

<b>Topic:</b>	Healthy Communities; Brownfields
<b>Resource Type:</b>	Planning Documents and Policy Statements
<b>State:</b>	New York
<b>Jurisdiction Type:</b>	Municipal
<b>Municipality:</b>	Newburgh
<b>Year (adopted, written, etc.):</b>	2008
<b>Community Type – applicable to:</b>	Urban; Suburban
<b>Title:</b>	Programs for Brownfield Remediation
<b>Document Last Updated in Database:</b>	April 19, 2018

### ***Abstract***

The City of Newburgh, New York hosts a range of brownfield sites due to its industrial legacy. Newburgh currently has identified eight municipally owned brownfields, and there is potential for others existing on both private and public lands throughout the city. The perceived or actual risks of remediation can have far-reaching and negative side effects; brownfields have been shown to deter future growth, increase urban sprawl, lower the economic value of surrounding communities, and pose a threat to the health of local communities. Fortunately, remediation of brownfields is a manageable task and can repair some of the problems that manifest.

The City currently has two programs run through the State of New York that address the issue. The first is the Brownfield Opportunities Area (BOA) and the second is the Environmental Restoration Program (ERP). The BOA is a grant designed to promote planning for brownfield remediation; it targets areas with multiple brownfields for the application of the ERP. The ERP provides funds for the investigation and remediation of brownfields found during through the BOA. Through the ERP, New York State refunds 90% of the costs associated with remediation investigation, remedial design, and actual clean-up costs. New York State's funds through the BOA and ERP provide a secure opportunity to leverage economic benefits through the remediation of the brownfields.

### ***Resource***

The industrial legacy of the City of Newburgh has produced a range of brownfields that differ in size and degree of contamination (see Brownfield Chart, p.75). Not only are brownfields an environmental problem but the perceived high risks and unknown costs of redeveloping these sites often force developers to seek alternative (greenfield) sites on which to build. This cycle has contributed to sprawl throughout the United States and ignores the fact that many of the brownfield sites can be turned into assets. Newburgh, being largely built out must carefully plan for the re-use of brownfields in a manner consistent with the tenets of this plan. The needs of the neighborhoods these properties are located in must be recognized and planned for. Each reclaimed brownfield should act as a catalyst for neighborhood and citywide revitalization.

[Type text]

Currently the City is the beneficiary of two State programs: (1) Brownfield Opportunities Area (BOA) intended to promote planning in areas with multiple brownfields and (2) the Environmental Restoration Program (ERP) which provides funds for investigation and remediation costs. There are eight municipally owned brownfields (see map 4-2) and potentially others existing on public and private lands. Initiatives to regenerate these contaminated properties will have positive effects on their local environments and improve the quality of life in their respective neighborhoods.

In addition, both programs present significant economic opportunities for the City of Newburgh. For City owned properties in the ERP, New York State refunds 90% of the cost associated with contamination investigation, remedial design, and the actual clean-up costs. This significant commitment from the State towards cleaning up sites is a strong opportunity to leverage economic benefit in the City of Newburgh. The City's existing BOA grant provides the City with an opportunity to plan for brownfields that can progress into the ERP.

The Newburgh, New York Masterplan can be found here:

<https://www.orangecountygov.com/DocumentCenter/View/3281>



# **PLAN-IT NEWBURGH**

## **Sustainable Master Plan**

Adopted December 8, 2008



# CITY OF NEWBURGH

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## PLAN-IT NEWBURGH

The Comprehensive Sustainable Master Plan of the City of Newburgh is, like the City Charter, a fundamental cornerstone of the community. It describes and defines the current state of the City and sets forth the targets, goals and strategies which will describe and define our City as it grows into and along with the 21<sup>st</sup> Century.

The Plan is truly comprehensive, and addresses the broad spectrum of issues and concerns which comprise the life of the City and its people. Subjects include public health and safety, recreation, arts and culture, income and poverty, and education in the Social Well-Being chapter; City government including City boards and agencies, the City Charter, and community participation and engagement in the Governance chapter; green space, air and water quality, climate change, brown fields and food production in the Natural Environment chapter; and a sustainable economy, economic development, opportunities for business enterprise and the role of the public sector in the Economic Development chapter. There are also chapters on Housing, Transportation and Municipal Services.

The Plan calls for the preparation of a land use plan and a comprehensive revision of the zoning and land use ordinances of the City. Also, by its terms, the Plan must be studied and revised no less than every five years. The process of establishing and implementing a Master Plan to firmly plan and guide the future growth of the City now begun will continue to protect the health, safety and welfare of the people of this City for the foreseeable future.

The members of the City Council and I are grateful and deeply appreciative of the hard work and dedicated efforts of the citizens, stakeholders, City staff, advisers and consultants whose expertise and understanding of the City and of the importance of this project were essential to the creation of this Plan. The Comprehensive Master Plan is both a road map and a challenge. It offers a vision and a promise of what can be achieved by a community made up of a rich diversity of persons, cultures and histories working together; and it represents a challenge to the citizens of today and of tomorrow to recognize the opportunities for the positive growth of the City and implement change in the best interests of our residents.

We offer this comprehensive Sustainable Master Plan to the citizens of the City of Newburgh with pride and appreciation for the work which created it, and with the knowledge that the goals and benefits which it identifies offer a standard to which present and future citizens of the City may aspire with confidence and hope. This Plan will preserve and enhance the unique blend of culture, history, spirit, creativity, justice, tolerance and compassion which comprise our unique and treasured home.

Sincerely,

Nicholas J. Valentine  
Mayor of the City of Newburgh

# Acknowledgements

The Plan-it Newburgh Master Plan is dedicated to the citizens of the City of Newburgh and everyone who participated in the preparation and development of this document with their input, time and ideas.

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Partial funding for this project was provided by the Orange County Planning Department

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## Introduction

*Plan-it Newburgh* was developed by a stakeholder group, extensive public input, countless hours of staff and volunteer time as well as tax payer dollars. The plan describes the visions and hopes of the city regarding future growth and development. The plan outlines strategies to assist the City in developing recognition as a center of economic, educational, and cultural excellence in the Hudson Valley region.

The process began in 2005 with the creation of a stakeholders group, a series of visioning workshops, public forums, and meetings that allowed residents to contribute their ideas as part of the plan. People from throughout the City and County brought together their opinions, expertise, hopes, and dreams. They infused the planning process with a commitment of becoming a better community. The thoughtful participation by everyone involved inspired the identification of four core values that underlie the Plan: community, economic opportunity, social equity and environmental stewardship.

In May and June of 2005, more than 200 people were identified as stakeholders – people who have an active interest in the City - and trained so they would have a basis for working together over a two year period. In August the City organized a trip to Burlington, Vermont, so that people from Newburgh could experience how other cities had addressed issues similar to the ones they face. In addition more than 2,000 people responded to questionnaires, and focus groups met regularly to pull together an asset inventory.

### Vision Statement

The result of *Plan-it Newburgh* is a vision of what type of community residents of the City of Newburgh desire. The vision statement captures the values of who and what we are as a people and a place. The following is the vision statement established by the stakeholders of *Plan-it Newburgh*:

“Newburgh, Queen City of the Hudson River Valley, offers spectacular views, historic architecture, and a vibrant cultural blend. We share a vision of justice and prosperity for all, health and vitality for our people, and our own distinctive place in the world.

Established by immigrants seeking liberty and opportunity, the city is a natural transportation hub — the river, rails, highways and airport continue to shape our economy and our lives. Built on accomplishments of the past 300 years, Newburgh will foster the achievements of many future generations.

Our city continues to renew itself as a clean, safe and caring city, where community thrives and individuals flourish. A respected environment, an enterprising spirit, and the diversity of our citizens will shape our future. Newburgh and its people will be known for creativity, compassion, prosperity and peace.”

The City of Newburgh possesses many assets providing great potential to reclaim the City’s former status as the cultural and business center of Orange County and the region. Newburgh’s population steadily rose from its inception as a city in 1865 to reach a peak of 31,956 in 1950. As experienced in

most cities throughout the US, Newburgh experienced a period of population decline due to extensive highway building; failed federal policies associated with ‘urban renewal’ and general suburbanization. In Newburgh the City’s population dropped to a low of 23,438 in 1980. Newburgh has experienced an increase in population according to the 1990 and 2000 censuses. It is this trend that represents a need and an opportunity for the City to attract additional citizens and investment. A key component of facilitating investment is to develop underutilized portions of the City in close proximity to the Broadway corridor and existing services. The primary benefits of targeting vacant and underutilized portions of the City are the avoidance of displacement and the rejuvenation of the City’s downtown. Upgrading the City’s mass transit system shall become an integral piece in the rejuvenation of the City and connecting it to the region. As depicted in the Municipal Services portion of Plan-it Newburgh, adequate water supply and the continued upgrading of the wastewater facilities allow for such growth within the City. Increases in other services such as police and fire protection will be necessary and addressed on a project specific basis. Pursuing growth in this manner shall contribute to the City of Newburgh’s commitment to becoming a thriving, walkable and attractive community.

### **Purpose of the Plan**

*Plan-it Newburgh* is a collection of goals, targets and strategies about how the City will accommodate growth and development until the target date 2040. In general, the City strives to meet the plan goals for the future and uses the policies to provide guidance for more specific decisions. The objective of the Plan is to direct and guide public and private decisions and actions in a consistent and logical manner.

*Plan-it Newburgh* identifies and describes issues regarding land use planning, the provision of physical services, arts and culture support, social and human development, health care, and economic renewal. *Plan-it Newburgh* has been prepared pursuant to the New York State General City Law §28, all subsequent land use regulations must be compatible with the plan.

### **Status of the Plan**

*Plan-It Newburgh* has been prepared in accordance with the laws and policies of New York State. Upon its approval, this plan will supersede all previously adopted plans for the City of Newburgh.

Throughout the past several decades, Newburgh has experienced significant change. As a result of these changes, the constituents of Newburgh have identified numerous issues that must be addressed to improve the quality of life within the City. The Plan reflects on these changes, focuses on the issues, and offers goals, targets, and strategies as tools for the creation of a sustainable city.

Once the Plan is approved by the City Council, all land use regulations, capital plans, and annual operating budgets must be revised if necessary to come into alignment with *Plan-it Newburgh*. In addition, other government agencies, such as State and Federal agencies, must consider the local Master Plan in shaping their capital projects and project regulation within the City of Newburgh.

Further to the traditional implementation tools of government, the multi-stakeholder process that *Plan-it Newburgh* has engaged also offers additional ways in which the Plan can be implemented. Since many of the key organizations in Newburgh were involved in creating the goals and strategies for the City, the City will look to other institutions to take up important components of the plan, which are better accomplished with private sector participation or which are outside City jurisdiction, and assist with implementation. The City will work to encourage businesses and other organizations in the City

of Newburgh to bring their plans and activities into alignment with *Plan-it Newburgh*. The City will also encourage citizens to take action on an individual level, where appropriate.

## **Timeframe and Review Period**

*Plan-it Newburgh* contains policies for managing growth and guiding development for the City to the year 2040. Growth management is about anticipating change and providing a basis for responding to that change. Guiding development focuses on the geographic location and amount of development. The main thrust of the Plan is to create a higher quality of life in the City of Newburgh for both present and future generations.

The next critical step in the implementation of the policies articulated within this plan is to ensure that the municipality's land use and zoning regulations support the goals enumerated in the plan. To that end, upon adoption of the current plan, the City of Newburgh will immediately begin the process to develop a comprehensive land use plan which will be followed by a review of the existing zoning ordinance and amendment of such ordinance to ensure compatibility with the resulting land use plan.

Pursuant to New York State law, the Master Plan document must specify the maximum intervals at which the adopted plan will be reviewed. The City of Newburgh's Sustainable Master Plan will be reviewed every five years beginning with its adoption. The Plan may be reviewed and amended at any time by the City Council in response to a recommendation from the Planning Board or stakeholders, or of any citizens, or on its own initiative.

## **Sustainability and Planning**

The roots of the term sustainable development can be traced back to the environmental movement of the 1970's. Although this movement focused on preserving natural resources, sustainable development focuses on how human decisions affect natural resources.

Sustainable development means different things to different people. The most widely held definition is that of the *Brundtland Commission Report* (1987) which states the need to "meet the needs of the present without compromising their ability of future generations to meet their own needs." In other words this perspective is not limited to the environment but also the process and accessibility to the natural environment when dealing with natural resources.

The City of Newburgh's Sustainable Master Planning process is a substantial effort by the leadership in the City to engage the entire community in a dialogue about the future. People in Newburgh want a better future for their children and grandchildren. The most important difference between a sustainable master plan and a traditional comprehensive plan is the emphasis on future generations – what we can do today that will enhance their future, the environment they live in, and the opportunities they have to live meaningful and fulfilled lives.

One of the key projects for a Sustainable Master Plan is taking a hard look at all the systems, infrastructure, and programs that the city is currently using to meet important needs. The strategies which are identified are in turn those that build our long-term individual and institutional capacity to continue to meet important needs, and enhance the community resource base so we will have the information, education, creativity, environmental health and services (clean water, air, etc), manufactured products, and sufficient exchange systems to live.

In Newburgh, *Plan-it Newburgh* has focused on an examination of the community assets that are already in place, and strategies designed to build the capacity of the community to provide for its needs now and in the future.

Planning for land use, future growth and development is an important activity for local governments. It is an orderly open approach to determining the local needs of a community. Effective planning aims to ensure future development will occur where, when and how the community and local government desire.

Many communities engage in a planning process because it allows them to deal with current issues and plan for their future. Planning allows communities to preserve whatever they value, change whatever the community dislikes and encourages agreement on common objectives and collaboration of coordinated agendas of action. Planning will not produce immediate changes. Implementing a plan is a long slow process requiring local support combined with strong leadership.

