is the only district in Town which allows PACs. There is only one PRD district in Town, the site of the Cornwall Commons development.

5.8 Review of Commercial Districts

In addition to the Main Street/Downtown area, which is zoned GC, the Town has commercial zoning districts such as the HC (Highway Commercial) and LS (Local Shopping) districts.

5.8.1 GC- General Commercial District

General Commercial is the downtown or Main Street shopping district designed for local shopping uses geared to a small lot downtown location in the historic Canterbury area east of the traffic circle. Southwest of the traffic circle, a mix of larger, more modern buildings generally prevails as part of the Cornwall Plaza. In the historic area discussed specifically in Section 4 of this Comprehensive

Plan, the uses are allowed on smaller lots without setbacks. Parking is required where possible, but the area is generally either part of a community parking program, or a private shared parking program at Cornwall Plaza. Existing uses will be allowed including residences and senior housing which was added in the past years, but additional senior housing should not be encouraged in this district.

5.8.2 LS -Local Shopping District

The purpose of the LS district is to provide the local convenience shopping or neighborhood stores similar to Main Street or the GC zone, but on larger lots where such lots exist. LS districts are now found in Mountainville, Angola Road at Mineral Springs and on Route 94 at Shore Drive. The LS district at Angola Road should be eliminated, as the building within that zone is used only for residential purposes and there appears to be no further need for a local commercial district there.

The LS District on Shore Drive has been reduced to the existing convenience store and gas station. Its expansion has been limited due to a lack of sewer and water services in the area.

5.8.3 HC - Highway Commercial District

Cornwall's highway commercial uses lie along Routes 9W and 32 south of New Windsor. These uses differ from the GC and LS district uses in that they will permit larger commercial uses geared to a single purchase or destination such as: Landscape nurseries, car dealerships, lumber yards, auto services and repair, offices, bulk sales and outdoor sales. The HC district along Route 9W and Route 32 do not always include lands with frontage along the roadway, and consideration should be given to adding lands to this district to include lands with road frontage where possible.

5.8.4 Planned Industrial Office (PIO) and Planned Commercial Development (PCD) District Areas

The Planned Industrial Office (PIO) District was designed to promote economic development with light industrial, office, research and development uses, and limited warehousing.

The Planned Commercial Development District (PCD) was designed to protect lands that are visually sensitive, while allowing some flexibility for limited non-residential uses a consistent with the Town's conservation goals. The intent was to create high quality, low profile office, research and light manufacturing development that would not detract from the scenic quality of the proposed areas if these lands were used for non-agricultural purposes.

One of the issues in this current planning process is to consider the appropriate zoning designation due to the change in ownership of the Houghton Farm (AKA Mountainville Properties) site, which was purchased for open space purposes

and may be employed for agricultural and other purposes, which may include proposals for a dwelling associated with an agricultural use. While commercial agricultural operations are provided for in the PIO and PCD districts, residences are not, at this time.

Uses other than agriculture that may take place in the PIO district include public parks and playgrounds, community buildings or facilities operated by the Town, commercial recreation and outdoor recreation facilities (excluding the operation of recreational vehicles), reservoirs, cemeteries, meeting halls, sale of automotive supplies and equipment, day care centers, schools of special instruction, and a selection of commercial/industrial uses including but not limited to offices, manufacturing, industrial parks, outdoor storage, general warehousing and transfer terminals, and public communications towers. The PCD district includes a much shorter list of uses of those allowed in the PIO district.

5.9 Overlay Districts

There are two overlay districts: The Schunnemunk Agricultural-Scenic Overlay District, and the Ridge Preservation Overlay District.

5.10 Economic Development

It is important to understand the critical need for commercial and industrial development within the Town as a whole. Of the Town of Cornwall's 15,580 acres, fully 3,827.25 acres, or 24.6% of the Town's land area, is wholly tax exempt. This includes land that is owned by the United States Military Academy (West Point), by New York State agencies, the Black Rock Forest Preserve, Open Space Institute, and by other private and public schools and academies, museums, the St. Luke's Cornwall Hospital, churches, and cemeteries, among others. More than an additional 16% of the Town's land area is partly tax exempt, devoted to such purposes as State parkland and forestland, water supply and reservoir purposes, agricultural lands and other uses. Lands that are wholly and partly tax exempt do promote other tax-generating economic activities within the Town, both in the form of direct employment, in allied taxable facilities, and in related tourism or support services. For example, the Littman Cancer Center is taxable, and it is associated with the tax-exempt St. Luke's Cornwall Hospital. This center provides local employment and medical services, and also sustains local business such as restaurants and other support services. Another example is tax-exempt parkland and museums, which are tourist attractions that generate local, regional and even international tourism and associated service revenues. Even so, the high proportion of tax exempt land within the Town increases the importance of tax-generating commercial and industrial enterprises within the Town, and of the need to support and enhance the existing business areas within the town, whether in the traditional downtown business area or in other locations. The needs of commercial and industrial uses outside the downtown area must also be considered.

5.11 Goals of the Land Use and Housing Plan

The main goal of the Land Use & Housing Plan is to maintain the balance of scenic beauty, residential development and commercial activity that has traditionally existed in the Town of Cornwall, both at present and for future generations. There are areas which require improvement, such as economic revitalization and acquisition of new or better municipal facilities, but the residents of the Town like its small-town character and wish to preserve it. In setting goals for the Land Use & Housing Plan, the Town seeks to accomplish these ends.

