SECTION IV

PROPOSED LAND AND WATER USES
AND
PROPOSED PROJECTS
A. PROPOSED LAND USES

The proposed land uses contemplated within the City of Newburgh’s LWRP boundary are illustrated on Map 9. They translate the policies in Section III into a cohesive land use plan for the City. The proposed land uses reflect and implement the policies contained in Section III, applying these policies to the existing land use pattern, natural and physical resources, and development constraints within the LWRP area, along with the City’s development potential.

The City of Newburgh is located sixty miles north of New York City on the western side of the Hudson River in Orange County, New York. It is a small, densely-settled community of 3.9 square miles bounded by the Town of Newburgh on the west and north, the Hudson River on the east and the Town of New Windsor on the south. Like other smaller urban cities, Newburgh has experienced significant prosperity and decline since it was incorporated in 1865.

The City was settled historically by a group of German Palatines who migrated into the region in 1708-1709. Newburgh played a significant role in American history and was the location of George Washington’s headquarters from 1782 to 1783, now a National Register of Historic Places site.

Newburgh evolved into a thriving port community on the Hudson River. Initially, it was a place for sailing vessels bound for New York to wait while held up by tide and wind shifts through the West Point-Peekskill section of the Hudson River. With water depths in excess of 20 feet at its shoreline, wharf facilities soon were established in the City. In 1743, ferry service began operation, linking Newburgh with Beacon, the first such crossing of the Hudson River north of Peekskill. Rail service was extended on both shores of the Hudson River, and the rail connection between Newburgh and New England nurtured a thriving freight industry.

Newburgh was incorporated as a town in 1800, and a city in 1865. The City prospered and reached the pinnacle of its population growth in 1950, with 31,956 persons. From the 1950s forward, the population growth flattened and precipitously declined between 1960 and 1980. Along with its population loss, the City also declined as a manufacturing and transportation center. This decline was due to two major regional shifts in transportation mode preference: the opening of the New York State Thruway in 1954, and the Newburgh-Beacon Bridge in 1963. These changes culminated in the decline and end of approximately 220 years of ferry service. As the region’s dependence upon riverboat, railroad, and ferry transportation waned, the economic dominance of the City of Newburgh, and in particular its waterfront, business and industrial base, faded.

The loss of manufacturing jobs created secondary impacts, including a precipitous decline in retail and service establishments and a large-scale increase in the number of vacant commercial structures, particularly in the City’s central business district along Broadway. In
the late 1960s and into the 70s, the City initiated an urban renewal program that resulted in the City acquisition of prime land along the City's riverfront. This program also gave rise to the historic preservation movement in the City, which ultimately resulted in the creation of the East End Historic District, the largest in New York State.

Unlike other urban areas which continue to lose population, Newburgh's population, based on 1990 U.S. Census estimates, experienced its first gain in 40 years. The City's cultural complexion has changed, and Newburgh provides opportunities for housing and employment to an ethnically diverse population.

Numerous developers continue to demonstrate interest in the City of Newburgh, and several have initiated and completed important development projects, several which are within the LWRP area. The City can point to a number of projects which have resulted in tangible, positive contributions to Newburgh's redevelopment. These projects have capitalized on the City's assets, including: available land; links to the regional transportation system, including Interstate I-84 and the New York State Thruway (I-87), Hudson River access, proximity to Stewart International Airport; scenic beauty; a rich cultural and architectural history; Foreign Trade Zone, state Economic Development Zone, and federal Enterprise Zone designations for portions of the City; and, economic and social organizations willing to invest time and capital to stimulate redevelopment.

The Regional Plan Association (RPA) recently published A Region at Risk, The Third Regional Plan for the New York-New Jersey-Connecticut Metropolitan Area, a plan for guiding growth, redevelopment and infrastructure investments in the NYC metro area. This metropolitan region encompasses the City of Newburgh. The RPA plan, in commenting on the role of urban centers in the region, states the following:

"Because so much contemporary activity - work, shopping, recreation, and living - no longer must take place in centers, successful centers will have to further emphasize the positive characteristics that continue to distinguish them from suburban and exurban locations. Extraordinary cultural resources have long been among the greatest strengths of centers in this region."