### **Mid-Hudson Region**

The City of Newburgh is part of the Mid-Hudson Region that includes Ulster, Dutchess, Sullivan, Orange, Putnam, Westchester and Rockland Counties (see Map I-1). Interest in regional economic development, government cooperation and land use coordination is not a new phenomenon, nor is it unique to the Mid-Hudson Region. Regional cooperation has existed in a variety of forms in the Mid-Hudson Region for decades. Examples include transportation planning, watershed planning and inter-municipal agreements.

The fundamental purpose of any regional effort is to link communities which share a common geography and characteristics. The Mid-Hudson region is characterized by numerous recreational and historic sites. The region's location provides access to markets in New York City and Canada. As a result only well networked communities are likely to prosper. Decision making with respect to issues regarding economy and quality of life, will likely have better outcomes when considered in a regional context. Therefore, it is important for Newburgh to understand its role within a regional system and how decisions in other communities in the Mid-Hudson Region affect Newburgh.

### **Roadmap of Plan-it Newburgh**

*Plan-it Newburgh* was prepared to address a diverse audience with varying interests. The plan focuses around seven areas of interest which; taken together, present a framework of sustainability for the city.

- Social Well-Being
- Governance
- Housing
- Natural Environment
- Economic Development
- Transportation
- Municipal Services

While each area of interest above is discussed separately, all are interconnected. Provided within each area of interest is background information followed by goals, targets and strategies. The goals stem



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# MID-HUDSON REGION

## MAP I-1



Date: 10/25/2010  
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 (845) 563-7488  
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 MidHudson.pdf

from the vision of the city and represent what the City of Newburgh must achieve in order to become a sustainable city.

Specific targets have been created for each goal which represents achievable milestones for the city. The targets are intended to be achieved before 2040. For each goal specific strategies have been developed which serve as a tool to help meet the goal. Several goals are supported by multiple strategies.

Upon adoption of this document, the City will embark on a future land-use plan that reflects the principles and policies expressed herein. The future land-use plan will guide a comprehensive rezoning of the City and thus guide future development. Broad citizen participation contributed to the success of *Plan-it Newburgh* and shall serve as a model for future land-use planning in the City of Newburgh. This project is made possible, in part, with funds from the County of Orange and the Orange County Planning Department.

Terms throughout this document that may be unfamiliar to the general reader are defined in a glossary.

# **Social Well-Being**

## **Introduction**

The Social Well-being of its citizens is the primary responsibility of city government. In addition to overseeing the stewardship of public resources, city government is charged with facilitating partnerships with stakeholders that identify community needs and provide solutions that support the healthy development of all citizens. In striving to become a healthier community, emphasis must be placed on the development of human assets. Talent, skills, and personal qualities and opportunities to contribute to the growth and development of the City must be promoted. Increasing educational attainment, biological and environmental sustainability and economic prosperity shall be integrated throughout all aspects of city programs and policies. In addition to direct support, the City will promote development patterns and community design that is sensitive to the needs of its citizens. Emphasis will be placed on a social strategy aimed at creating a healthy, safe and socially integrated community.

One of the primary goals of a comprehensive master plan is the facilitation of an inclusive process where residents of diverse ethnic socio-economic backgrounds can work together to define a vision for the City. The development of the human assets of the city is paramount to its success. City-sponsored programming must address the social well being needs of all of its citizens. The single mom who commutes into New York City must have after school opportunities for her children just as the non-ambulatory elder deserves a culturally enriching life experience free of isolation and neglect.

While Newburgh is gifted with its natural assets, its own water reservoirs, the waterfront, its closeness to New York City, its historic homes and river views, the city is challenged by disparate life outcomes associated with high concentrations of poverty. Such disparities have contributed to the destabilization of the City's economic and social health and imperiled the competitiveness of the entire region. In striving to become a healthier community, increased educational attainment, health and environmental sustainability and economic prosperity must become a focus. Despite the numerous interconnected challenges facing the City of Newburgh, a turnaround is possible and efforts to break this cycle are being implemented daily.

## **Demographics**

The population of the City of Newburgh grew by 8% during the 1990's, a demonstrated increase but one which is below that of the previous decade, which reflected a growth of 13%. The 2000 Census indicates that the population is 28,259; however it is widely believed that this number is much larger given the high volume of undocumented persons residing in the City. Table 1-1 demonstrates the population growth for the city.



**Table 1-1: Population Change 1990-2000**

*Source: U.S. Census Bureau*

	<b>Newburgh</b>		<b>Middletown</b>		<b>Orange County</b>	
	Population Growth	10-Year Rate of Growth	Population Growth	10-Year Rate of Growth	Population Growth	10-Year Rate of Growth
White	-5,588	-41%	-2,416	-12%	12,121	4%
Black	-247	-3%	1,156	43%	5378	24%
Hispanic	4,114	67%	3156	98%	18,208	85%
Other	-1,382	-56	670	42%	1,988	20%
Total	2,075	8%	1228	5%	33,720	11%

The growth in population was accompanied by a redistribution of the City’s racial composition. The number of Caucasians declined by over 40%, Black people declined by 3%, while the Hispanic population experienced the largest numerical growth - increasing 67% from 1990-2000. Overall, as of 2000, the racial composition of the City is 36% Hispanic/Latino; 34% Black/African-American and 28% Non-Hispanic White.

**Family: The Foundation of a Strong City**

Failure to act on the behalf of families on a local level as well as national level can contribute to higher rates of child poverty, child abuse, school failure and a host of related societal problems. Strong cities are built on a foundation of strong families. For this reason, the actions that municipal leaders take to strengthen families and improve outcomes for children and youth play a key role in boosting the health and vitality of their cities and towns. When families succeed, children – our next generation of citizens, workers and leaders – feel connected to their communities and view the world around them as a place where they belong and a place where they can grow and develop.

Demographically, the City of Newburgh is young. There is a preponderance of households with individuals under the age of 18 – resulting in a substantial social and educational demand for services targeted to that population. Conversely, further analysis of population data highlighted in Table 1-2 reveals that city residents at ‘peak’ employment ages – ages 25-64 years - are lower than those of locally comparable municipalities and the county overall. This high demand for high impact services – those for youth - combined with a lower employment and economic base to support such services, negatively impacts the municipality’s ability to meet this demand. While solutions towards sustainable resources for children and youth, solutions that engage the investment of the 25-44 age groups must be seriously explored. Here the principles of New Urbanism have its greatest challenge and its greatest opportunity.

**Table 1-2: Age Distribution  
City of Newburgh and Comparable Municipalities**

	<b>City of Newburgh</b>	<b>City of Middletown</b>	<b>City of Kingston</b>	<b>Orange County</b>
Households with people 65 or older	<b>21.9%</b>	23.8%	28.7%	8.5%
Households with people under the age of 18	<b>46.4%</b>	37.7%	30.2%	42.5%
Age 15-24	<b>17.7%</b>	13.9%	12%	13.3%
Age 25-44	<b>28.8%</b>	30.9%	28.9%	30%
Age 45 to 64	<b>16%</b>	19.8%	22%	21.9%
Over 65	<b>9.2%</b>	12%	17.1%	10.3%
Median Age	<b>28</b>	33.4	38.1	34.7

Over the past two decades there has been an astonishing increase in the number of female-headed households in the United States.<sup>1</sup> This phenomenon cannot be ignored in any discussion related to family, poverty and community development. Children in female-headed households are more likely to live in poverty than those in male-headed households and are likely to be in poverty for a longer period.<sup>2</sup> Female-headed households showed disproportionately high levels of food insecurity and hunger, with 33% reporting food insecurity and 1 in 11 experiencing hunger.<sup>3</sup> As reflected in Table 1-3, Newburgh has a substantially larger number of female headed households – more than twice that of the County. Women are placed in the dually demanding roles of both providers and primary nurturers. Any attempts to address the social and economic needs of families in Newburgh must take into account the family structure of female –headed households. Community sustainability must include activities targeted to this population which address child care, health, housing and social welfare needs. An accompanying problem is the preponderance of boys without positive male role models. Program models that encourage surrogate fathering and mentoring must be explored.

<sup>1</sup> U.S. Bureau of the Census, 1992

<sup>2</sup> Jang, Yoon G. *Expenditures on Education for Female-Headed and Married-Couple Households* Family Economics and Resource Management Biennial, 1995

<sup>3</sup> Center on Hunger and Poverty Institute on Assets and Social Policy (IASP) [www.centeronhunger.org](http://www.centeronhunger.org)

**Table 1-3: Family and Household Characteristics  
City of Newburgh and Comparable Municipalities**

	<b>City of Newburgh</b>	<b>City of Middletown</b>	<b>City of Kingston</b>	<b>Orange County</b>
Total Population	<b>28,259</b>	25,388	23,456	341,367
Total Households	<b>10,476</b>	10,124	10,637	122,754
Total Occupied Households	<b>9,144 (87%)</b>	9,466 (94%)	9,871 (93%)	11,478 (94%)
Family Households	<b>6,078 (66%)</b>	5,963 (63%)	5,497 (56%)	84,457 (74%)
Female Headed Households	<b>2,324 (25%)</b>	1,584 (17%)	1,559 (16%)	13,039 (11%)
Households with Individuals under the Age of 18	<b>4,246 (46%)</b>	3,566 (38%)	2,979 (30%)	48,775 (42%)
Average Household Size	<b>2.97</b>	2.62	2.28	2.85
Average Family Size	<b>3.62</b>	3.27	3.02	3.35

### **Income and Poverty**

During a period beginning with the inception of the City of Newburgh to the mid 1970's, Newburgh experienced many prosperous times. Any Newburgh "oldtimers" meaning people that lived in Newburgh during more prosperous times, often reminisce about the days before urban renewal where jobs were plentiful, recreation for children was vibrant and diverse, and families were engaged in the life of the neighborhood. Urban renewal and the relocation of many manufacturing jobs to factories abroad resulted in diminished economic opportunities within the city for Newburgh families. There are currently 1,538 establishments with 21,598 employees and annual payroll of \$682,122,000 in the greater Newburgh area. Job growth in Newburgh has outpaced the rest of New York State over the past ten years; with over a 14% growth rate overall, ranking Newburgh in the top 100 metropolitan areas in the country.

An overview of poverty and income conditions demonstrates the disparities between the City of Newburgh and neighboring communities. Even though the employment available locally has been increasing the beneficiaries are not among the city's poorest residents and therefore the conditions of poverty persist. This suggests that the impoverishment that exists in Newburgh is complex and warrants a comprehensive examination incorporating internal and external factors and specifically long term national and regional impacts

**Table 1-4: Community Profiles**

		City of Newburgh	Town of Newburgh	Town of New Windsor	City of Middletown	City of Kingston	Orange County
Total Population		<b>28,259</b>	27,568	22,866	25,388	23,456	341,367
Median Family Income		<b>\$32,519</b>	\$66,706	\$58,292	\$47,760	\$41,806	52,058
Unemployment Rate		<b>6.9%</b>	2.3%	2.8%	3.9%	3.6%	3.2%
Poverty Characteristics	Per Capita Income	<b>\$13,360</b>	\$24,749	\$22,806	\$18,947	\$18,662	\$21,597
	Families Below Poverty Level	<b>23%</b>	2.4%	3.8%	13.5%	12.4%	10%
	Children Living in Poverty	<b>35.3%</b>	2.8%	5.8%	25.4%	23.5%	14.8%
	Seniors Living in Poverty	<b>16.1%</b>	6.5%	7.5%	10.3%	10.3%	8%
Income Sources	Earnings	<b>76.5%</b>	84.3%	82.3%	77%	74.9%	83.4%
	People on Public Assistance	<b>11.8%</b>	2.1%	1.8%	7.1%	5.2%	3.1%
	People Receiving Social Security Income	<b>31.7%</b>	30.8%	29.4%	33.4%	40.3%	28.9%

Source: 2000 U.S. Census

The City's most challenged neighborhoods in terms of housing quality, vacant and abandoned buildings, and safety are in census tracts 4 and 5. However working families of diverse ethnicities live harmoniously in neighborhoods throughout the city. An influx of new residents over the last 15 years has brought new energy towards the re-stabilization of many neighborhoods within the poorest segments of the city. This movement can be further enhanced by city ordinances that encourage and enforce owner occupancy. Combined with an investment of the city to maintain the infrastructure and increase safety, newcomers working with long time residents can regain the lost pride of our community.

**Table 1-5: Race/Ethnicity by Census Tract**

Source: U.S. Census Bureau 2000

Census Tract	Total Population	White (Non-Hispanic)	% of Total	Black (Non-Hispanic)	% of Total	Other (Non-Hispanic)	% of Total	Total Hispanic	% of Total
1	3,270	1,644	50%	924	28%	119	4%	571	17%
2	2,336	1,312	56%	355	15%	101	4%	558	24%
3	6,175	1,809	29%	1,388	22%	286	5%	2,682	43%
4	5,587	901	16%	3,163	57%	223	4%	1,300	23%
5	7,869	1,054	13%	2,351	30%	213	3%	4,251	54%
6	3,161	1,308	41%	812	26%	132	4%	909	29%
Total	28,259		28%		32%		4%		36%

## Education: The Foundation of the Future

A successful education system increases quality of life, social well-being, and economic vitality of a community; creating a strong and vibrant citizenry. Education may be described as the single most important and effective vehicle for protecting and enhancing the long term future of the City of Newburgh, as well as all other communities and states throughout the nation and the world.