Maintaining the Town's traditional character and preserving the balance between commercial, residential and environmental interests does not mean that no changes should be made. The Town is not, nor can it be, "frozen in time." Appropriate changes and adjustments must be made in order to provide a desirable diversity of land uses to meet the needs of the population and allow for fiscal stability. However, any changes should be made with the larger goal of preserving the Town's character in mind; the Town's long term interests must not be sacrificed to satisfy short term goals.

In light of the changes in the local economy, there is a clear need to reevaluate the provisions of the Town's Zoning Code regarding residential development.

The focus for commercial development must be the Main Street/Downtown area. Other commercial areas of the Town are, of course, important as well, but unless and until the issues facing the Main Street/Downtown area are addressed, it is hard to see how efforts in the other commercial areas of the Town will have a significant impact.

The 2005 Comprehensive Plan update and the resulting changes to the Town's Code ushered in significant environmental protections in land development and other areas. Nevertheless, environmental protection remains a significant concern and is dealt with separately in its own subsection below.

The goals of the Land Use & Housing Plan also extend to limiting growth in property and school taxes. The extent to which the Town's Zoning Code allows or encourages residential development should be tempered by regard for the burdens such development will or may place on the School District. By the same token, the extent to which the Town's Zoning Code allows or encourages commercial development should be informed by regard for the extent to which new tax ratables contribute toward payment of the community's tax burden.

5.12 Implementation of the Land Use and Housing Plan

The following objectives should be pursued in order to attain the goals of the Land Use & Housing Plan:

- Eliminate multiple dwellings as permitted uses in the SR-2 District, and consider permitting multiple dwellings in the SLR District and PRD District on a limited basis or as a so-called "floating zone."
- ~~Reevaluate the provisions of the PRD zone limiting uses to age restricted senior citizen housing. However, any change should maintain the character of the proposed Cornwall Commons development as a senior citizen complex.~~
- Reevaluate the Town Zoning Code's provisions regarding senior citizen housing in general, with an eye towards encouraging more affordable senior citizen housing units through measures such as mandating a minimum number of permanently affordable units in any senior citizen housing development.
- ~~Enact~~ Consider a local law providing for adaptive reuse of large institutional land uses, such as assigning Planned Unit Development ("PUD") designation to each such large institutional use under which existing uses are permitted and any redevelopment would be subject to Town Board review and approval.
- Consider a local law providing for Incentive Zoning "Community benefits or amenities" including open space, housing for persons of low and moderate income, parks, elder care, day care or other specific physical, social or cultural amenities, or cash in lieu thereof, of benefit to the residents of the community authorized by the Town Board.
- Consider a local law providing for Residential Cluster Development. Encourage residential cluster development to preserve environmentally and aesthetically sensitive areas.
- ~~Consider~~ ~~Enact~~ a local law providing ~~for building restrictions on Senior Citizen Housing in the Town, and providing~~ for a density bonus or some other incentive for providing permanently "affordable" senior housing units for which there is a need, with requirements for sufficient parking.
- Provide design guidelines for the enhancement and preservation of the scenic qualities of hamlet areas.
- Provide design guidelines for upgrading the appearance of highway commercial corridors.
- Revise existing Code provisions to ensure that proposed new development is located and designed to minimize disturbance of scenic resources.
- Require the underground burial of utilities in new developments.
- Allow the development of limited local commercial/activity cores as part of planned residential developments where none exist in the immediate area.
- Consider adopting local laws regarding non-conforming uses to eliminate some of which conflict with surrounding land uses and to preserve some of which lend themselves to its historic character and small town charm.

- Consider floating zones could be used in the Planned Development and SR-1 and SR-2 areas. Floating zones are intended to create flexibility from the rigid controls of traditional zoning. A floating zone is a district which, until it is applied to a particular parcel of land, will appear only in the regulations and not on the zoning map.
- Consider adjusting the tables of permitted uses to address more adequately the needs of potential agricultural uses in the PCD district. In the alternative, consider the merit of designating the Houghton Farm area as MCR. Means of protecting the visual and aesthetic values of the property should be provided for.
- The needs of commercial and industrial uses outside the downtown area must also be considered.
- Revisit local development laws and property maintenance codes to ensure sufficient landscaping along major roads and in off-street parking areas.
- Where possible, encourage existing roads and parking areas to be upgraded aesthetically by use of screening and vegetative buffers.
- ~~Consider~~ ~~enacting~~ local laws regulating new development in terms of the amount and nature of required plantings and vegetation buffers, with particular emphasis on use of indigenous, non-invasive plants and trees.
- ~~Consider~~ ~~compiling~~ a list or record of acceptable or favored indigenous, non-invasive plants and trees for use in processing applications for new development.

6.0 ENVIRONMENTAL PRESERVATION

Under the 2005 Comprehensive Plan, environmental preservation was considered as part of the discussion of land use. This was driven in large part by the 2005 Plan's focus on devising land use regulations which better protected the environment and natural resources of the Town.

The goals of the 2005 Comprehensive Plan regarding the environment remain valid today, albeit the objectives and recommendations for achieving that those goals may have changed as some of the 2005 Plan's proposals have already been acted upon and the assumptions or facts underlying others have changed over the years. Nevertheless, environmental concerns remain of paramount importance to the Town, and in this present iteration of the Town's Comprehensive Plan an individual section has been allotted for consideration of them.