Newburgh's role in the Hudson Valley region has changed. Like most older urban centers, it is no longer the regional retail or industrial center. Rather, the City is stabilizing its existing industrial and commercial base to support a jobs/housing balance for its own residents and adjoining communities. Newburgh continues to play an important role in the overall County economy as a multimodal transportation hub and a specialized business, medical and industrial activity location.

Newburgh, like other urban communities, is a cultural center for Orange County and the Hudson Valley region. It plays a significant role in American and architectural history, maintains an existing base of historic buildings, is the location for educational institutions of higher learning, and maintains a riverfront location which together create a unique
combination upon which to develop a strong base for tourism. Newburgh is developing into an interesting, vibrant, ethnically diverse mixed use residential community that offers a range of housing types for diverse households.

The City’s land use pattern builds upon the existing land use pattern, existing and potential transportation access, the availability of utilities, and the presence of environmental constraints.

The Land Use Plan is not intended to describe the intended land use pattern on a parcel by parcel basis. Rather, the Land Use Plan is a broad expression of the range of uses intended for the LWRP area. Ultimately, the Proposed Land Use Plan constitutes the regulatory framework upon which the City’s zoning regulations are drafted and adopted.

The Land Use Plan is based on the overall goal of accommodating future new development and allowing the conversion of uses that will provide a desirable and balanced land use pattern that meets the long-term needs of City residents and promotes economic stability.

1. **Open Space/Recreational**

The most notable open space and recreational uses within the LWRP area are Newburgh Landing and waterfront park, the Ward Brothers Memorial Rowing Park, and the park at the foothill of Broadway. Future open space and recreational uses include a park to the north of Washington Street incorporating the Newburgh Boat Launch, a small neighborhood park at the corner of Grand and South Streets, and a linear passive recreational trail along Quaiissaick Creek. In addition, Map 9 also illustrates the intended route of the City’s river walkway which traverses a number of parcels, vacant and developed, within the LWRP area.

2. **Residential**

The residential areas of the City are intended to accommodate primarily single family detached residential uses. The largest area set aside for single family detached residential uses is located north of Catherine Street. South of Broadway single family residential uses have persisted in the Heights area. Commercial and industrial uses have not intruded into the residential areas.

Existing nonconforming mixed uses that combine retail and service commercial uses are limited in number, but are scattered throughout the residential areas. To the extent that these uses are not considered a “nuisance” and they serve neighborhood needs, e.g., a street corner deli, laundromat, etc., they are considered acceptable uses provided appropriate controls limit their operational impacts on the residential character of the neighborhood.

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The single family detached character of the residential area should be protected, and conversion of residential uses to higher densities, e.g., two or multifamily structures, should not be permitted unless otherwise permitted by the zoning.

Single family residential detached uses are located on lots that range anywhere between 5,000 square feet to 20,000 square feet in size. Minimum lot sizes for future single family detached residential uses should be consistent generally with the existing parcel sizes in the neighborhood, however, lots should not be smaller than 7,500 square feet. This allows adequate lot area to accommodate sufficient off-street parking for the residential use. Residential in-fill should be sensitive to the architectural and historic character of neighborhoods, especially within the East End historic district. Yard sizes, building size and housing design should enhance and not detract from the architectural integrity of residential neighborhoods, particularly in that portion of the residential area located east of Liberty Street and north of South Street.

There are several higher density residential areas within the LWRP area. These higher density residential areas consist of a concentration of multifamily uses in older structures, multifamily units, garden apartment complexes, and senior housing buildings. Currently, two multifamily housing complexes are located in the immediate waterfront area: Ferry Crossing and Pier-Lou Point. It is anticipated that the current use of these properties will continue. The Land Use Plan does not encourage any additional high density residential uses in the LWRP area.

3. Residential/Civic/Office

Within the LWRP area, this land use includes the area generally bound by Liberty Street to west, Catherine Street to the north, Washington Street to the south, and Colden Street to the east. Governmental and administrative services serving the City as well as many administrative offices serving eastern Orange County are concentrated in this location mixed among residential uses. City Hall, the police and fire departments, the City Courthouse, a U.S. Post Office, the City Library, the former YMCA building, and other facilities are found here. In addition, various social service agencies are located in the Civic Center, many of them housed in historic formerly residential buildings.