While the City Council does not have direct authority over the public education system; they have an important stake in its success or failure. Under the laws of the State of New York, the responsibility for public schools is assigned to an entirely separate body, the Board of Education. School board members are separately elected and adopt and submit to district voters an annual budget distinct from the municipal government's budget.

Moreover, the City of Newburgh cannot impose any standards upon the Newburgh Enlarged City School District, as it is completely beyond the City's lawful authority. However, the City and School District have similar goals related the youth and familial development and should create processes and opportunities to collaborate to achieve positive educational and social outcomes.

Newburgh Enlarged City School District: The Newburgh Enlarged City School District (NECSD) is a magnet school district which encompasses nine elementary schools grades K-6, three junior high schools grades 7-9, and one high school, grades 10-12. In the 2008-09 school year the district will begin the process of changing its grade configuration to a grades 9-12 high school with grades 7-8 middle schools and two K-8 schools. According to the district's master plan, the eventual configuration will be grades K-4 and K-8 schools, grades 5-8 middle schools, and the grades 9-12 high school. In addition, the district has two pre-kindergarten centers, the Washington Street Pre-K Center and the Renwick Street Pre-K Center. The district serves students from four neighboring municipalities: the City of Newburgh, the Town of Newburgh, the Town of New Windsor, and a small portion of the Town of Cornwall. Two of the elementary schools, two of the junior high schools, the high school, and the pre-K centers are in the City of Newburgh. More than 50% of City of Newburgh residents comprise NECSD students. All children within the school district are provided bus service to their schools.

The following illustrates the current educational attainment rate of Newburgh Enlarged District students:

**Table 1-6: Newburgh Enlarged City School District High School Information**

*Source: NYS District Report Card/Comprehensive Information Report*

High School Non-Completers		2002-03		2003-04		2004-05		2005-06	
		TS	ES	TS	ES	TS	ES	TS	ES
All Students	Dropped Out	264	7.5%	170	4.7%	152	4.3%	211	6%
	Entered GED Program*	60	1.7%	38	1.1%	18	0.5%	10	0%
	Total Non- Completers	324	9.2%	208	5.8%	170	4.8%	204	6%
General-Education Students	Dropped Out	219		144	4.7%	129	4.2%	170	5%
	Entered GED Program*	56		35	1.1%	17	0.6%	8	0%
	Total Non- Completers	275		179	5.9%	146	4.8%	178	6%
Students With Disabilities	Dropped Out	45		26	4.9%	23	4.6%	41	7%
	Entered GED Program*	4		3	0.6%	1	0.2%	2	0%
	Total Non- Completers	49		29	5.5%	24	4.8%	43	8%

TS = Total Number of Students

ES = % of Enrolled Students

\* The number and percentages of students who left a program leading to a high school diploma and entered a program leading to a high school equivalency diploma.

<b>High School Completers</b>		<b>2002-03</b>	<b>2003-04</b>	<b>2004-05</b>	<b>2005-06</b>
All Students	Total Graduates	558	631	648	575
	Regents Diplomas	226	267	415	369
	% Regents Diplomas	41%	42%	64%	64%
	Regents Diplomas with Advanced Designation			141	151
	% Regents Diplomas with Advanced Designation			22%	26%
	IEP Diplomas or Local Certificates		32	20	20
General-Education Students	Total Graduates	600	537	602	569
	Regents Diplomas	230	360	409	261
	% Regents Diplomas	38%	46%	68%	67%
	Regents Diplomas with Advanced Designation			139	150
	% Regents Diplomas with Advanced Designation			2%	1%
	IEP Diplomas or Local Certificates				
Students with Disabilities	Total Graduates	42	62	46	62
	Regents Diplomas	4	6	6	9
	% Regents Diplomas	10%	10%	13%	24%
	Regents Diplomas with Advanced Designation		0	2	1
	% Regents Diplomas with Advanced Designation			4%	3%
	IEP Diplomas or Local Certificates	24	32	20	20

<b>Post Secondary Plans of 2005-06 Graduates</b>	<b>All Students</b>		<b>General-Education Students</b>		<b>Students with Disabilities</b>	
4-Year College	247	43%	237	44%	10	26%
2-Year College	188	33%	174	32%	14	37%
Other Post Secondary	9	2%	6	1%	3	8%
Military	12	2%	12	2%	0	N/A
Employment	32	6%	27	5%	5	13%
Adult Services	0	N/A	0	N/A	0	N/A
Other Known Plans	87	15%	81	15%	6	16%
Plan Unknown	0	N/A	0	N/A	0	N/A

The New York State Education Department bases high school completion rates on something called the “cohort.” The cohort is the group of students who enter 9<sup>th</sup> grade in the same year. Simply put, the state expects all of those students to graduate from high school in four years. Those who take an additional year or more to complete high school graduation requirements are not counted in the cohort graduation rate. Sixty percent of the students in the 2002 cohort, for example, graduated after four years in June 2006. Twenty-two percent of the cohort was still enrolled in high school during the following school year. At first glance, the graduation rate for the 2002 cohort seems to be 60%, but when those who spent an additional year in high school are counted in, the graduation rate moves closer to 82%, which is a graduation rate comparable to school districts, especially to small city school districts, across the state, as you can see from the chart below.

**Table 1-7: Total Cohort Outcomes after Four Years of School<sup>4</sup>**

*Source: NYS District Report Card/Comprehensive Information Report*

	NYS	Newburgh	Kingston	Poughkeepsie	Middletown
Total Students	27,269	822	713	289	475
Graduated (percent)	67%	60%	70%	51%	53%
Earned GED (percent)	2%	2%	1%	3%	2%
Transferred to GED (percent)	2%	4%	9%	8%	10%
Still Enrolled (percent)	16%	22%	9%	24%	26%
Dropped Out (percent)	14%	12%	10%	15%	9%

To increase the graduation rate, the school district has put in place a number of educational initiatives, which include:

NFA Houses: The concept of “smaller learning communities” comes from solid, research-based evidence that children who learn in smaller environments achieve at higher rates and feel more “connected” to school than those in larger environments. In the 2005-06 school year Newburgh Free Academy (NFA), a grades 10-12 high school with more than 2800 students, divided the school into three smaller learning communities called “Houses.” This arrangement has proved to be effective in achieving just what the research says, an environment in which students are better known, better served, and better supervised.

Construction Career Academy: NFA and the Laborers’ International Union of North America, Local 17, have formed a school-to-work based partnership to enable NFA to create a teaching and learning model aligned with the needs of various trade unions in the local construction industry. The Construction Career Academy, located in a new building on the NFA Campus which opened at the beginning of the 2007-08 school year, is designed to develop practical knowledge of commercial and residential building, heavy and highway construction, and environmental remediation industries, while also teaching students the required subjects of graduation.

<sup>4</sup> Students are included in the State total cohort based on the year they entered Grade 9 or, if ungraded, the school year in which they reached their seventeenth birthday. Students are included in the cohort of the school where they were last enrolled if they were enrolled for a minimum of five months. Students were counted as graduates if they earned a local or a Regents diploma. Statewide total cohort also includes students who were enrolled for fewer than five months.

Certified Nurse Aide Program: The Certified Nurse Aide Program prepares NFA students for employment in long-term-care facilities, home health agencies and hospitals. As part of the program, students must complete state-required clinical hours in a real-world setting. Having completed these hours successfully, the students are then qualified to take the New York State Nursing Home Nurse Aide Competency Examination to become certified.

Extended School Year: The Extended School Year Program, initiated by the school district in the summer of 2007, adds another marking period to the school year for those students who may take longer to complete graduation requirements, as well as for those students who need to take a course in advance to lessen their course load during the following school year. Students in grades K-7 are offered courses in literacy to strengthen their English language skills. Students in grades 8 and 9 are offered literacy courses and recovery courses for a course failed during the regular school year. Students in grades 9-12 are offered course recovery and courses in advance.

Young Parents Program: The Newburgh Enlarged City School District is one of the very few school districts in New York State that operates a day-care center for the children of students still attending school in the district. The center, licensed by the New York State Office of Children and Family Services, operates at capacity with the children of 24 teen parents ranging in age from six weeks through four years. While the parents attend school, the children are cared for by certified early child care providers in a safe and age-appropriate environment. The care includes healthy and nutritional meals, multicultural activities to stimulate the senses through art and music, and individual assessment. The program also offers young parents transportation to and from the center, access to a variety of county services in the community, and a once-a-week, two-hour parenting program.

The accountability system which results from federal “No Child Left Behind” legislation requires school districts across the country to assess their students in grades 3-8 and at the high school level yearly to rate their students according to performance levels 1, 2, 3, and 4 with 4 representing advanced proficiency (85-100), 3 representing proficiency (65-84), 2 representing basic proficiency (55-64), and 1 representing basic performance (0-54). Performance levels 1 and 2 indicate unacceptable performance. In addition, each school and every school district is expected to achieve something called Adequate Yearly Progress (AYP) each year demonstrating progress towards the goal for the 2013-2014 school year when all students are expected to score at levels 3 and 4.

In 2005, the Newburgh Enlarged City School District was identified by the State of New York as a “District In Need of Improvement” (DINI) due to the district’s inability to make AYP. Some of the schools were also identified for their failure to make AYP. The most current data, from the 2006-07 school year, indicates that all district elementary and junior high schools achieved AYP in math and all but two achieved AYP in English Language Arts. The district also made AYP for both ELA and math for grades 3-8. If the district is able to achieve this level of growth during the 2007-08 school year it will no longer be identified as DINI.

The extreme economic deprivation of many of the youth in the City of Newburgh is also predictive of youth participation in at-risk behavior.] In 2005-06, 58% of NECSD students participated in the free/reduced cost lunch program, compared with 45% statewide. See the chart below for other demographic factors reflecting the socioeconomic status of school district children.



**Table 1-8: Student Socioeconomic Status**

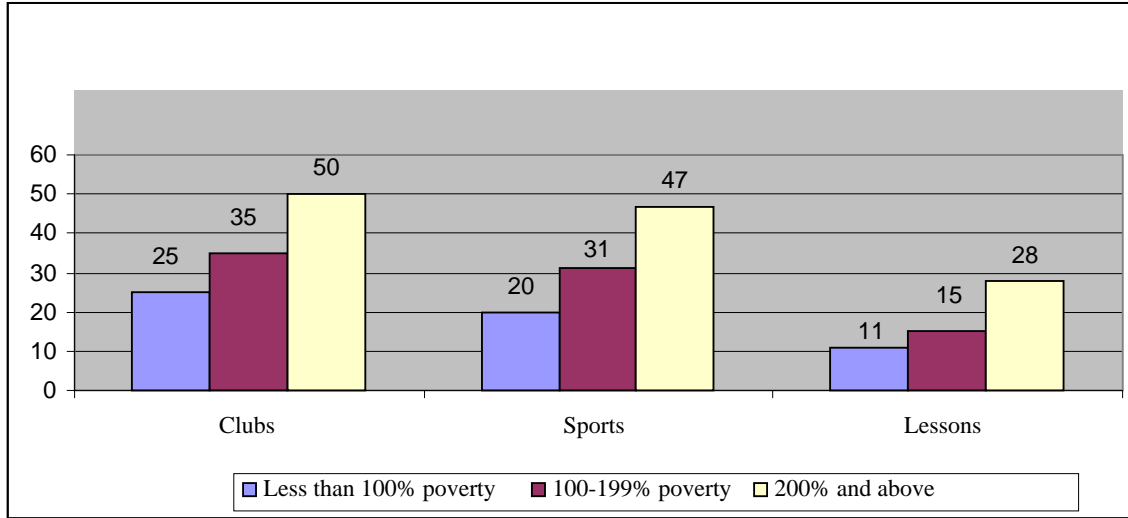
	NECSD				Statewide Profile			
	2004-2005 School Year		2005-2006 School Year		2004-2005 School Year		2005-2006 School Year	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
<b>Limited English Proficient</b>	1,553	13.0%	1,595	13%	200,777	7%	N/A	N/A
<b>Eligible for Free Lunch</b>	5,593	45.2%	5,654	46%	946,115	34%	1,027,545	37%
<b>Eligible for Reduced Lunch</b>	1,434	11.6%	1,414	12%	209,231	7%	213,744	8%
	2003-2004 School Year		2004-2005 School Year		2003-2004 School Year		2004-2005 School Year	
<b>Annual Attendance</b>		93.2%		93%		93%		93%
<b>Student Suspensions</b>	1,319	10.4%	1,397	11%	136,758	5%	127,780	5%

The young people of Newburgh are subjected to community risks such as substance abuse, gang involvement, teen pregnancy, and poor school performance. In October of 2002, the NECSD administered a *Communities That Care Youth Survey* which assessed risk factors related to alcohol, tobacco and other drug use and availability, school safety and other criminal and antisocial behaviors. A sample of students in grades 7-12 participated in the survey. Of the 5,643 students in those grades, 3,528 students participated, with 3,376 valid surveys returned. The data collected indicated a high degree of community disorganization (unemployment; poverty rate; substandard housing; lack of affordable housing; crime rate; etc.) and low neighborhood attachment rate – creating a substantial risk for substance use, violence, delinquency, and drug sales.

Low Neighborhood Attachment and Community Disorganization: When people do not feel connected to their community, substance abuse, violence, delinquency and drug sales can occur at higher rates. Youth in the NECSD reported a below average score in low neighborhood attachment on the *Communities That Care Youth Survey 20:58*, as compared to a national average of 50 and the matched comparison score of 53. This reflects their feelings about wanting to get out of their community and whether they would miss living there.

Extreme Economic Deprivation: It is a nationally accepted premise that children who engage in positive, supervised and/or structured after school activities are less likely to engage in risk behavior. The *Communities that Care Youth Survey* reported that NECSD students with lower reported family incomes are less likely to participate in such activities.