6.1 Open Space and Conservation

Cornwall has an abundance of scenic, recreation, and conservation areas which are important visitor attractions. These include Black Rock Forest,

Schunnemunk State Park, Storm King Art Center, and the Hudson Highlands Nature Museum. Black Rock Forest contains nearly 1,900 acres which are traversed by the Stillman Trail and other hiking trails, and the Schunnemunk State Park designated as the 163rd New York state park in 2003 from 2,400 acres of land donated by the Open Space Institute. Schunnemunk Mountain contains the highest elevation in Orange County, along with spectacular views and critical habitat areas, and the park is traversed by several hiking trails including the Long Path. This area, with its important scenic and culturally important landscape has long been noted as significant and worthy of protection in the Town's Comprehensive Plans and zoning, with the Schunnemunk Mountain Agricultural/Scenic Area characterized as one of the most scenic viewsheds in Orange County and identified as a special planning area in the Town's prior Comprehensive Plans. The areas surrounding the Schunnemunk State Park are important because the trailheads accessing the park are located on privately owned land.

Previous planning and zoning initiatives have resulted in Zoning Law provisions protecting the Schunnemunk Agricultural/Scenic Overlay District and the Ridge Preservation Overlay District, to protect both ridge line elevations and also the adjoining hill sides that are prominently visible from many other locations and forming a scenic backdrop that is an important visual element in the Town.

Storm King Art Center (over 500 acres), a world-renowned outdoor sculpture museum and park, is both an outdoor sculpture museum and a landscape conservancy located in the foothills of the Schunnemunk mountains.

The Town of Cornwall includes 15,580 acres, over 2,600 acres of which is set aside for State or town parkland or private recreational lands. This should not be directly compared to the figures from the 2005 Plan, which included the category of wholly tax exempt lands, constituting roughly 25% of the town, as "open space". The 2005 Plan attributed tax exempt lands to open space land uses, but this Plan Update does not. Though portions of some such uses such as cemeteries or the grounds of quasi-public buildings may appear as open space, and these uses contribute to the character and appearance of the Town, it is not being included in open space tabulations for the purposes of this Plan.

Even though the town has 82 acres of parkland, much of it is passive and there remains a need for additional active recreation areas and for their improvement into playing fields for various sports and other active uses.

Cornwall contains over 900 acres of existing agricultural lands. Much of this land is also proposed for protection as it lies within the Schunnemunk Agricultural Scenic Overlay District

Even though the Town benefits from areas of land conservation and open space, additional selected open space and recreation lands appear to be needed for Cornwall's foreseeable future. Although the policies of land conservation should be maintained and strengthened, there is a very real problem for Town revenues resulting from a high proportion of tax exempt land. The land proposed to be

protected in the future would be in the two environmental overlay areas, by way of clustering elsewhere in the town, parkland dedication where appropriate, and by purchase of additional usable active recreation areas for both existing and future residents.

6.2 Agricultural Lands

Land located in and around Otterkill and Taylor Roads and within the Moodna Creek drainage basin west of the Thruway represents the most significant concentration of agricultural uses in the Town

Many of the soils located in the Moodna Creek valley have been designated soils representing prime farmland of statewide importance. If these areas were to be developed for suburban type uses, the Town would lose irreplaceable lands which constitute important areas for agricultural protection and production.

Additional active farm operations exist in the Town and are located along Angola Road and Route 94. Incentives should also be provided for preserving these operations. Other agricultural uses may be developed in areas of the Town, including the Houghton Farm (Mountainville Properties) on Route 32.

6.3 Local Environmental Regulations

The Town Code provides for local environmental regulation to some extent. Additionally, zoning measures such as the Ridge Preservation Overlay District and the Schunnemunk Agricultural/Scenic Overlay District provide environmental safeguards in regard to development. Of course, any significant new development is subject to review under the State Environmental Quality Review Act.

Although it is not a regulatory body, the Town's Conservation Advisory Committee provides advice and undertakes activities influencing environmental policy and activities in the Town. The Town also has provided for the position of a Tree Warden who has jurisdiction over all roadside trees in the Town road rights-of-way, as well as all trees on Town-owned land. The Tree Warden has also provided advice at the Planning Board's request regarding tree planting and preservation in subdivision and site plan reviews.

6.4 Tree Preservation

The Town has a significant amount of undeveloped mature woodland. Trees contribute to the environment by helping moderate the extreme effects of sun and wind. Trees also reduce air pollution, screen noise, stabilize soil thereby reducing erosion and provide wildlife habitat.

In a more suburban environment, the street and landscape of older residential neighborhoods are softened and defined by the greenery of mature trees.

Without this greenery, a comfortable suburban environmental can give way to harsher surroundings.

Preservation of trees has traditionally been and remains a priority of the Town. For many years the Town has earned the "Tree City USA" designation.

The Town's prior Comprehensive Plans expressly stated that trees should be preserved to the greatest extent possible, particularly when planning and permitting new development of land. It has long been the Town's policy in the case of healthy mature trees that every effort should be made to situate future development in a way that preserves them. However, although healthy mature trees are important, it is important not to emphasize the preservation of isolated mature trees exclusively, outside of a retaining a balanced and diverse age grouping of native trees. Younger healthy trees should also be protected, as a balanced, mixed-age stand will allow the younger trees to replace the older ones as they die off. The Town should consider adding language to the site plan and subdivision regulations addressing groupings or mixed-age stands of native trees as well as isolated large trees. Landscaping and tree planting plans should make use of species that are native and non-invasive, and planting standards should be specified for tree planting where required.