The Land Use Plan recommends a continuation of community facilities and services and general professional offices and residential uses. Representative uses anticipated in this land use area include health services, legal services, educational and social services, benevolent membership organizations, financial, insurance and real estate services, professional offices and public administration.
The adaptive reuse of historic residential buildings for these types of uses is encouraged as a means of preserving the structure.

4. Residential/Commercial

Several residential/commercial mixed use areas are located within the LWRP. The primary mixed use area is found to the east of Liberty Street, between Carson and Broadway, including properties fronting on the north side of Broadway. Land use in this section of Newburgh consists of ground floor retail, office and service commercial uses with residential uses located on the upper stories of existing buildings. The Land Use Plan encourages the continued conversion of vacant ground floor space to a mix of retail, office and service commercial uses. To encourage visitor activity to this area, restaurants, boutiques, artisan shops, antique shops and art galleries should be encouraged. Retail, personal and business services, and office uses are also allowed.

Residential uses are discouraged on the ground floor of mixed use buildings. In addition, the overall residential density of buildings permits one apartment per upper floor of a structure, particularly for smaller buildings typically located on a 25 x 100 foot property.

A residential/commercial area is proposed on Liberty Street just north of South Street. Retail and service commercial uses are found generally on the ground floor of a building, and residential uses are contained in the upper stories of the buildings. This pattern of land use is encouraged.

The Regal Bag Company Building is intended to be converted into a mixed use building with commercial uses, e.g., retail and offices, on lower levels, and residential uses on the upper floors of the structure.

5. Institutional/Cultural

Several major institutional and cultural uses are found within the LWRP area. These include Mt. St. Mary’s College, the Newburgh City Library, George Washington’s Headquarters, and a middle school along William Street. The City also desires to utilize a vacant, former scrap metal junk yard for the development of a Hudson River Interpretive Center.

6. Waterfront Commercial

The Waterfront Commercial land use area includes property east of Colden Street and Water Street, north of the proposed Hudson River Interpretive Center, and extending to the Hudson River. This area is intended to be developed for a
combination of water-dependent and water-enhanced uses including retail, eating and drinking places, and waterfront-related recreational uses.

Remaining vacant urban renewal parcels to the west of Water Street are intended to be developed for office, hotel, convention facilities, and similar uses. Visitor-related uses including museums, art and antique galleries, and aquariums are also recommended. A portion of the former scrap metal junk yard is intended to be reused for water-enhanced commercial and retail uses in the vicinity and south of Washington Street.

The construction of water-dependent marine and recreational uses is integral to the development of the waterfront commercial land use area. Water-dependent marine and recreational uses include but are not limited to yacht clubs, marinas, piers, boat docks, boat yards for repair, storage, and sale of marine vessels, and similar facilities, as well as a riverfront walkway paralleling the Hudson River.

7. Office/Hotel/Commercial

The vacant urban renewal land that is located between Colden Street and Water Street, and north of Washington Street, is intended to be developed for office, hotel and conference center uses. It is also anticipated that the ground floor of any proposed non-residential buildings could include some retail and commercial uses. Development is intended to be developed in a series of buildings that would architecturally fit into the character of the historic row buildings along lower Broadway. The building’s massing would be broken up to permit scenic vistas of the Hudson River to be preserved.

8. Waterfront Dependent Industrial

The Waterfront Dependent Industrial land use area is found between Water Street and the Hudson River south of South William Street. The uses proposed for this area are consistent with the policies contained herein and include water-dependent industrial and distribution uses. This land use area has excellent multimodal access to the river and an active freight rail line. Uses which do not make use of this unique transportation arrangement should be discouraged.

9. Industrial/Heavy Commercial

The Industrial/Heavy Commercial land use area is found in one location generally bound by Walsh Road and Mill and Bridge Streets. Uses envisioned for this location include the manufacturing of electronic equipment, textiles, finishing of wood products, printing and publishing, plastic products, fabricated metal products, distribution facilities, wholesale and warehouse establishments, building material sales and storage yards, contractor equipment storage, truck
terminals and similar uses. This area encompasses existing industrial and heavy commercial uses in the City.