**Table 1-9: Children 6-17 Participating in Activities by Family Poverty Status**  
(percent of children participating in activities)



**Family Domain:** The highest risk factors determined by the *Communities That Care Youth Survey* are associated with the family domain:

**Table 1-10: High Risk Factors**

Scale	Newburgh Enlarged City School District	CTC Matched Comparison
Poor Family Supervision	47	50
Poor Family Discipline	53	50
Family History of Antisocial Behavior	49	50
Parental Attitudes Favorable toward Antisocial Behavior	57	50

Note: A score of 50 matches the national average, with scores higher than 50 indicating above-average scores, and scores below 50 indicating below-average scores. Because risk is associated with negative behavioral outcomes, it is better to have lower risk factor scale scores, not higher.

There are a number of creative alternative programs available to address pervasive poverty and joblessness amongst disenfranchised youth. Such programs include:

**Job Corps:** Youth unemployment can have serious economic consequences, adverse health effects, and may lead to self-destructive and anti-social behavior. The Job Corps was established in 1965 as part of President Johnson’s War on Poverty Program. It provides an intensive, primarily residential training program for disadvantaged young people aged 16 to 21. Participants receive basic education, vocational training and additional services such as food, housing, medical care and counseling. In addition, participants receive assistance in job placement upon completion of the program. The purpose of the program is to assist young people who would otherwise be at risk of being a welfare recipient, or a client of the criminal justice system, to become responsible taxpaying citizens. A cost-benefit analysis conducted during the late 1970s reported that for every dollar invested in Job Corps,

society received \$1.46 in benefits, and for every Job Corps member enrolled, society saved more than \$2000 in costs which would otherwise have been attributable to crime and criminal justice.

Youth Crime Prevention Councils: Many municipalities have established Youth Crime Prevention Councils to address youth violence. In Allegheny County, Pennsylvania, the Council consists of leaders from law enforcement, government, juvenile justice, education, the faith community, the media, and health and human services, and also includes grassroots community activists, neighborhood representatives, families, and youth. The Council meets monthly to work on jointly developing a youth crime prevention plan and to undertake the following:

- Assessing community needs - studying crime trends, identifying the level of juvenile violence, and analyzing issues underlying juvenile crime to reach consensus about the needs to be addressed in the local community.
- Developing unified strategies to address local juvenile crime, emphasizing tough law enforcement and community-driven prevention efforts.
- Establishing implementation plans – identifying potential initiatives and priorities for implementation.

Newburgh Construction Career Academy: The Newburgh Free Academy (NFA) and the Laborers' International Union of North America, Local 17, have formed a school- to-work based partnership to enable NFA to create a teaching and learning model aligned with the needs of various trade unions in the local construction industry. The Construction Career Academy will be designed to develop practical knowledge of commercial and residential building, heavy and highway construction, and environmental remediation industries, while also teaching students the required subjects of graduation.

### **Institutions of Higher Education**

There are two institutions of higher education within walking distance of most City residents. Such immediate and direct access to higher level education provides unique opportunities to city residents.

Educational attainment is clearly related to future prosperity. An educated citizenry takes pride in themselves and their community. The presence of Orange County Community College and its future expansion within the City is a unique opportunity. Having an institution within walking distance of the City's youth population provides an additional step towards personal betterment. Outreach to the Newburgh Enlarged City School District on the educational programs offered is essential. Post secondary educational institutions within the City of Newburgh include:

**Table 1-11: Local Institutions & Programs of Higher Learning**

<i>Institution</i>	<i>Program</i>
Mount Saint Marys College	Mount Saint Marys College is a private college of about 2,120 students. It has 30 undergraduate programs that range from business administration and communications to international studies and pre-med. They also have graduate programs in business administration, education and nursing, and a highly respected Continuing Education Division that focuses on their day programs and the evening Accelerated Degree Program for Adults.
Orange County Community College (OCCC)	OCCC serves the many needs of the citizens of Eastern Orange County at its Extension Center in the Key Bank building on the Hudson River in Newburgh, NY. The Center serves more than 1000 students in some 90 plus credit courses. OCCC houses 17 classrooms; four computer labs; two technology-training labs; centers for reading and writing assistance; two science labs used for biology, chemistry and physics; an English as a second language (ESL) lab; a tutorial center; and library services; as well as a dining facility. In addition, the OCCC hosts a series of non-credit courses and programs in the area of workforce development. OCCC also houses the Liberty Partnership Program, a NY state-funded pre-collegiate program that offers tutoring, counseling, workforce preparation, mentoring, cultural enrichment and parental involvement activities to over 225 junior and senior high school youth in the NECSD and also offers a free shuttle bus to the Middletown campus.
Orange-Ulster BOCES	BOCES classes, offered primarily on a half-day basis, prepare high school students attending component districts for skilled workforce careers. Most career and technical education programs require two years to complete. BOCES operates full-day and/or half-day programs for general-education students who have been identified as having special needs not being met in school district programs. BOCES offers adult career education programs that enhance workplace skills and enable participants to gain employment or career advancement. Outcomes of the adult basic education programs include obtaining and retaining employment, entering postsecondary education or training, and removal from or reduction in public assistance. Students in higher level adult secondary education programs are considered to have a primary goal of obtaining a secondary or high school equivalency diploma.

Our economy is being driven by jobs that require increasingly higher levels of knowledge, ease in handling and disseminating information, and skills in technology. As a result, the U.S. Department of Labor states that the country’s employers not only desire a labor pool with skills which meet today’s workforce needs, but also the needs of tomorrow’s workforce. Although the majority of current job openings do not require a higher education, employees seeking the best paying jobs or looking for the fastest growing industries will need more than a high school diploma to secure such employment. The trend in employment is moving toward jobs which require higher levels of education, and increased skills in the use of high technology. Job growth is happening in managerial, professional, technical, healthcare, and education occupations.<sup>5</sup>

<sup>5</sup> *Labor Trends and Educational Attainment* Queensborough Community College/City University of New York Office of Institutional Research & Assessment, February 2003

Educational attainment is clearly related to future earnings. An educated individual has greater opportunities to access higher paying jobs and make proactive decisions on their chosen profession. City of Newburgh data in fact, reflects that the educational attainments of city residents, particularly those over the age of 25, are on par with our surrounding communities. Given the pervasive poverty of our residents, however, key questions on the source of these disparities remain. One could conclude from this data that residents obtaining higher educational achievement are not staying in the city or investing their brain power in the local economy. For reasons illustrated elsewhere within this plan, local residents may have a more difficult time accessing job opportunities available locally and in this competitive market. Further analysis of this dichotomy is clearly required.

**Table 1-12: Educational Attainment of Persons 25 years and Older**

		Total Population 25 years and Over	Median Family Income <sup>6</sup>	Families Below Poverty Level	Education: % People over age 25		
					High School	Associates Degree	Bachelor's Degree
Immediate Region	City of Newburgh	15,292	\$32,519	23%	32%	5%	7%
	Town of Newburgh	18,749	\$66,706	2.4%	33%	9%	14%
	Town of New Windsor	15,069	\$58,292	3.8%	32%	10%	12%
Comparable Municipalities	City of Middletown	15,805	\$47,760	13.5%	29%	9%	9%
	City of Kingston	15,999	\$41,806	12.4%	31.3%	7.5%	12%
	Orange County	212,816	\$60,355	7.6%	31%	8%	13%

Source: U.S. Bureau of the Census, 2000

## Public Health and Safety

A high priority responsibility of a government is the provision of public health and safety. This means insuring a safe and healthy environment, working to prevent criminal activity, conducting preventative measures with respect to illness and disease, and providing citizens with protective services such as police, fire, and other emergency response services.

<sup>6</sup> For a family of 4.

Health and Wellbeing: Practices that promote health and wellbeing are beginning to penetrate policies in the workplace and in schools. In fact new urbanism which fosters walkable communities and age-appropriate neighborhood strategies can potentially enhance wellness.

Currently many families lack sufficient knowledge about affordable healthy nutrition, physical fitness, and preventative medicine. Specifically, there is broad consensus that people who live in more socially and economically deprived communities are in worse health, on average, than those living in more prosperous areas. While there is little question of the need for access to affordable and culturally appropriate health care, the Centers for Disease Control and Prevention has estimated that lack of access to care accounts for only about 10 percent of total mortality in the United States. Much of total mortality is explained instead by environmental conditions, social and economic factors, and health behaviors.<sup>7</sup> This further supports the premise that socioeconomic status, race and ethnicity influence health for the individual. There is no substitute for quality preventive care, as opposed to acute emergency care and the primary source for medical attention, in maintaining the long term health of any individual.

As home to St. Luke’s Cornwall Hospital, the City of Newburgh enjoys a key health asset unique to the region. This key asset – host to the arguably highest-quality medical institution in the region – allows the City to maintain mortality rates on par with those of surrounding communities.

**Table 1-13: Mortality Rates**

2000-2002		
Overall Mortality Rate		
	No. of Deaths	Rate
<b>City of Newburgh</b>	<b>644</b>	<b>989.1</b>
City of Middletown	702	932.9
City of Port Jervis	308	1,022.6
Orange County Totals	7,339	830.2

Source: Orange County Department of Health.  
 Orange County Community Health Assessment 2005-2010

However, the presence of St. Luke’s Hospital, likely the primary care provider for city residents, does not prevent substantial disparities between the availability of services within the City of Newburgh and the health conditions of its residents.

Maternity and Infant Care: Teenage pregnancy in Newburgh occurs at a rate that is over three times the County average, with 39 births reported by the County Health Department in 2002, as compared to 84 in the County. As expected, the lack of early prenatal care subsequently results in low birth weight

<sup>7</sup> Reducing Health Disparities Through a Focus on Communities: A PolicyLink Report (November 2002) – [www.policylink.org](http://www.policylink.org)

infants – the chart below illustrates the dramatic rates of care versus rates of low birth rate infants as compared to other municipalities.

**Table 1-14: Health Indicators**

	2002 Data			
	Birth Rates (per 100,000 Females)	Births to Teen Mothers (per 100 live births)	Births with Early Prenatal Care	Low Birth Weight Infants
<b>City of Newburgh</b>	<b>4,228.0</b>	<b>6.20%</b>	<b>52.20%</b>	<b>10.50%</b>
City of Middletown	4,175.6	3.60%	60.50%	6.20%
City of Port Jervis	3,284.4	n/a	74.50%	n/a
Orange County Totals	2,470.8	1.90%	68.30%	5.70%

Lead poisoning: From 1996 - 1999, Newburgh was in the top 15 cities in the state for incidence of lead in children’s blood, with 10.6% of those tested having more than 10 micrograms per deciliter. In 2000 and 2001, with only 53% - 60% of the children screened – one of the lower rates of screening in the state, Newburgh was ranked in the top 36 zip codes for blood lead levels in children, with 6.8% and 5.6% of the screened children showing blood lead levels higher than 10 micrograms per deciliter. (Source: New York State Department of Health).

Substance Abuse: Substance abuse is one of three exemptions for employment<sup>8</sup> which qualify an individual to receive public assistance under the Safety Net income maintenance program managed by the Orange County Department of Social Services. Of the 2,473 open cases in 2007 of individuals receiving public assistance within zip code 12550<sup>9</sup>, 95 or 4% are considered ‘non-employable’ due to their substance abuse issues. Rendering an otherwise healthy adult ‘unemployable’ has a direct impact on the social fabric of any society unless specific programs are put in place to not only support the individual financially, but to help them become positive and productive participants in their community. Economic hardship, low self esteem and poor decisions due to due to substance abuse can be reduced by increasing opportunities for employment, recreation and treatment for substance abuse at the local level.

<sup>8</sup> Exemptions from employment qualifying a single or childless couple to receive public assistance under the Safety Net Program are:

1. Substance abuse.
2. Determination confirmed by independent third party that the individual is unable to work for medical reasons.
3. Non-parent caregivers of minor children.

<sup>9</sup> Orange County Department of Social Services gathers this data based on zip code. The City of Newburgh shares the 12550 zip code with the Town of Newburgh. As such, data specific to the City is unobtainable.

Safety: The safety of a community, of property and self in the public and private domain, is an indicator of its overall economic and social health.. High crime rates are frequently cited as reasons why people choose to leave or avoid a community. Left unchallenged, crime contributes to community neglect and disintegration. As a result there is little investment economically or socially in the community. Crime prevention plays a critical role in the sustainability of any community.

The “broken window theory” and “community policing” are predicated on the will of the community for change, and the other resources to effectively implement the programs necessary to effect change. There are a number of programs within the City of Newburgh which have been implemented to address crime and its impact. These include:

**Table 1-15: Alternative Justice Programs**

Program	Description
Juvenile Intensive Supervision Program (JISP)	The JISP program, established in 2005, focuses on juvenile offenders in the City of Newburgh who have a history of violent behaviors and present the highest risk of recidivism.
Community Resource Officers (CRO)	Three CROs are stationed at Newburgh Free Academy, South Jr. High School, and North Jr. High School. CROs coordinate truancy patrols and other proactive crime reduction efforts and as well as gathering and sharing gang intelligence with school officials.
Weed & Seed	Weed and Seed, a community-based strategy sponsored by the U.S. Department of Justice (DOJ), is an innovative, comprehensive multiagency approach to law enforcement, crime prevention, and community revitalization that aims to prevent, control, and reduce violent crime, drug abuse, and gang activity in designated high-crime neighborhoods
Community Outreach	Meetings are held in the community with the Newburgh Police Department (NPD) and residents every other month, facilitated by the New York State Council on Children and Family. Community residents have repeatedly asked for prosecution of street level crime, including drug and firearms crimes. As a result of this feedback, the NPD has developed a Neighborhood Enhancement Team. Since its inception, this Team has been responsible for over 2,500 arrests.
Police/Community Relations Advisory Board	Provides a forum for the exchange of ideas between members of the public, through their representatives, and the Police Department. Consists of eight community residents on the Board.
Crime & Data Analysis	The Crime Analysis Unit was established in 2006 providing bi-weekly reports and data analysis to law enforcement officials on burglaries, robberies, criminal mischief, shots fired, and frauds. The topics are based on current trends in criminal activity in Newburgh and assist the Police Department in examining trends to guide its enforcement efforts.
Operation Ceasefire	Operation Ceasefire is a new Restorative Justice program aimed at prostitution, and other quality of life offenses, using the Weed and Seed program, and the installation of surveillance cameras in crime-infested areas. The City participates in an Operation Impact program where the City receives funding from the State to fight crime.