6.5 Wildlife Habitat

A variety of wildlife habitats are located throughout the Town due to the extreme variations that arise in different portions of Cornwall. The rugged mountainous habitat of the Hudson Highlands are capable of supporting flora and fauna which will be significantly different from that found in the lowland valleys of the Moodna Creek basin. As shown in the Orange County Open Space Plan (June 2004), the Town of Cornwall contains mapped Critical Plant Area, Globally Important Forest Blocks, and areas of Core Biological Diversity that are biological "hotspots". The Moodna Creek is identified as a priority stream ecosystem.

Preservation of wildlife and significant wildlife habitats is integral to the natural beauty and character of the Town, as well as to the quality of life of its inhabitants. To do so, the Town must regularly review the status of the existing habitats, biodiversity and endeavor to maintain ecological connectivity between wildlife corridors, particularly in light of land use policy.

When major subdivision or site plans are proposed, developers are required to contact New York State Department of Environmental Conservation's Significant Habitat Unit to determine whether or not rare, threatened and or endangered species are located on a particular site proposed for development. Unfortunately, contacting DEC does not always provide information or species significant habitats. The majority of land in private ownership has not been surveyed for these species and their habitat; though the Planning Board does consider the habitat requirements of rare, threatened or endangered species in the plan review process.

Some sites, while not presenting habitat for species which are rare, threatened or endangered, may still represent important habitat for more common species.

6.6 Ridge and Slope Preservation

Topographically, significant portions of the Town include lands that could be characterized as steep slopes. Slopes over 20 percent are considered steep and are limited in use.

Residential or non-residential development on steep slopes is difficult since complicated foundations and more difficult utility connections are required. This gradient also approaches the limit that an ordinary vehicle can climb for any sustained period.

Development of land on ridges and slopes increases the amount of area which is impervious to water and decreases natural ground cover, i.e., trees, shrubs and grasses which help reduce soil erosion. Developing steep slopes (and ridgelines) with impervious surfaces increases the potential for soil erosion, the flooding of streams as a result of rapid runoff and a loss of groundwater which would normally have seeped into the ground.

6.7 Stream Protection

Streams and other local water bodies are important components of the Town's aquatic ecosystems. Not only are they important environmentally, but they also provide aesthetic enhancement to the Town, recreational opportunities and generally improve the quality of life of its residents. While all streams and water bodies play an important role in the habitat of local wildlife, some of the streams within the Town, such as the Moodna Creek, have the added significance of being trout spawning streams. Obviously, preservation of all streams and local waterbodies is important.

Among the most environmentally significant streams and water bodies in the Town are:

1. Mineral Spring Brook
2. Moodna Creek and certain of its tributaries
3. Woodbury Creek and certain of its tributaries
5. Canterbury Brook or Idlewild Creek and its tributaries
6. Baby Brook
7. Aleck Meadow Reservoir
8. Upper Reservoir
9. Sphagnum Pond
10. Tamarack Pond
11. Sutherland Pond
12. Funny Child Creek

Aquatic resources such as wetlands, streams and waterbodies may be regulated to some extent by the New York State Department of Environmental Conservation and/or by the United States Army Corps of Engineers. However, state or federal regulatory thresholds for size, classification or other criteria such as hydrologic isolation may leave these resources unprotected, other than by such conditions as may be imposed in the course of SEQRA, site plan or subdivision review of new developments.

Recently, the Town recognized the problems posed by erosion along the banks of the Moodna Creek. In an effort to work towards preservation of the Moodna Creek, that Town joined the Moodna Creek Watershed Intermunicipal Council. The Council, which consists of several municipalities and the Orange County Water Authority, is dedicated to maintaining and enhancing water quality and ecological health in and along the Moodna Creek and its tributaries.

6.8 Goals of Environmental Protection Plan

Protect the diverse natural resources that have been bestowed upon the Town.

6.9 Implementation of the Plan for Environmental Protection

In order to achieve its goals for environmental protection, the Town should pursue the following objectives:

- Preserve the agricultural lands in the Town, particularly those concentrated at the base of the Schunnemunk Mountain. Residential development should be at a low density; clustered development should be required and if possible, purchase of development rights encouraged.
- Encourage the preservation of healthy mature trees whether isolated or among tree stands and develop stringent mitigation measures when their removal is necessary. Further, the Town should ~~consider adding language to the site plan~~ amend its zoning law and subdivision regulations to addressing groupings or mixed-age stands of native trees as well as isolated large trees.
- Enact local laws prohibiting clear-cutting as a tree removal technique for new development.
- Ensure that landscaping and tree planting plans make use of species that are native and non-invasive; and provide for planting standards to be specified for tree planting where required.
- Commission a study on significant wildlife habitats in the Town and their connectivity as a precursor to development of a town-wide wildlife preservation plan.
- Re-visit local regulation of development in steep slope areas and along ridgelines to make sure that they are sufficient to avoid potential erosion hazards.