B. PROPOSED WATER USES

There are several proposed water-dependent uses. These include construction of a boathouse at the Ward Brothers Memorial Rowing Park, a marina in conjunction with the Front Street on Hudson project, and boat slips associated with the Joscos restaurant use. These proposed uses will complement other water uses within the LWRP area, including the Gull Harbor Marina, the Washington Street Boat Launch, Newburgh Yacht Club, and the boat slips associated with the Pier Loun residential development. Proposed water uses are shown on Map 9.

C. PROPOSED PROJECTS

The following describes a set of site-specific and programmatic projects which will be or are being implemented to improve the City’s LWRP area.

1. Incinerator

The City currently owns property on which stands a former incinerator. To improve the visual environment along the waterfront, the City will investigate the feasibility of removing the existing smokestack associated with the incinerator. In addition, the LWRP anticipates the continuation of the Hudson River walkway through this property. The use and design of the walkway are described in 17. below.

2. Steel Style (Port of Newburgh)

This is a former privately-owned industrial property which is vacant and underutilized. The property sits below the Washington Heights neighborhood. Views of the property are largely unobstructed along Bay View Terrace. The City desires to have this property redeveloped for a water-dependent, nonresidential use that would not environmentally impact the Washington Heights neighborhood. Because of the former industrial nature of the project site, it is possible that some level of contamination may exist on-site. The City would encourage Brownfields redevelopment. Its large size, existing piers, and adjacency to the river make it a potential candidate for redevelopment. The Hudson River walkway would continue along this property.
3. Potential Pump Out Station - Newburgh Municipal Wastewater Treatment Plant

The City is exploring the option of constructing a pump out station at the wastewater treatment plant site. The feasibility of this project will depend on the amount of reconstruction the bulkhead will require; the cost to man the pump-out station, security considerations, and potential development of a pump out station at other marina locations. In addition, the feasibility of extending the river walkway through this property will be examined.

4. Ward Brothers Memorial Rowing Park

The City Council dedicated a parcel of land as a public park designated as the “Ward Brothers” Memorial Rowing Park” for the purpose of establishing an area on the waterfront where non-mechanically powered watercraft could be launched. The Newburgh Rowing Club utilizes this facility to gain public access to the Hudson River.

The City will pursue opportunities to continue to improve this park for public access, including linking it to the Hudson River walkway.

5. Hudson River Interpretive and Research Center

The Palisades Interstate Park Commission has proposed the construction of an interpretive center. A plan was prepared in October 1996 for the project on a former scrapyard located north of the City's wastewater treatment plant. The major theme of the center would be estuarine stewardship, research and education. Components of the center include an aquarium, a research unit, the Hudson River Research Library, an auditorium, a gallery building, gift shop and café, boathouse, and resource center. Public access will be provided, in the form of a promenade, a pier at the terminus of Washington Street, bike and a waterfront park. The proposal also recommends the establishment of commercial development to the north of the Washington Street right-of-way.

The concept has been expanded further by a proposal by the Governor to construct a major research center whose focus would be the scientific study of river.

6. Remove Sunken Vessels

Abandoned barges and other debris that litter Newburgh's shorefront are a navigational hazard and visual blight. Children as well as adults use them as a fishing pier and diving platform, another hazardous situation. The debris should
be removed from the water by the property owners unless determined to have historic significance. The determination whether or not to remove sunken vessels will be coordinated with the interagency Ad Hoc Committee for Submerged Cultural Resources.

7. **Mooring Dolphins**

Large vessels such as tugboats that wish to stop at Newburgh have no alternative but to tie up at Newburgh Landing. The Landing is not designed for such vessels and is being destroyed by them. Mooring dolphins just offshore would provide safe facilities for such vessels.

8. **Fishing Pier**

The foot of First Street provides an opportunity to increase the amount and type of recreational facilities on the waterfront. A fishing pier would provide a safe alternative to the sunken barges from which people now fish and even swim. The pier would also provide a view of the City from the water, a perspective now available only to boaters. The estimated cost of this project is $100,000.

9. **Focus on Broadway as Link to the Waterfront**

Broadway not only provides spectacular views to the Hudson River but serves as the main east-west link from the inland areas to the waterfront. A series of steps such as incorporating a nautical theme in signs and street amenities on lower Broadway and creating safe and attractive walkways between Broadway and the waterfront could tie together the coastal areas east and west of the railroad tracks.