These efforts resulted in a direct quantified improvement in crime statistics in the City from 2005 to 2006 as reflected below:



**Table 1-16: Crime Data**

	<b>2005</b>	<b>2006</b>	<b>Difference</b>	<b>Difference (%)</b>
Violent Crime	432	386	-46	-11%
Murder/Non-Negligent Manslaughter	3	1	-2	-67%
Forcible Rape	12	16	4	33%
Robbery	174	134	-40	-23%
Aggravated Assault	243	235	-8	-3%
Property Crime	1,077	1,080	3	0.28%
Burglary	294	264	-30	-10%
Larceny Theft	707	750	43	6%
Vehicle Theft	76	66	-10	-13%
Arson <i>(Data for all 12 months of the calendar year were unavailable and therefore unpublished by the FBI for 2005)</i>	N/A	14	N/A	N/A

Source: FBI Crime Data

However, crime prevention efforts must not neglect the underlying factors that create crime in the first place- lack of economic opportunities and weak social bonds among neighborhood residents. In practice, any effort to create safer neighborhoods depends on a community’s ability to simultaneously pursue other community development activities such as attracting jobs and providing diverse housing choice.

To that end, creative and proven methods to combat crime and its impact have been or can be implemented locally. Some of these methods include:

Prisoner Reentry: Nearly 650,000 people are released from state and federal prison yearly and arrive on the doorsteps of communities nationwide. A far greater number reenter communities from local jails, and for many offenders and /defendants, this may occur multiple times in a year. According to the Bureau of Justice Statistics (BJS) over 50 percent of those released from incarceration will be in some form of legal trouble within 3 years.<sup>10</sup> Reentry programs have been established locally and are managed by the Orange County Department of Social Services (DSS). Reentry involves the use of programs targeted at promoting the effective reintegration of offenders back to communities upon release from prison and jail. Reentry programming, which often involves a comprehensive case management approach, is intended to assist offenders in acquiring the life skills needed to succeed in the community and become law-abiding citizens. A variety of programs are used to assist offenders in the reentry process, including prerelease programs, drug rehabilitation and vocational training, and work programs.

Recently, a more focused approach to reentry has emerged in the form of reentry courts. Reentry courts offer the opportunity for more extensive management and treatment of offenders beginning at the sentencing phase. Reentry courts seek to promote offender accountability while providing treatment

<sup>10</sup> [U.S. Department of Justice | Office of Justice Programs](http://www.ojp.gov/officeofjusticeprograms/)

and services during the reentry process. Other innovative approaches to crime prevention which have been implemented nationally and can be replicated locally include:

Crime Prevention Through Environmental Design (CPTED): Design elements and patterns of social interaction greatly influence the creation and sustaining of a safer physical environment. CPTED is a widely accepted method for effectively adjusting aspects of building and site design to minimize crime friendly places. Much more far-reaching than dead bolts on doors and locks on windows, CPTED crime prevention principles can be applied easily and inexpensively to building or remodeling, and have been implemented in communities across the nation.

Cities and Counties throughout the country are adopting CPTED ordinances requiring site plan reviews with crime prevention in mind. The City of Newburgh will explore the incorporation of this concept in to site plan requirements.

## **Partnerships**

City of Newburgh Department of Human Services (DHS): The children and youth of the City of Newburgh should be provided with the various opportunities, programs, services and facilities which the City can offer to foster their healthy growth and development into the successful adult citizens of tomorrow. In recognition of this, in 2007, the City of Newburgh reorganized its Department of Children, Youth and Family Services and its Recreation Department into a consolidated Department of Human Services. The newly created DHS consists of two divisions: the Parks, Recreation and Conservation Division and the Community Services Division. The DHS will be charged with providing services to seniors, families and supervision of all parks and recreation programming. The reorganization of this department has allowed for the appropriate structure and staffing to properly support the administration and operation of these vital functions.

As the former Division of Children, Youth and Family Services, DHS has also led the development of a juvenile justice initiative, which represents a coalition comprised of the New York State Community Justice Forum, City of Newburgh Police Department, Orange County Probation Department and Orange County District Attorney's Office. The centerpiece of this effort is the Community Accountability Board (CAB) of Newburgh. Initiated in the summer of 2006, the CAB is an integral part of Newburgh's efforts to become safer and represents a community-based, decision-making process aimed at repairing the harm committed against victims and neighborhoods by young offenders through a balanced and restorative approach to justice.

City of Newburgh Enlarged City School District (NECSD): Successful coordination between the City of Newburgh and the NECSD has the potential to advance several initiatives. These can range from creating internships within the City, increased volunteering, seeking and implementing grants and creating a safer environment overall for students.

Neighborhood Associations: A neighborhood association is a group of residents who meet regularly to accomplish neighborhood goals, namely to improve their neighborhood. These associations may include homeowners, renters, apartment residents, business owners, school and church officials, and members of non-profit organizations. Neighborhood associations facilitate communication between residents and local government to support change, help organize volunteers for community projects, and organize improvement efforts. The City of Newburgh is interested in forming partnerships with groups that wish to actively work to improve their neighborhoods and the community.

Community Initiatives: City of Newburgh residents are served by a variety of community based, faith-based and resident led initiatives designed to address many of the economic and social challenges:

Community Accountability Board (CAB): The Community Accountability Board (CAB), modeled after the Community Reparation Boards that transformed Vermont's justice system, was implemented in 2006. In collaboration with the New York State's Community Justice Forum, the City established a 21 member board from a broad and diverse cross-section of the community. The CAB represents a community-based, decision-making process aimed at repairing the harm committed against victims and neighborhoods. This process takes a restorative justice perspective, rather than a punishment approach, focusing on what harm was done, what needs to be done for repair, and who is responsible for the repair. This program provides the victim and the neighborhood with the opportunity to converse with offenders in a safe and productive manner. It also provides citizen ownership and involvement in the justice system.

21<sup>st</sup> Century Community Learning Centers: Representing a collaborative involving the local school district and 25 community-based organizations, the City's Department of Human Services (DHS) serves as the lead entity for a five year, \$2.25M - federal 21<sup>st</sup> Century Community Learning Centers grant from the New York State Department of Education to develop and sustain 4 educationally focused afterschool programs. Evaluation data from the first year of program operation suggests that this program is making a positive difference in the lives of almost 600 children and youth between the ages of 6 and 21. The most recent program evaluation indicates that 92% of participants have either maintained or improved their academic performance; 96% have either maintained or improved coming to school motivated to learn; 85% have either maintained or improved their behavior in class and 100% have either maintained or improved their attendance.

The Faith Community: Faith-based organizations have a long history of providing food, clothing and shelter for the needy and less fortunate. More recently faith-based organizations have played an active role in promoting housing and community development.

Faith-based organizations, churches, synagogues, temples, and mosques serve a broad spectrum of the residents of Newburgh providing a variety of services. The work of these organizations is important for the betterment of the community. Therefore, their work should not be undermined and efforts to strengthen their cause should be supported by the City of Newburgh.

Under the New York State Constitution and the State Social Services Law individuals eligible for public assistance may apply for and receive food stamps, placement and funding for housing, payments for support for children, health care and other support services. These types of programs are administered locally by the Orange County Department of Social Services.

However, there are a variety of reasons a number of individuals in need do not receive these services. Some of these reasons include: an inability or unwillingness to negotiate the government bureaucracy as required to qualify, cognitive or emotional disabilities, distrust of government and language or cultural barriers.

Many such persons receive these services, and others not directly provided by government, from and through faith-based organizations including religious congregations which meet in houses of worship located within the City of Newburgh.

A large percentage of these faith-based organizations struggle with challenges affecting their own continuing viability. These include changing and declining membership, budget limitations and constraints, declining contributions and increasing costs of operations and facilities.

The ability to continue to provide services to the needy while remaining viable would be greatly enhanced by closer collaboration and coordination of effort among such organizations. Recently many communities throughout the United States have provided such services through a corporate entity. The corporate entity may be referred to as “faith-based community services agency” which can call upon all of the local participating congregations for contributions of volunteer time, funding and in-kind contributions. It can also call upon the regional and national church or organization with which a local congregation may be affiliated.

By incorporating as an independent entity the agency can bridge religious, cultural and ethnic differences. It can also provide direct support services which are not provided by the Department of Social Services. These include reassurance telephone calls and visits, necessary car rides and minor home maintenance.

Such an agency can often partner with other more conventional community based service organizations, not-for-profit organizations and municipal agencies more effectively than a formal religious congregation.

## **Recreation**

The children and youth of the City of Newburgh should be provided with the various opportunities, programs, services and facilities which the City can offer to foster their healthy growth and development into the successful adult citizens of tomorrow. The citizens of the City of Newburgh who have reached advanced years should be provided with the various opportunities, programs, services and facilities which the City can offer to this group of citizens who have greatly contributed to the welfare and wellbeing of their community and their fellow citizens and may have come to require special consideration in meeting the particular needs of their status and condition.

Families are the fundamental component unit of the community. The City government shall do all it can to offer families and their members all of the services and programs possible and available to maintain and enhance the integrity and endurance of families and to promote the health and well-being of family members. All of the citizens of the City of Newburgh highly value the many parks and recreational facilities located in and operated and administered by the City.

Newburgh’s recreational facilities are diverse, and offer residents a variety of different types of venues. There is broad agreement that more parks and recreation areas are needed, and that they need to be developed with a range of uses in mind. The vision of the community was to provide adequate environmental public space. Concerns include the staffing available – while there were 15 staff for city recreation in the 1970s, only 4 work in the recreation program today. This has resulted in less maintenance, which has raised concern about both the upkeep and safety of the parks.

The stakeholders who addressed the recreational issues in the city thought that the Delano Hitch Recreation Center would benefit from a tennis program, basketball league, and summer camps and the fields could be reconditioned. Capital projects have been completed in Audrey Carey Park and Xavier Lunan Park. Additional capital projects are in the planning stages for Tyrone Crabb Park, Newburgh Landing Park, and others to upgrade and preserve facilities. Additional facilities include:

- 9/11 Memorial Park (Park Place)
- Aquatic Center (Robinson Ave/Washington St)
- Audrey Carey Park (Liberty Street)
- Clinton Square (Fullerton St.)
- Delano-Hitch Recreation Park (Washington/Lake St)
- Delano-Hitch Stadium (Washington/Lake St)
- Desmond Tennis Courts (South Street)
- Downing Park (Robinson Ave/South St)
- Downing Vaux Park (Broadway/Colden St.)
- Gidney Avenue Basketball Courts
- Hasbrouck Street Park
- Lake Washington/Masterson Park (Little Britain Road)
- Newburgh Boat Launch (waterfront)
- Newburgh Landing (waterfront)
- Quassaick Creek: [www.qcreek.org](http://www.qcreek.org) (proposed)
- Schleiermacher Park (Washington Terrace)
- Triangle Parks (Water St.-North St)
- Tyrone Crabb Park (Grand/South Streets)
- Unico Park (waterfront)
- Ward Brothers Memorial Rowing Park (waterfront)
- Xavier Lunan Park (Courtney Ave)

In April of 2006 the City of Newburgh began a process of assessment and planning recreation services. A continuation of these efforts will be administered through the Human Services Department.

(Map 1-1) shows a deficiency of parks in the north and west portions of the City. This is based on the premise that citizens should not have to walk more than ¼ of a mile to get to a place of recreation. Although Map 1-1 indicates much of the City of Newburgh is within ¼ of a mile walking distance to a park the map does not indicate the diversity of parks. The City of Newburgh requires an assessment to ensure a range of parks are available to a diverse range of residents,, from the elderly to children.

The Recreation Department and Youth Bureau were restructured beginning June 2007 to develop a broader base for community services as it relates to social wellbeing. The former recreation department was restructured as a division of the Human Services Department, integrating service delivery and social capacity building as a component of recreation services.

### **Community Elders**

The involvement of elders and the care and support offered to them is a strong indicator of the well-being of a community. According to the 2000 US Census, persons age 65 or older make up close to 10% of the known population of the City of Newburgh. Of these, 34% are grandparents who are responsible for their grandchildren as primary caregivers. More than 11% of all households in the city report a household member over the age of 65. Without supportive services and outreach efforts that value older people and encourage them to remain active members of the community, elders can decline rapidly and prematurely.