- ~~Consider enacting~~ Local laws ~~to~~ should ensure that all streams, waterbodies and local wetlands receive an appropriate degree of protection. Of particular concern is protection of stream banks against erosion and preservation of habitat quality within trout spawning streams. Local regulation might include such measures as:
 1. precluding septic systems within 100 feet of the high water mark of a stream, water body or federal or state wetland,
 2. preventing grading of land or clearing of vegetation within 25 feet of any water body, wetland or existing water course,
 3. requiring all swales shown on plans to be constructed by applicant or developers, sodded, seeded or paved within a limited specified time period to prevent erosion,
 4. requiring specific oversight of drainage projects or drainage portions of construction projects by a professional engineer at specified periods to prevent erosion and insure the appropriate site development,
 5. permitting no structures within 25 to 150 feet of certain streams which are to be mapped by the town,
 6. coordinating with the town engineer and Conservation Commission and recreation committee to prepare a plan for stream preservation and recreation uses; and
 7. encouraging use of aerobic septic disposal systems in sensitive areas to protect water quality.
- ~~Consider amending~~ Local laws ~~to~~ should enable the planning board to better address erosion and other water quality issues during its review of subdivision plans and site plans. Such local laws might include provisions such as a requirement that any building or land disturbance within 100 feet of the centerlines of streams and edges of ponds, including the 25 feet beyond the top of a stream bank shall be subject to review by the Planning Board with the intent of preserving the water quality, integrity, ecological characteristics, biodiversity and/or recreational potential of such water bodies.
- The Town should continue to cooperate in local watershed protection initiatives, such as the Moodna Creek Watershed Intermunicipal Council
- Consider amending local laws to impose more stringent erosion control measures, as a means of avoiding or preventing siltation of streams. Though New York State has established regulatory criteria requiring erosion control measures for disturbances of 5 acres or more, the Town should consider establishing its own local criteria that are more stringent than the state's requirements for disturbances under 5 acres.
- The Town should investigate possible ways to encourage landowners to stabilize streambanks, seeking funding or public-private partnerships if appropriate.

7.0 PUBLIC ACCOMMODATIONS & MUNICIPAL FACILITIES

Although the population within the Town has not increased dramatically, there is nevertheless an ongoing need for additional open space and parkland within the Town. This is a function of existing limitations on public park land and recreation facilities, changing demographics and use of recreation facilities by non-resident members of the Cornwall School District.

Similarly, the Town's existing municipal buildings and physical plant is undersized and in need of expansion. The facilities of the Highway Department are a particular example of the inadequacy of the Town's holdings. However, it seems clear that the Town's offices as a whole are undersized and, in large part, antiquated.

7.1 Town Parkland and Recreation Facilities

The Town's Municipal Parks and recreation facilities consist of the Town Hall Park and the Angola Road Park. The Town Hall Park has a swimming pool, tennis courts, and a playground. The Angola Road Park has a pavilion but is otherwise a passive use park.

The Town often makes arrangements with third-parties, such as the School District, for use of other recreation fields.

The Town has no community center as such. However, civic meetings may be held in the "Munger Cottage" or, under appropriate circumstances, in the recreation room of the Town Ambulance District's building on Clinton Street.

7.2 Town Municipal Facilities

The Town's municipal facilities and physical plant consist of the Town Hall building on Main Street and the Highway Department building on Route 32.

Certain Town Districts, such as Sewer Districts or the Ambulance District, own property improved by buildings. However, these buildings are dedicated to use for district purposes.

7.3. Bicycle and Pedestrian Corridors

The Town has open space, both publicly and privately owned, which is traversed by several regional trails. Access to these open space areas could be greatly augmented by bicycle trails or by providing a bike lane in conjunction with future road widening projects. Re-use of abandoned rail right-of-ways could be very helpful towards this end.

Gaps currently exist in the system of existing trails within the Town, particularly at the Mineral Springs Road / Angola Road intersection. Existing trails, and means to connect them where possible, should be considered in the course of land use planning efforts within the Town.

7.4 Goals For Public Accommodations & Municipal Facilities

The Town's goal for Public Accommodations & Municipal Facilities is to ensure that existing facilities continue to adequately serve populations they are intended to serve, and to provide for adequate municipal buildings and facilities for the Town's government and Departments.

7.5 Implementation of Plan For Public Accommodations & Municipal Facilities

In order to achieve its goals for public accommodations, the Town Board should ~~consider~~ do the following:

- Explore ways to better utilize Angola Road Park.
- Study and explore opportunities to acquire additional active parkland, playing fields and open space.
- Study the feasibility of acquiring new facilities for a community center.
- Study and explore the possibility of obtaining land for construction of a new community center.
- Consider short and long term possibilities for the Town swimming pool.
- Contact or continue contacts with third-parties who may be in a position to allow the Town to make use of their recreational facilities or open space.
- Explore access to conservation areas by linking the open space system to the Town through the provision of bicycle and pedestrian easements; and to ensure regional continuity, coordinate these with the New York State Gateway Council's recommendations. Gaps currently exist in the existing trail system in the Town in the vicinity of Angola Road's intersection with Mineral Spring Road. These gaps should be addressed through active negotiations with landowners in the area and with the assistance of representatives of the New York-New Jersey Trail Conference.
- Sidewalks should be provided in new development areas where appropriate in order to maintain pedestrian connectivity.
- Link the open space system within the Town through the provision of bicycle and pedestrian easements and to ensure regional continuity; coordinate these with the New York State Greenway Council's recommendations.
- Develop a bicycle/pedestrian trail circuit route by including marked bicycle lanes along future road widening/improvement projects for Angola Road, Routes 32 and 94, Orrs Mills Road and Quaker Avenue/Main Street.
- Encourage the creation of a tidal wetlands park adjacent to the Hudson River along the Moodna Creek which could be limited to the regional Hudson River Trail system.

- Maintain and provide linkage between the regional trail systems where necessary and ensure accessibility in the Town to these trails.
- Take steps to ensure that adequate access is provided to the open space system for Town residents.
- Investigate the possibility of addressing gaps in the Town's trail system by contacting landowners in the area and seeking the assistance of representatives of the New York-New Jersey Trail Conference.

In order to achieve its goals for municipal facilities, the Town Board should ~~consider~~ do the following:

- ~~Consider acquiring new or expanded facilities for the Highway Department.~~
- Study and explore opportunities to acquire additional office space for Town government and departments.
- Study the feasibility of acquiring land for construction of a new Town Hall or buildings to house municipal facilities.