Specific projects include:
- restoration of Downing Vaux Park at the foot of Broadway
- reduction of vehicular traveling speeds along Water Street
- provision of sidewalks along Renwick Street, Washington Street, First Street, and Third Street between Marine Drive and the waterfront
- provision of lights in the tunnels under the railroad tracks
- provision of a public walkway along the shorefront to create a loop between Renwick Street on the south and South Street on the north
- reopening railroad underpasses at First and Fifth Streets for pedestrian traffic.

10. **Railroad Station**

Unless adequate parking is provided, future use of the railroad station for passenger service would be precluded. The station is a significant building in the waterfront area, however, and should be preserved through adaptive reuse.
commercial uses that generate traffic are proposed, the provision of parking, perhaps on-street or off-site, must be addressed.

11. **Front Street on Hudson Mixed Office/Retail Development and Marina**

As described in Section II, the urban renewal parcel south of Newburgh Landing Park is currently under construction for the development of mixed office/retail uses. The second phase of the project involves the construction of a 141-slip marina. State and federal permitting agencies are reviewing the development.

12. **Newburgh Landing Park**

Newburgh Landing Park will be redesigned in the year 2000, to include new landscaping, construction of the riverwalk through the park, reconstruction of the existing boat landing/fishing pier, and reconstruction of the public restrooms.

13. **Riverfront Restaurant and Boat Slips (Joscos Development)**

As described in Section II, the urban renewal parcels north of the Newburgh Landing Park are being redeveloped for use as a waterfront restaurant. The second phase of the proposed project includes the proposed construction of accessory boat slips.

14. **Regal Bag Company**

The Regal Bag Building is situated on a large 5.75-acre waterfront property with direct frontage along the Hudson River. As viewed from the river, the tallest portions of the main building are six (6) stories high. The primary buildings were constructed in 1844 by the Newburgh Steam Mills, a cotton cloth mill. In the late 19th century, the building was converted by Caldwell Lawnmower Company to a lawn mower production factory. Currently, the building is being used as a repackaging facility for such items as wallets, handbags, and suitcases.

The City envisions the adaptive reuse of this underutilized building in accordance with the used allowed in the W-1 zoning district. For example, the ground floor of the main buildings could have a mix of office/retail uses. Upper stories might include office and residential uses. The configuration and mix of space depends on a variety of environmental and site-specific factors.

Outbuildings might be used for accessory recreational uses, e.g., a clubhouse, for the residential uses. Alternatively, these uses could also be used for office or retail use. The river walkway would be extended to this property.
15. **Front Street Reconstruction**

Front Street, and its road connections to Water Street (also known as “Marine Drive”), have been in a major state of disrepair and are currently being reconstructed to provide adequate access to the new uses being developed on either side of Newburgh Landing Park. In some locations, the existing subbase of Front Street consists of brick and belgian block pavers.

Reconstruction of the road will incorporate the salvageable original materials. In addition, decorative lighting fixtures comparable to those along Water Street are being installed along Front Street and within the parking areas associated with the new development. The color of lighting poles, however, will be green to provide a sense of transition between Marine Drive and the waterfront. Belgian block pavers are being used for curbing, and decorative benches and waste receptacles are also proposed.

At this time, Front Street extends only from South Street to just south of First Street. In the long term, the City will study the feasibility of extending Front Street to River Street to provide additional vehicular and pedestrian access to waterfront parcels.

16. **Shoreline Stabilization**

The City has secured funding for the design and construction of approximately 1,700 linear feet of shoreline along Newburgh Landing and the two adjacent urban renewal parcels. This stabilization will protect the City’s investment in the river walkway. The City will continue to pursue private/public investment to protect the land area immediately adjacent to the river from erosion.

17. **Hudson River Walkway**

The City of Newburgh obtained a grant to construct a river walkway from the proposed riverfront restaurant to the north of Newburgh Landing, through Newburgh Landing, to 26 Front Street. The walkway will ultimately traverse the riverfront from the Regal Bag Company property to the proposed Hudson River Center. From Front Street on Hudson south, public easements for the walkway would have to be negotiated with private property owners. In the interim, the walkway will link with existing sidewalks along Front Street and Marine Drive for continuity.