However, little is known about the social, emotional and physical needs of our community elders. Opportunities are missed when elders are received as a liability rather than an asset. Through the DHS

NORTH

Cronomer Hill & Algonquin Park

TOWN OF NEWBURGH







9W

Powelton Country Club

To Beacon


**MAP 1 - 1**

**LEGEND:**

-  0.25 Mile Radius of City Parkland
-  Active
-  Passive
-  National Landmark
-  Regional Park
-  Private Recreation

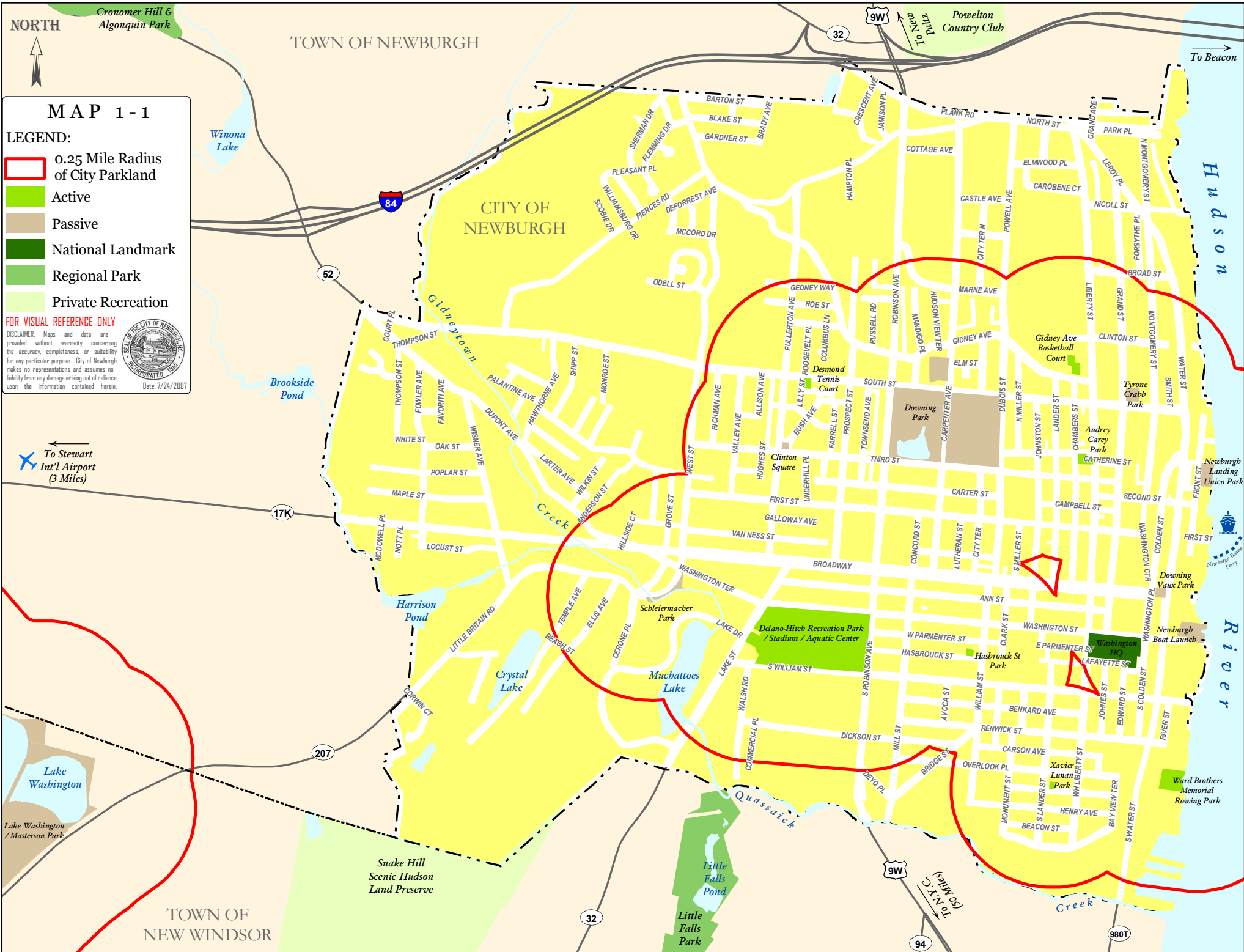
**FOR VISUAL REFERENCE ONLY**

DISCLAIMER: Maps and data are provided without warranty concerning the accuracy, completeness, or suitability for any particular purpose. City of Newburgh makes no representations and assumes no liability from any damage arising out of reliance upon the information contained herein.



Date: 7/24/2007

To Stewart Int'l Airport (3 Miles)



TOWN OF NEW WINDSOR

32

94

980T

River

Hudson

Newburgh Landing Unico Park

Newburgh Ferry

Newburgh Boat Launch

Ward Brothers Memorial Rowing Park

Little Falls Pond

Little Falls Park

Little Falls Park

– a department dedicated to actively mobilizing resources, encouraging collaboration, developing, planning and coordinating strategies designed to improve the conditions for children, youth, families and seniors in our community, the City of Newburgh will be engaging in a broad-based planning process to identify the needs, locate the gaps and articulate a vision for serving seniors – an essential segment of our population.

Several communities throughout the Hudson Valley have attracted active senior communities. Often there is a presumption that this demographic have a preference for highly suburban secluded areas. This presumption is unfounded as cities often have the networks and infrastructure to provide livable, exciting amenities and experiences. The City of Newburgh -through a dedication to providing a first class local and regional multimodal transit system, an enhanced Broadway corridor focused on vitality and walkability, and incorporating its existing social infrastructure - presents strong possibilities to attract active senior developments.

### **Art, Culture and Heritage**

Across America, cities that once struggled economically are reinventing and rebuilding themselves by investing in art and culture—a proven catalyst for growth and economic prosperity. There is no better indicator of the spiritual health of a city, its neighborhoods, and the larger region than the state of the arts. The arts deepen our understanding of the human spirit, extend our capacity to comprehend the lives of others, and allow us to imagine a more just and humane world. Through their diversity of feeling, their variety of form, their multiplicity of inspiration, the arts can spark new ways of thinking, communicating, and doing business.

Newburgh’s assets lie within its rich culture and heritage; from the Ritz Theatre where Lucille Ball and Desi Arnaz launched what was to become the “I Love Lucy” show, and Washington Headquarters State Historic Site, the nation’s first publicly owned historic site and headquarters of the nation’s first president during the last winter of the Revolutionary War, to Downing Park designed by Calvert Vaux and Frederick Law Olmsted. The East End boasts historic homes and public buildings created by master architects such as Estabrook, Withers, Vaux, Downing and Niven. Also, present-day Newburgh is home to a plethora of creative and resourceful individuals including visual and performing artists, architects, landscape architects, engineers, authors, designers, marketing and advertising professionals, and web developers. These resources are key ingredients needed to activate a culturally and economically viable City of Newburgh.

Conversations and discussions have revealed broad support for the arts as well as the many challenges that currently thwart the ability of the arts to thrive in Newburgh. Readily identified major challenges included: 1) a lack of performing and visual arts facilities; 2) limited funding; 3) affordable spaces for artist housing and studios; 4) small number of Newburgh-based arts groups; 5) lack of coordination of marketing and promotion which can be stimulated through a cultural calendar.

Goals, target and strategies related to the arts seek to provide a civic environment where:

- artistic expression and cultural diversity can flourish;
- where art becomes an essential element in the lives of all Newburgh citizens;
- where the support and encouragement of artists is viewed as critical to the successful development of Newburgh; and,
- where City leaders philosophically and financially support the development and growth of the City’s cultural resources.

### Guiding Principles:

- **Public-Private Cooperation:** Cooperation between the City, artists, cultural organizations, and the private sector - essential to ensuring the well being of the cultural community. The City's primary role is, and should remain, one of "assistance to" rather than "responsibility for" the provision of cultural services.
- **Economic Impact:** A healthy, vibrant cultural environment enhances the economic vitality of the City. The arts are valued as an industry because of their contribution to the City's economy, which encompasses quality of life, economic development, and tourism.
- **The Arts Bring Together Diverse People:** Artistic, cultural educational and humanistic activities are essential aspects of the life of the City. All Newburgh residents should be provided equal opportunities for access to the arts and the means of cultural expression. Cultural expression provides a bridge of understanding among the City's diverse cultures.

The City of Newburgh stands on the verge of realizing several important and community-altering planning projects – development of the City's waterfront, and development of the Orange County Community College site. Incorporating arts and culture elements into the planning of these major projects is critical for the successful provision of arts and culture for the residents of Newburgh for the future.

### **Community Sustainability & Social Wellbeing**

It is clear that strong and sustained social well being requires a multidisciplinary and multi-agency approach to addressing the needs of city residents. Every community must have an essential 'infrastructure' for carrying out each of four essential tasks that strengthen families, improve outcomes for children and youth, and sustain the community's efforts over time:

1. Identify needs, opportunities and priorities for future action.
2. Promote effective city-school collaboration.
3. Encourage and support youth voice, engagement and leadership.
4. Measure progress over time.<sup>11</sup>

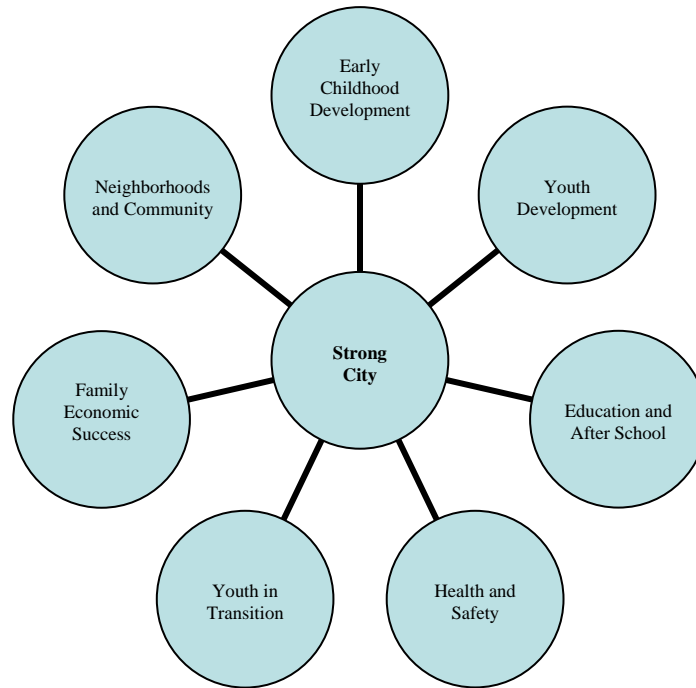
This approach – as illustrated below - must ensure that key actions under specific issue areas are equally and mutually supported and prioritized not only by city government, but by social, educational and community agencies which serve all city residents.

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<sup>11</sup> *A City Platform for Strengthening Families and Improving Outcomes for Children and Youth*. National League of Cities Council on Youth, Education and Families. [www.nlc.org/iyef](http://www.nlc.org/iyef)



**Table 1-17: Key Elements to Community Sustainability & Social Wellbeing**



A multidimensional framework for addressing the city’s social wellbeing is achievable and critical to the city’s success.

### **Social Well-being Goals, Targets and Strategies**

**Goal 1** - Strong families are recognized as the foundation of a sustainable city. This tenet will inform decisions, budgets and opportunities for new growth and revitalization.

#### **Targets -**

- By 2009 the City of Newburgh will adopt a platform for strengthening families and improving outcomes for children and youth.
- By 2020 the number of households living below the poverty level will be reduced by 50% from 2000 levels.

#### **Strategies –**

- A symposium on poverty is sponsored and hosted within the City to develop a strategic action plan for the poorest of city residents.
- Support and involve the faith-based community in projects or services aimed to help the poor and underprivileged who are underserved or not served at all.
- Funding for community-based family support programs is prioritized.
- Quality education, job creation, business development and increased housing opportunities are the focus of City policy.

**Goal 2** - Newburgh’s community health status is widely recognized as one of the best in the region.

### **Targets -**

- By 2012 a comprehensive community health needs assessment will be completed to lay out a multi-year strategy for community health improvements.
- By 2012 residents report substantial knowledge of and access to high quality preventive care services.
- By 2015 the teen pregnancy rate are no higher than Orange County levels.
- By 2015 key public health indicators will be on par with regional rates.

### **Strategies:**

- Secondary educational advancement becomes recognized as the primary alternative to teen pregnancy based on peer effects and dedication to primary public schooling.
- Extend invitations and encourage public health representatives to attend public visioning and goal-setting sessions.
- Public health professionals make presentations to City staff and City Council to explain the connections between planning, community design, and health problems.
- The City works with local public and private providers of low-cost or publicly sponsored health coverage initiatives to better market the availability of these programs.
- A marketing program geared to build awareness of existing services is implemented.
- The City continuously strives to provide ample active recreational opportunities through trail connections, increased pedestrian amenities and bike paths aimed to promote healthier lifestyles.
- The City of Newburgh's Human Services Department convenes key community and governmental partners charged with the provision and/or monitoring of the community's health (i.e. Orange County Department of Health, St. Luke's Hospital, Orange County Department of Social Services, and Family Health Center) in the development of a comprehensive Health Needs Assessment and strategic plan for health improvements.

**Goal 3 -** Older adults and people with disabilities have the necessary community supports to live independently with a high quality of life and are an important group of the structure of Newburgh. Advocacy, recreation and social services shall be appropriately available.

### **Target -**

- Ongoing efforts continue to seek model programs that have been successful in integrating senior and disabled citizens.
- By 2011 a local/regional Senior and Disability Services Network comprised of business and community leaders, grant makers, not for profit corporations, health care providers, local and regional government agencies, senior and disability community associations and faith based groups who have a commitment to serving seniors and people with disabilities in the City of Newburgh will be established.
- By 2010 the City's American Disabilities Act Self-Evaluation and Transition Plan will be developed and operational; all City programs, services, and facilities owned, operated, developed planned and/or sanctioned by the city will strive to be fully accessible to persons with disabilities, including those with physical, sensory, mental health, and developmental disabilities.
- By 2015 all senior citizens and people with disabilities in Newburgh have a seamless set of services that supports them in the residential setting of their choice, including the home; group

housing, assisted care and skilled nursing care, healthcare and other supports still needed, immigration, assistance, prescription drugs, social activities and transportation.