8.0 CONSISTENCY WITH REGIONAL PLANS

It is important that a community plan be sensitive to and consistent with the region of which it is a part. Three recent planning efforts that affect Cornwall in this regional context include the following:

- The Orange County Comprehensive Plan: Strategies for Quality Communities, was adopted in April, 2003 and updated in 2010.
- The Orange County Open Space Plan was adopted in 2004.
- The Cornwall Challenge prepared with the assistance of the Glynwood Center was completed in 2001.

This Plan update is consistent with the Quality Communities and Smart Growth Principles which guided the preparation of both of these plans. The Quality Communities Principles, as stated in the Orange County Plan are as follows:

BALANCE - Balancing the needs of the economy, the environment and the community.

EQUITY - Insuring that all citizens share in a positive future.

AFFORDABILITY-Diversity and choice in housing-ideally with proximity to work, schools, transportation and commerce.

QUALITY OF DESIGN-Promotion of compact, efficient land development including a greater mix of land uses, density and diversity in housing,

complementary land conservation, urban and village infill development, and connections among different modes of transportation.

CONCURRENCY-Defining a regional context for the County's future by insuring that county, municipal, and private sector efforts communicate and share goals.

PARTNERSHIP-Working together among all levels of government and with all civic and community interests.

The provisions of the Town's Comprehensive Plan are also generally consistent with the County's Priority Growth Areas Map, although there is a divergence in regard to density in some areas, such as the area abutting the Village of Cornwall-On-Hudson in the north-west. Particularly, the County's Priority Growth Area Map largely tracks availability of central services, and depicts growth areas running south from New Windsor to the Village of Cornwall-on-Hudson's southern boundary, and west to the Thruway, with a slight flare at Vail's Gate at NYS Route 94. The Town's plan differs slightly in that it recognizes that limitations on central services and other factors make dense development undesirable for some areas despite proximity to central services.

9.0 PLAN IMPLEMENTATION

The primary tools for implementing the Plan are through the zoning law and subdivision regulations. Some of these Plan recommendations can be implemented through amendments to the zoning map while others will require text amendments to the zoning law and/or subdivision regulations.

9.1 Summary of Recommendations

9.1.1 Goals of Main Street/Downtown Revitalization Plan

The goal of the Main Street/Downtown Revitalization Plan is to promote economic development in the Main Street/Downtown area in order to expand and maintain the Town's tax base. Types of commercial activity to be promoted should be consistent with Main Street/Downtown's role as a center for social activity and maintain the Town's small-town character and charm.

9.1.1.1 Objectives of Main Street/Downtown Revitalization Plan.

In order to achieve its goals for the Main Street/Downtown Revitalization Plan, the Town should pursue the following objectives:

- Create a Historic District with New York State. This will make grant funding opportunities available to property owners.
- Create a local Historic Overlay District, under which property owners applying for such designation will be given a broader range of uses and/or expedited

procedure on land use approvals if they maintain the historic exterior appearance of their buildings in the Main Street/Downtown area.

- Review and revise the Town's Zoning Code in regard to uses permitted in the GC District to permit only uses that will encourage economic development while preserving the unique character of Main Street/Downtown area.
- Revise site plan and special permit requirements in the Town Zoning Code to expedite changes of use and building modifications consistent with preserving the historic appearance of the Main Street/Downtown area.
- Establish a Board of Architectural Review to ensure that building modifications and renovations will be in keeping with the unique character of Main Street/Downtown area.
- Explore the possibility of establishing new parking areas.
- Where appropriate, add street furniture such as benches, planters, suitable period lighting, and trash receptacles to capture the historic character of Main Street.
- Design signage for businesses and historic structures and sites that highlight the Town's rich history. Plaques that give the date of construction, original occupant, and significance of the building or site could be selected and sold.
- Establish local laws for more easily enforcing compliance with the New York State Uniform Fire Prevention and Building Code and the Property Maintenance Code of New York State, such as licensing and periodic inspections of rental units.
- Consider updating daytime parking regulations along Main Street, metering parking or implementing measures for stricter compliance with existing hourly parking restrictions.
- Review the existing balance of service vs. retail uses in the Main Street/Downtown area and ~~take consider whether~~ steps ~~should be taken~~ to ~~encourage~~ establishment of additional the appropriate balance of retail and service uses.
- Investigate the viability of establishing a "Main Street" initiative, a business retention program and a marketing program.
- Develop a collaborative tourism partnership with existing resources.
- Expand on local events to attract patrons to the Main Street/Down Town area such as the Independence Day Celebration, River Fest and the Fall Festival.
- Expand upon on-line resources and provide space in central locations to include information kiosks and maps.
- Upgrade the entrances to the downtown along Idlewild Creek from Hasbrouck Avenue around the circle to Bridge Street on the west and the low portion of the Sands Ring Cemetery property on the east.

- Vest-pocket parks at the entries could then be developed with a few benches and wastebaskets. If more land becomes available along Idlewild Creek a walking trail could link the west end to the Sands Ring property on the east in the future.
- Establish a BID within the downtown, if deemed appropriate by and requested by a sufficient number of property owners.
- Consider retaining the services of a professional grant writer to seek funds to improve and enhance the Main Street/Downtown area.
- Promote existing, and investigate new, options for tax incentives encouraging businesses to improve their property.