Connections to areas west of the waterfront planning subarea are also necessary, to link the immediate waterfront to the Broadway and Liberty Street areas.
18. Underutilized/Vacant Land

The City has determined that any vacant underutilized/vacant land within the waterfront planning subarea should be nonresidential in character to enhance the City’s ratable base. In particular, commercial uses such as retail establishments attract and generate tourism activity along the immediate waterfront. Residential uses are to be limited to adaptive reuse of the Regal Bag Company building.

19. Signs and Logo

Newburgh has many resources to attract visitors: extensive historic district, spectacular views of the Hudson river, a scenic drive, Washington’s Headquarters, and an extensive waterfront with a boat launch and docks. There is need for an informational program to direct visitors to these sights. An informational brochure, signs, and a waterfront logo could also be used to remind residents of Newburgh’s assets and foster a sense of pride in the community. The City would work with Orange County and regional tourism promotion groups to ensure that Newburgh’s resources are advertised.

A wayfinding signage program should be developed as one means of linking the tourism destinations along Broadway and Liberty Street and other inland locations to the waterfront planning subarea.

In addition, to provide additional historic and cultural interest along the walkway, the City proposes to develop interpretive signage.

20. Educational Program

Awareness of Newburgh’s historic, scenic, and marine resources should begin with residents of the City and surrounding communities. Educational programs should be developed and incorporated into the City’s recreational programs and offered to the schools. These should concentrate on activities that will bring the children to the waterfront and adjacent historic districts. The Sloop Clearwater, Washington’s Headquarters, and the Historical Society will be contacted concerning cooperative programs.

21. Harbor Management Plan

The Washington Street boat launch, Newburgh Landing, and the yacht club are the areas along Newburgh’s shoreline that are accessible to the boating public. Therefore, direct involvement of the community with the water resource and competition for waterfront facilities is not extensive. However, the City will undertake a harbor management plan as provided under Article 42 of the Executive Law, when greater competition for waterfront uses occurs. For
example, upon completion of the proposed waterside improvements to the two urban renewal parcels adjacent to Newburgh Landing, such uses could contribute to competition for use and a harbor management plan may become essential. A Harbor Management Plan would include appropriate local laws to regulate vessels, structures and uses within the management area; special studies and design projects to refine the plan; identify capital improvement projects to maintain or improve conditions in the harbor area; and, coordinate such actions as are appropriate with state and federal agencies.

22. Waterfront Design Standards

Waterfront design standards are needed to ensure that public access facilities on public and private waterfront property are compatible both physically and visually, with the historic fabric of the City’s existing buildings. Such design standards are being developed in conjunction with the proposed urban renewal waterfront developments. Any proposed new construction or rehabilitation of structures would have to be consistent with the design guidelines implemented as part of the creation of a Hudson River Architectural Design District (ADD). This district is proposed as part of a set of comprehensive zoning amendments proposed citywide for Newburgh.

23. Quassaick Creek Trail

The City will pursue opportunities to restore the ecological habitat along the Quassaick Creek. Such activities could be linked to any scientific/educational investigations to be conducted at a Hudson River Interpretive or Research Center. It is the City’s goal to create a passive waterfront trail along the Creek for nature watching and trail walking. The trail would ultimately extend to the Hudson River walkway.

24. The Foundry at Washington Park

The Foundry, located in the inland planning area of the LWRP, is proposed to be adaptively reused for residential purposes. Due to its former use as a foundry, possible contamination exists at the site. The City will seek funds to assist in the investigation/remediation of this site, as well as other former industrial properties within the LWRP area which may need remediation to be reused.

25. Museum “Row”

A cluster of museums are being developed within the inland planning subarea - extending from the Crawford Museum on Montgomery Street to the north, to a newly created Manuscript Museum at the corner of Liberty Street and Broadway, and a Purple Heart Museum to be housed at the Washington Headquarter’s and
Museum at Liberty Street and Washington Street (alternatively to be housed in a new building adjacent to Washington’s Headquarters). The Hudson River Interpretive Center along the Hudson River would likewise include a museum. The City is also seeking to adaptively reuse the Liberty Street School at Liberty Street and Renwick Street for a museum highlighting Orange County’s history.

The City of Newburgh will seek opportunities to market the burgeoning museum activities available in Newburgh, create thematic signage to identify the museum locations, and provide linkages between these activities and those along the waterfront.
LOCAL WATERFRONT REVITALIZATION PROGRAM
CITY OF NEWBURGH, NEW YORK