**Strategies -**

- Maintain existing senior centers and programming in senior centers and other community centers throughout the City.
- Maintain home-based and center-based services to senior citizens and people with disabilities, particularly those most vulnerable due to poverty, illness and social isolation.
- The City will work with the County, health providers and for-profit agencies in the provision of services to seniors and persons with disabilities. In addition, the City's land use regulations will include provisions to allow such services and businesses to exist as of right in areas where deemed appropriate.
- Produce and distribute a Persons with Disabilities Resource Guide in English and Spanish.
- Create a Blueprint for Senior and People with Disabilities Services that will serve to inform local policy, funding priorities and systems of service redelivery, articulating a shared vision of how service supports and activities will be provided to community elders and people with disabilities.
- Compiling existing needs data (sources may include the City's master planning survey data, the County's community forum results, etc.); convening two stakeholder forums to gather additional input.
- Pinpointing existing service barriers (language, mobility, economic, cultural, safety, etc.)/ exploring of potential solutions.

**Goal 4 -** Education is valued by the entire community, and we live in a healthy community where all children develop academic, social and technological skills to succeed in the 21<sup>st</sup> Century.

**Target -**

- The NECSD, Orange County Community College and Mount Saint Marys College students participate in service-learning projects. Additionally, to reconnect the community with its educational systems by providing and supporting initiatives that equip the community, especially youth, with the academic, social and technological skills necessary to succeed in the 21<sup>st</sup> century.

**Strategies -**

- The City actively supports internship and apprenticeship programs in order to motivate and enhance student learning and in preparation for a career.
- City Council and Newburgh Enlarged City School District host semi-annual public meetings to discuss issues of mutual concern.
- Establish an education commission to develop community education benefits agreements between the City of Newburgh and Educational Institutions.
- Partner with the academic institutions and community partners to develop a youth master plan.
- Facilitate ongoing communications with the school district, and other academic institution, leadership to build trusting relationships, laying the groundwork for collaboration.
- Work with academic institutions to remove obstacles to achievement by coordinating resources to help children and youth maximize their learning potential, address health and social service needs, and enhance student safety.

- Turn schools into centers for community life, keeping schools open beyond traditional hours, developing joint utilization agreements, and provide learning opportunities for youth, families, seniors and the broader community.
- Coordinate with NECSD to ensure students have access to after school programs that complement the academic instruction.
- City works with NECSD to create intercultural programs that build respect and appreciation for diversity.
- Work with NECSD and other community based organizations to increase the availability of quality early education and family support programs for underprivileged children.
- Mentoring programs serving at risk youth are expanded as needed to meet demand.

**Goal 5** - Newburgh is a clean and safe place to live and work. Residents feel safe in their homes, in public places and commercial areas, and the city has a reputation for peace and prosperity.

**Targets -**

- By 2011 a strategic plan for a community antiviolence effort is established.
- By 2012 a CPTED ordinance will be explored which will require site plan reviews with crime prevention in mind.
- By 2010 “Block Watch” programs are established to monitor the safety of neighborhood streets in 25% of the city.
- The overall crime rate in Newburgh will decrease by 10% from 2009 to 2013, with a reduction in violent crime by 3% per year.
- By 2020 people in Newburgh will strive to live in a safe, clean natural environment, as measured by the quality of the air, water, soil, and food sources, and lack of exposure to toxic waste.

**Strategies -**

- Implement the recommendations made by the Police-Community Relations Board in 2008, as a starting point for building trust and partnership opportunities between the Police Department citizens of Newburgh.
- Street lighting and public trash cans are installed uniformly throughout the City.
- There is a “go to” person or place in every neighborhood for residents to use to voice concerns and offer their assistance, and the block watch leaders meet monthly to discuss neighborhood issues. The Police Community Relations Advisory board would facilitate these discussions.
- Introduce a proactive policing strategy that is oriented toward crime prevention through relationship building, community policing, increased street patrols, and in the schools.
- Increase coordination with county, state and federal officials to maximize the efforts and resources available for community policing.
- Citywide shelter services for domestic violence victims are supported and expanded.
- Make the implementation of the strategies for the natural environment a high priority for city government, residents, non-profit organizations, and the private sector by raising public awareness about the importance of environmental protection, and foster respect for the whole community of life.
- Facilitate the development and implementation of alternative justice models for youth, adults and re-entry population.

**Goal 6** - Newburgh supports an effective, just, and humane system for dealing with criminal activity and rehabilitating people who have been convicted of crimes.

**Target** - By 2015 the recidivism rate for Newburgh residents that have been charged and convicted of crimes has dropped by 20% from 2006 levels.

**Strategies** -

- Create diversion programs that are alternatives to incarceration and punishment for first offenders and juveniles.
- Provide access to transitional services for people who are returning from incarceration or other forms of institutionalization in close coordination with Orange County’s criminal justice and social service systems.
- Coordinate with the criminal justice and social service system to stop the process of releasing non-resident prisoners and other de-institutionalized clients in Newburgh.

**Goal 7** - Newburgh has a variety of policies and opportunities to support the arts which serve the people of the community by bringing art into their daily lives and ensuring that the visual experience of the city is enriching and engaging and creates greater opportunities for cultural tourism, economic development and image building.

**Targets** -

- By 2009 the City will develop a catalog of the available performance, rehearsal and exhibition space which includes availability, capacity, technical ability and costs.
- By 2009 the City will implement and sustain a comprehensive arts and culture marketing and promotion program.

**Strategies** -

- Develop specific guidelines for the maintenance of public art – including defining eligible and ineligible works.
- Consideration of City owned properties for use as satellite community based arts and cultural centers that include public performance space(s), playgrounds, pocket parks / community gardens, artist studio space and shared workspace and classrooms, movie theaters / art houses, art galleries, jazz clubs, recording studios for “hip-hop kids”, murals, and public art programs.
- The City will continue to support, fund and actively seek funding for the renovation of the Dutch Reformed Church for use as a cultural and historic center.
- The visual and performing arts will be integrated in the planning for the Waterfront Development.
- Create an arts banner program to demarcate arts and historic districts
- Publish arts movement and art and historic walk maps.
- Designate an arts shuttle bus or Arts District.
- Expand regional dialogues/programs with Beacon, Kingston, Poughkeepsie and other regional art communities
- Develop and maintain an Arts and Culture events calendar.
- Support efforts to establish partnerships with local higher educational facilities to:
  - Provide performance and exhibition spaces
  - Provide cross-cultural visual and performing arts programs

- Link to school districts' visual and performing arts programs
- Involve Arts and Culture Commission in program planning and concept development phases

# Governance

## Introduction

Throughout North America, contemporary local governments are characterized by the increased number and ways citizens and civic organizations become involved with government decisions. According to the National League of Cities and Towns, democratic governance is the art of governing a community in participatory, deliberative and collaborative ways. Establishing a system of governance which encourages the inclusion of the public to the maximum extent possible is Newburgh's goal.

Well-developed community governance encourages citizen participation and sustains cooperation among local, state, and national bodies. A well-governed community achieves a balance between neighborhood needs and rights of the community as a whole and those of the individual. There are many approaches to governance; but one commonly accepted among municipal officials is to establish effective ways to continuously engage various sectors of society.

The tri-part interaction of the private sector, institutions of civil society and government determines the degree of good governance. The media, often viewed as a fourth player, can be an intermediary, providing for a flow of information between the major players, and between the players and society at large.

## Current City Structure

The current structure of the City of Newburgh city government is defined through the City Charter. Its two major components are the City Council, which is the supreme policy making, legislative and budgeting authority; and the executive branch which consists of the various departments and agencies headed by the City Manager who is the City's Chief Executive Officer.

City Council: The City Council is comprised of four Council Members and a Mayor. All are elected at large and given four year terms. Council members have staggered terms so that either two seats or three seats expire each election year. Voters elect one member as the mayor whose vote is equal to the other council members. This is the so-called "weak mayor" system, which is characterized by a mayor who is not a chief executive officer, but rather a co-equal member of the legislative and policy-making body. The primary functions of the mayor include, presiding at the Council meetings, acting as spokesperson for the Council and City, and performs ceremonial functions.

City Manager: The complexity of providing City services requires professional management. The responsibility of the City Manager is to implement policies and programs adopted by the City Council. The City Manager oversees all City departments and day to day operations. However, the City Manager is an employee who is appointed by, serves at the pleasure of and is obligated to carry out the policy decisions of the City Council.

## **City Departments**

The City government is comprised of the following departments:

City Council, Office of the City Manager, Assessor, City Clerk, Civil Service, Corporation Counsel, Fire, Police, Department of Public Works, Economic and Community Development, Engineer, Comptroller, Collector, Water, Human Services, Sewer Treatment, Data Processing, Records Management, Information Technology, Code Compliance/Building Inspector.

The City has an Industrial Development Agency (IDA) which is a distinct public entity, created under State law to operate as an economic development agency that adopts and maintains its own budget, and is legally separate from the City of Newburgh. The City Council appoints the IDA Board members and the Council typically appoints itself as the IDA Board, along with two additional members from the community to make up its 7-member board. However, recent changes in state law require the majority of the members of the IDA Board be comprised of private citizens. The City of Newburgh complied with this new requirement by appointing new board members in 2008 consisting of private citizens.

## **Boards and Commissions**

The City of Newburgh's elected officials work under a municipal charter with rules that delegate some duties and responsibilities to boards and commissions. Ideally, the Council should follow the work of these boards and review a report of their work annually. Many private non-profit groups also advise the City and shoulder some of the workload for City projects and places. For example, the Downing Park Planning Committee and the Newburgh Preservation Association have working relationships with the City that are formalized in contracts. These also benefit from scheduled Council review.

The City Council and the City Manger appoint members of various boards and commissions in the City of Newburgh. Each board or commission is comprised of members serving fixed terms. Boards and commissions meet on regular schedules to consider issues and make decisions and recommendations on matters within their purview. Members are residents who volunteer their time and work to serve their community's interests. Most live within the City of Newburgh, but some commissioners may reside in adjacent communities, as determined by the terms of the local legislation creating each board.

The list of boards and commissions has varied over the years, depending upon community objectives and interests. The following Boards and Committees are mandated by City Code and State Law, according to the entities indicated by the following chart:



**Table 2-1: Boards and Commissions**

<b>Board</b>	<b>Source of Authority</b>	<b>Power to Appoint Members</b>	<b>Powers, Duties and Responsibilities</b>
Planning Board	State law	City Manager	Reviews site plans for construction or reconstruction on all land parcels in the city and approves development actions or refers those proposed actions to other boards and committees for additional findings. Findings by the Planning Board may be appealed before the Zoning Board of Appeals if variances are warranted.
Zoning Board of Appeals	State law	City Manager	Hears appeals for variances when an owner seeks to use a land parcel in a way that conflicts with any portion of zoning regulations or certain directives of the Building Inspector. The City also may bring proposed actions to the Zoning Board when land uses are ostensibly prohibited by prescribed district zoning requirements and require a variance.
Architectural Review Commission	City Code	City Manager	Issues certificates of appropriateness for exterior work proposed for structures within the Historic District. Architectural Design Guidelines are being prepared for this district and this commission will apply those guidelines in reviewing each application for exterior construction.
Waterfront Advisory Committee	City Code	City Council	Authorized to review and make recommendations to appropriate agencies regarding the consistency of proposed actions with the policy standards and conditions of the Local Waterfront Revitalization Program (LWRP). The City of Newburgh is currently in the process of having the LWRP updated.
Board of Assessment Review	State law	City Council	Hears and decides objections made to assessments imposed by the City Assessor upon real property in the City
Plumbing Board	State law	City Manager	Oversees the testing, qualification and licensing of persons engaged in the business of plumbing in the City of Newburgh; also receives and investigates complaints from consumers of plumbing services.
Board of Ethics	State law & City Code	City Council	Reviews annual disclosure letters filed by City officials as required by State and local laws; answers questions, provides advice and responds to inquiries with respect to ethical matters and issues.
Arts and Cultural Commission	City Code	City Council	Advocates for artistic works, designs and projects to bring the benefit of and appreciation for the arts to the City and its residents. Reviews proposed development projects for opportunities to include arts and culture components.
Shade Tree Commission	City Code	City Manager	Makes recommendations and carries out projects at the request of the City to protect and enhance the proliferation of shade trees throughout the City.
Civil Service Commission	State law & City Code	City Council	Responsible for human resources development for the City of Newburgh. All jobs with the City are handled through this department.