9.1.2 Goals of Land Use and Housing Plan

The goal of the Land Use & Housing Plan is to maintain the balance of scenic beauty, residential development and commercial activity that has traditionally existed in the Town of Cornwall. There are areas which require improvement, such as economic revitalization and acquisition of new or better municipal facilities, but the residents of the Town like its small-town character and wish to preserve it.

The focus for commercial development is the Main Street/Downtown area. The goals of the Land Use & Housing Plan extend to limiting growth in property and school taxes.

9.1.2.1 Objectives of Land Use and Housing Plan

In order to achieve its goals for the land use and housing plan, the Town should pursue the following objectives:

- Eliminate multiple dwellings as permitted uses in the SR-2 District, and consider permitting multiple dwellings in the SLR District and PRD District on a limited basis or as a so-called "floating zone."
- ~~• Reevaluate the provisions of the PRD zone limiting uses to age restricted senior citizen housing. However, any change should maintain the character of the proposed Cornwall Commons development as a senior citizen complex.~~
- Reevaluate the Town Zoning Code's provisions regarding senior citizen housing in general, with an eye towards encouraging more affordable senior citizen housing units through measures such as mandating a minimum number of permanently affordable units in any senior citizen housing development.
- ~~Enact~~ Consider a local law providing for adaptive reuse of large institutional land uses, such as assigning Planned Unit Development ("PUD") designation to each such large institutional use under which existing uses are permitted and any redevelopment would be subject to Town Board review and approval.

- Consider a local law providing for Incentive Zoning “Community benefits or amenities” including open space, housing for persons of low and moderate income, parks, elder care, day care or other specific physical, social or cultural amenities, or cash in lieu thereof, of benefit to the residents of the community authorized by the Town Board.
- Consider a local law providing for Residential Cluster Development. Encourage residential cluster development to preserve environmentally and aesthetically sensitive areas.
- ~~Consider Enact~~ a local law providing for ~~building restrictions on Senior Citizen Housing in the Town, and providing for~~ a density bonus or some other incentive for providing permanently “affordable” senior housing units for which there is a need, with requirements for sufficient parking.
- Provide design guidelines for the enhancement and preservation of the scenic qualities of hamlet areas.
- Provide design guidelines for upgrading the appearance of highway commercial corridors.
- Revise existing Code provisions to ensure that proposed new development is located and designed to minimize disturbance of scenic resources.
- Require the underground burial of utilities in new developments.
- Allow the development of limited local commercial/activity cores as part of planned residential developments where none exist in the immediate area.
- Consider adopting local laws regarding non-conforming uses to eliminate some of which conflict with surrounding land uses and to preserve some of which lend themselves to its historic character and small town charm.
- Consider floating zones could be used in the Planned Development and SR-1 and SR-2 areas. Floating zones are intended to create flexibility from the rigid controls of traditional zoning. A floating zone is a district which, until it is applied to a particular parcel of land, will appear only in the regulations and not on the zoning map.
- Consider adjusting the tables of permitted uses to address more adequately the needs of potential agricultural uses in the PCD district. In the alternative, consider the merit of designating the Houghton Farm area as MCR. Means of protecting the visual and aesthetic values of the property should be provided for.
- The needs of commercial and industrial uses outside the downtown area must also be considered.
- Revisit local development laws and property maintenance codes to ensure sufficient landscaping along major roads and in off-street parking areas.
- Where possible, encourage existing roads and parking areas to be upgraded aesthetically by use of screening and vegetative buffers.

- ~~Consider~~ Enacting local laws regulating new development in terms of amount and nature of required plantings and vegetation buffers, with particular emphasis on use of indigenous, non-invasive plants and trees.
- ~~Consider~~ compiling a list or record of acceptable or favored indigenous, non-invasive plants and trees for use in processing applications for new development.

9.1.3 Goals of Environmental Protection Plan

The goals of the Town's Plan for Environmental Preservation are to protect the diverse natural resources that have been bestowed upon the Town.

9.1.3.1 Implementation of the Plan for Environmental Protection

In order to achieve its goals for environmental protection, the Town should pursue the following objectives:

- Preserve the agricultural lands in the Town, particularly those concentrated at the base of the Schunnemunk Mountain. Residential development should be at a low density; clustered development should be required and if possible, purchase of development rights encouraged.
- Encourage the preservation of healthy mature trees whether isolated or among tree stands and develop stringent mitigation measures when their removal is necessary. Further, the Town should ~~consider adding language to the site plan~~ its zoning law and subdivision regulations to addressing groupings or mixed-age stands of native trees as well as isolated large trees.
- Enact local laws prohibiting clear-cutting as a tree removal technique for new development.
- Ensure that landscaping and tree planting plans make use of species that are native and non-invasive, and provide for planting standards to be specified for tree planting where required.
- Commission a study on significant wildlife habitats in the Town and their connectivity as a precursor to development of a town-wide wildlife preservation plan.
- Re-visit local regulation of development in steep slope areas and along ridgelines to make sure that they are sufficient to avoid potential erosion hazards.
- ~~Consider enacting~~ local laws ~~to~~ should ensure that all streams, waterbodies and local wetlands receive an appropriate degree of protection. Of particular concern is protection of stream banks against erosion and preservation of habitat quality within trout spawning streams. Local regulation might include such measures as:

1. precluding septic systems within 100 feet of the high water mark of a stream, water body or federal or state wetland,
 2. preventing grading of land or clearing of vegetation within 25 feet of any water body, wetland or existing water course,
 3. requiring all swales shown on plans to be constructed by applicant or developers, sodded, seeded or paved within a limited specified time period to prevent erosion,
 4. requiring specific oversight of drainage projects or drainage portions of construction projects by a professional engineer at specified periods to prevent erosion and insure the appropriate site development,
 5. permitting no structures within 25 to 150 feet of certain streams which are to be mapped by the town,
 6. coordinating with the town engineer and Conservation Commission and recreation committee to prepare a plan for stream preservation and recreation uses; and
 7. encouraging use of aerobic septic disposal systems in sensitive areas to protect water quality.
- ~~Consider amending local laws~~ should enable the planning board to better address erosion and other water quality issues during its review of subdivision plans and site plans. Such local laws might include provisions such as a requirement that any building or land disturbance within 100 feet of the centerlines of streams and edges of ponds, including the 25 feet beyond the top of a stream bank shall be subject to review by the Planning Board with the intent of preserving the water quality, integrity, ecological characteristics, biodiversity and/or recreational potential of such water bodies.
 - The Town should continue to cooperate in local watershed protection initiatives, such as the Moodna Creek Watershed Intermunicipal Council
 - Consider amending local laws to impose more stringent erosion control measures, as a means of avoiding or preventing siltation of streams. Though New York State has established regulatory criteria requiring erosion control measures for disturbances of 5 acres or more, the Town should consider establishing its own local criteria that are more stringent than the state's requirements for disturbances under 5 acres.
 - The Town should investigate possible ways to encourage landowners to stabilize streambanks, seeking funding or public-private partnerships if appropriate.

9.1. 4 Goals for Public Accommodations & Municipal Facilities

The Town's goal for Public Accommodations & Municipal Facilities is to ensure that existing facilities continue to adequately serve populations they are intended to serve, and to provide for adequate municipal buildings and facilities for the Town's government and Departments.

9.1.4.1 Implementation of Plan For Public Accommodations & Municipal Facilities

In order to achieve its goals for public accommodations, the Town Board should ~~consider~~do the following:

- Explore ways to better utilize Angola Road Park.
- Study and explore opportunities to acquire additional parkland and open space. .
- Study the feasibility of acquiring new facilities for a community center.
- Study and explore the possibility of obtaining land for construction of a new community center.
- Consider short and long term possibilities for the Town swimming pool.
- Contact or continue contacts with third-parties who may be in a position to allow the Town to make use of their recreational facilities or open space.
- Explore access to conservation areas by linking the open space system to the Town through the provision of bicycle and pedestrian easements ant to ensure regional continuity, coordinate these with the New York State Gateway Council’s recommendations. Gaps currently exist in the existing trail system in the Town in the vicinity of Angola Road’s intersection with Mineral Spring Road. These gaps should be addressed through active negotiations with landowners in the area and with the assistance of representatives of the New York-New Jersey Trail Conference.
- Sidewalks should be provided in new development areas where appropriate in order to maintain pedestrian connectivity.
- Link the open space system within the Town through the provision of bicycle and pedestrian easements and to ensure regional continuity; coordinate these with the New York State Greenway Council’s recommendations.
- Develop a bicycle/pedestrian trail circuit route by including marked bicycle lanes along future road widening/improvement projects for Angola Road, Routes 32 and 94, Orrs Mills Road and Quaker Avenue/Main Street.
- Encourage the creation of a tidal wetlands park adjacent to the Hudson River along the Moodna Creek which could be limited to the regional Hudson River Trail system.
- Maintain and provide linkage between the regional trail systems where necessary and ensure accessibility in the Town to these trails.
- Take steps to ensure that adequate access is provided to the open space system for Town residents.

- Investigate the possibility of addressing gaps in the Town's trail system by contacting landowners in the area and seeking the assistance of representatives of the New York-New Jersey Trail Conference.

In order to achieve its goals for municipal facilities, the Town Board should ~~consider~~ do the following:

- ~~Consider acquiring new or expanded facilities for the Highway Department.~~
- Study and explore opportunities to acquiring additional office space for Town government and departments.
- Study the feasibility of acquiring land for construction of a new Town Hall or buildings to house municipal facilities.

9.2 Official Town Map

The Official Town Map (Section 270 of Town Law) is a legally adopted instrument for the Town to reserve rights-of-ways for roads, parks and drainage systems. Once adopted by the Town Board, an applicant for a subdivision or other development cannot show development within proposed rights-of-ways without giving the Town the opportunity to reserve the land as indicated on the Official Map. The Town Board may also require a developer to locate roads or provide rights-of-ways for future roads that connect to adjacent parcels, thus creating the foundation for necessary internal road networks.

9.3 Updating the Plan

Community planning is not a static process. It must be flexible and subject to ongoing review to reflect changing circumstances, particularly in a growing and changing community like Cornwall. If a comprehensive plan fails to be reviewed at reasonable intervals as conditions and circumstances change, policy makers are often faced with the choice of either making a decision contrary to the Plan or not responding to changing conditions. Decisions that are not in conformance with the Comprehensive Plan tend to erode its credibility. Eventually many such plans are shelved and not used.

When confronted with a decision which is not consistent with a specific element of the Comprehensive Plan, the Town should evaluate the proposal as to its consistency with the overall goals and policies of the Plan. An example of this action would be a proposed rezoning to a use not consistent with the Proposed Land Use element. If the change is determined to be appropriate, the Plan should be amended.

To ensure that the goals and objectives embodied in the Comprehensive Plan remain current, the Plan should be reexamined every five to six years. The reexamination should include goals, policies and assumptions upon which the Plan is based and analyze any change of conditions that may have occurred

since the last reexamination. Only if such a study were to find a wide divergence between past and present assumptions and trends, should a totally revised Comprehensive Plan be prepared.