<b>Board</b>	<b>Source of Authority</b>	<b>Power to Appoint Members</b>	<b>Powers, Duties and Responsibilities</b>
Parks and Recreation Commission	City Code	City Council	Advised by the Board of Parks, Recreation and Conservation. This is an advisory board established to advise the City Manager, the City Council and the Recreation Department with respect to the maintenance of all parks, playgrounds, recreation fields, swimming pools and other recreational facilities and the recreation programs conducted by the City.
Police-Community Relations Committee	City Code	City Council	Provides a forum for the exchange of ideas between members of the public, through their representatives, and the Police Department. The board is a way to encourage open discussion of crime related, public safety, or other quality of life issues in the City, including the relationship and daily interface between the community and the City Police Department, and a mechanism for the public to request particular services and recommend legislation or other means to deal with their concerns.
Records Advisory Committee	City Code	City Manager	The Records Advisory Committee advises the Records Management Officer on the development, implementation and oversight of a Records Management Plan for the City records and archival materials.
Community Accountability Committee	City Code	City Manager	As part of the City's broader Youth Violence Reduction Strategy, the Community Accountability Board is designed to engage the community in addressing the harm caused by youth crime. The intent is to hold young people accountable to their community, neighborhood and victims.
Cable TV Advisory Committee	City Code	City Council	This committee is set out to inform the public and advise the council on matters related to cable communications
Old Town Cemetery Commission	City Code	City Charter	Oversee and maintain the Old Town Cemetery, between Grand and Liberty at South Street, next to the Calvary Presbyterian Church.
Citizens Advisory Committee	City Code	City Council	A committee composed of citizens from the several wards and districts of the City of Newburgh whose duty it will be to bring to the Council's attention matters relating to health and cleanliness of their neighborhoods, preservation of the Historic District or any other problems or suggestions that they might have relating to the city and its government.
ADA Compliance Committee	City Code	Mayor	
Board of Electrical Examiners	City Code	City Manager	Holds meetings as required to grant and issue, suspend or revoke licenses, impose fines and to adopt rules and regulations as may be necessary pertaining to electrical work in the City of Newburgh

The following independent non-profit organizations are under contract to perform work with the City with respect to special properties within the City:

Downing Park Planning Committee: Sponsors and carries out projects to enhance, protect and maintain Downing Park and preserve its unique beauty and historic and design features.

Newburgh Preservation Association: Sponsors and carries out events and projects to preserve, protect and enhance the Dutch Reformed Church, a noted architectural landmark located in the heart of downtown Newburgh.

Heritage Corridor Committee: The Heritage Corridor Committee is a citizen led group focusing on streetscape and developmental improvements in the East End Historic District, more specifically Liberty and Grand Street, aimed at creating safe, clean pedestrian friendly environments that stimulate vibrant neighborhoods and commercial activity.

## **City Charter**

The Charter is the most fundamental document intended to establish the structure of a municipality in the same manner the U.S. Constitution defines the federal government. The Charter identifies and describes: (1) the municipal boundaries, (2) powers of city government, (3) the responsibilities of various city officials and officers and various units which make up the local government, including departments, commissions and boards. Any change to the Charter is governed by procedures described by local law.

Although the Charter is a fundamental and basic platform upon which the structure of city government is established, it is designed to accommodate changes so that the Charter remains a living and flexible document which reflects the current needs of the city at all times.

## **Community Engagement**

To ensure an inclusive partnership between government and the public, avenues must be developed to (a) ensure wide representation from across the civil society sector and (b) ensure that community voices are brought forward to the local government and their concerns are acknowledged. This legitimizes public voice within the governance system.

Trends indicate that the City of Newburgh will continue to increase its diversity and will need to use creative methods to publicize and encourage participation of residents and business owners of increasingly varied backgrounds and needs. To engage underrepresented populations, the City shall identify barriers that keep them from equal participation and/or representation. Some of these hurdles may include inaccessible methods of notification due to language, technology disabilities, or economic barriers. As stated above, the consequences of unequal participation may be an uneven spread of services and facilities.

Newburgh recognizes diversity as a crucial element to community wellbeing and vitality. The City is committed to actively promoting policies and programs which support individuals of diverse ethnic, cultural, religious, and socio-economic backgrounds, and brings people together in meaningful and substantive ways. Beyond encouraging basic human decency, the City seeks to distinguish itself as a model urban center renowned for its civic traditions honoring the values of inclusiveness, equality, fairness, compassion, hope, and community engagement. A durable and vibrant community grounded in these values requires diligent attention to the institutions, programs, and policies that form the basis of City governance and management.

To be successful, our local government system must continue to include all community members, be fair and accountable not just to those who participate, but to all persons, regardless of their ethnic and religious identity, cultural heritage, socioeconomic status, gender, or political affiliations. The City's structure and tradition – both in terms of how local government is organized and our boards, commissions and committees – allow for participation at many levels. Commitment to engaging the community and always asking them questions requires that the City:

- Conduct open meetings where all can voice their opinions and concerns
- Maintain issues-oriented commissions with memberships that reflect the community's diversity
- Provide public notice of meetings employing methods that reach many
- Provide public participation segments at City Council meetings
- Listen to all community groups fairly, politely, and with equal attention

The City of Newburgh has developed governance protocols such as community roundtables to instigate participation, inclusion, and accountability. Information technology applications have increased communication between government and its stakeholders. The City's website posts news releases and public notices for residents as well as directories of municipal departments. Frequent collaboration with a variety of community-based organizations has been cultivated. City officials are tasked with making decisions in the best interest of the community and, therefore, must be informed as well as sensitive to the interests of the local residents.

### **Accountability & Representation**

Effectiveness of public participation also depends on City government's responsiveness and accountability. Inadequate responsiveness will discourage public participation. Our citizens must recognize that they are part of a community and that decisions are made on behalf of the overall community good. While the City Council and local commissions will objectively listen to the public, not everyone may be pleased with a decision. The City's commitment is to conduct fair and objective hearings where all sides of an issue can be voiced and will be considered seriously.

The City does afford its citizens a variety of opportunities to participate in decision making. There are public comment periods at the end of City Council meetings, and at meetings of the Planning Board, Zoning Board of Appeals and other bodies. Other opportunities include community roundtables and the establishment of procedures for receiving complaints. Finally all City Council members have an open door policy for their constituents.

Unfortunately many citizens do not take advantage of these opportunities. For some there is a language barrier whereas others are not familiar with the procedures to be followed. Others develop an apathetic attitude which stems from the perceived unresponsiveness of government. There are always a significant number of people that simply do not care about governmental affairs.

The most effective strategy to overcome these hurdles is education and outreach. It is crucial that city government makes a concentrated effort to communicate bilingually with its constituents and employ all communication needs and standards as necessary.

Acknowledging the public's expressions of opinions and needs must be followed with actions leading to a sense of trust in government responsiveness. Government responses must be genuine and socially

just in order to prevent a sense that government only listens to particular segments of the community resulting in bias or favoritism.

There have been several community led charter review commissions specifically examining the system of representation. This review should continue to periodically assess the form of government that best represents the community at large.

### **Vision and Planning**

Another principle of good government is that the City government must present and follow a strategic vision for the city. City leaders must demonstrate that there exists a clear long term strategy intended to provide a quality of life desired by all residents of the city.

Since the citizens of the City are its true stakeholders, it is essential that the direction for the long term progress be chosen with the input of the public in mind. This inclusive approach will generate further trust in the legitimacy of the claim the local government is truly representative of the people it serves.

### **Quality Services**

Good governance also requires that municipal officials, officers and staff meet high expectations regarding the performance of their duties and responsibilities. Concise, clear and easily applied performance standards can be applied to ensure these standards are met. Public needs must be addressed in an effective and efficient manner that leads to a timely response.

Closely related to performance is accountability. This requires that government keep the public informed with respect to its performance. The information must be readily available and conveyed in a manner that is easily understood by laypersons.

Government functions and decisions must be based upon fairness and equality of opportunity and protections. This means that standards and methods employed by the government in the provision of services must be impartial. It is certain that trust and faith in local government will be undermined if sectors of the public perceive that their needs are not being given equal priority and attention compared to others. This negative impression is further reinforced if day-to-day operational decisions are arbitrary and not based on standards and criteria which apply equally to each and every citizen.

The City government will be more efficient if a results-based management was incorporated into its day-to-day operations. Characteristics of results-based management include:

- Appropriate and accurate reporting at frequent intervals
- Measurements of outcomes and consequences of City programs
- Comparing such outcomes with benchmarks and targeted goals
- Developing explanations of analysis and results

The results-based management approach will allow the City to adapt to change and achieve its desired goals. The pursuit of such a management approach is characteristic of a “learning organization”. According to Peter Senge (1990), a learning organization is one where people continually expand their capacity to create the results they truly desire.

The City of Newburgh recognizes diversity as a crucial element to community wellbeing and vitality. The City is committed to promoting policies and programs which support individuals of diverse ethnic, cultural, and socioeconomic backgrounds and which bring people together in meaningful and substantive ways. For example, the City strives to appoint members of different ethnic and socio-economic backgrounds to its various advisory boards; and the City gives legally sanctioned preferences to women and minority-owned businesses in the awarding of municipal contracts. The City seeks to distinguish itself as a community known for encouraging human decency, inclusiveness, equality, fairness, compassion, and hope.

## **Governance Goals, Targets and Strategies**

**Goal 1** - Establish a system that fairly represents all City citizens, and review other issues related to accountability, responsiveness, openness and effectiveness that can be addressed in the Charter.

### **Target –**

- On a regular basis, no less frequently than every five years, the City Charter shall be reviewed to revise provisions and language which has become archaic and/or inapplicable or inconsistent with current practices.
- Continuously promote social justice through City planning and programs

### **Strategies -**

- The City forms a Charter Review Commission to present recommendations to the City Council and with Council's approval submit same to a public referendum.
- Continue to have the City Council recruit residents with commitment and expertise, and appoint such residents to committees and commissions.
- Conduct extensive outreach and education regarding charter review in the year leading up to a referendum.
- Promote, assist and encourage participation in neighborhood associations.
- Actively outreach to minority applicants and improve resident recruitment efforts
- Employ a wide variety of media and methods to notify the public of available commission positions, and in particular reach out to groups that historically have been underrepresented, utilize technology and language translation services
- Foster a workplace environment of trust which encourages diversity and supports individuals of diverse ethnic, cultural, religious, and socio-economic backgrounds on the job for the city
- Establish a diversity task force tasked with ensuring fairness in hiring practices.

**Goal 2** - Improve notification, information, and other methods for community input in decision-making processes, and employ various technology and media as a tool for community participation.

### **Target –**

- Increase voter turn-out to 140% of 2007 turnout by the year 2025.

### **Strategies –**

- Work with businesses and organizations outside of City Hall to make the citizenry aware of upcoming elections, employment opportunities and other forms of local government participation.
- Through coordination with the Orange County Board of Elections the City works to attract entities such as the League of Women Voters to increase voter outreach and participation.

- City Board members are encouraged to attend SEQRA related training workshops. All members of required boards (Planning Board, ZBA etc.) at a minimum receive four hours of training per year as mandated by NY State and City law.

**Goal 3** - Continue and enhance the cooperation and collaboration among public agencies, residents, and civic organizations.

**Target –**

- By 2010, each of the neighborhoods in Newburgh has an active neighborhood association that regularly meets with City officials about neighborhood concerns and citywide issues.

**Strategy –**

- Block leaders and neighborhood associations are created that are responsible for communicating with neighborhood residents about citywide issues.

**Goal 4** – City Council shall ensure high standards of performance by all city departments, city boards, commissions and committees.

**Target -**

- By 2009 institute a results-based management approach

**Strategies**

- Explore a performance review process based on national best practices.
- All City Departments create specific yearly goals and objectives derived from the Master Plan as part of their annual work plan.

**Goal 5** - The City of Newburgh will update and, if necessary, revise its land use and zoning regulations to conform with and support the policies of the Master Plan.

**Target –**

- By December 31, 2009, the City of Newburgh will complete the companion land use plan of the master plan.
- The City of Newburgh will explore the revision of a zoning ordinance immediately upon the finalization of the land use plan.

**Strategies**

- By January 30, 2009 the City of Newburgh will form a land use and zoning plan advisory committee which will assist in the development of the plans.
- In consultation with the Advisory Committee, the City of Newburgh will award and contract for limited consulting services to assist in the preparation of the land use plan.
- The City of Newburgh will provide the necessary staff and resources to complete all aspects of the land use and planning regulations.
- The City of Newburgh secures and/or identifies funding to support the revision of the City's zoning ordinance for implementation as soon as is practicable.

# Housing

## Introduction

Safe, habitable and affordable housing is a fundamental human need. Thus, adequate housing, meeting the needs of the citizens of the City of Newburgh is crucial. The current and future quality of life, economic competitiveness and social characteristics of the City are a function of the housing type and balance of housing in the City.

The City of Newburgh contains a fairly even distribution of housing choices in terms of single and multifamily residences. With regards to housing challenges facing the City, chief issues are the condition of existing housing infrastructure, absentee landlords, home ownership rates and aesthetic conditions. Although a large portion of the City's housing stock was constructed prior to 1940, continued rehabilitation efforts have allowed many of these units to retain their aesthetic and structural vitality while others have experienced varied levels of deterioration. A challenge for existing homes and their residents presents itself in terms of not only rehabilitation efforts, but increased energy efficiencies and the incorporation of green building principles with historic preservation. Housing in the City of Newburgh is affordable in relation to housing prices in Orange County however the housing is not affordable for purchase by lower income residents of the City and is a function of individual economic hardship.

Therefore, the City of Newburgh must have the mechanisms in place that allow for a continuum of housing choices that meet the needs of the community. This continuum should encompass having pride in one's home located in a walkable, safe neighborhood. The City should also work with homeowners to educate them on the available programs and opportunities to upgrade housing conditions and increase their efficiencies.

## Continuum of Housing

Providing a mix of housing types is important to any community that wants to be responsive to the present and future needs of its residents. It is beneficial to both the community in general and individual households. A variety of households can be the backbone to walkable neighborhoods and public transit. For individuals progressing from one stage in life to the next, a variety of all housing types enables people to live in housing that suits their needs and desires while allowing them to maintain neighborhood bonds.

The City of Newburgh must not be a community that targets one population. An essential element which directly affects quality of life is diversity of housing and income. Emphasizing one housing option at the expense of another is not effective because no specific type of housing works for an individual at every point of their life nor does one housing type work at all times in an economic cycle. A sustainable continuum of housing provides a balance that addresses the City's homeless, those requiring supportive/transitional/subsidized housing, affordable housing, workforce housing and a healthy market rate of housing supply. It also contains policies and support for upward movement along the continuum.

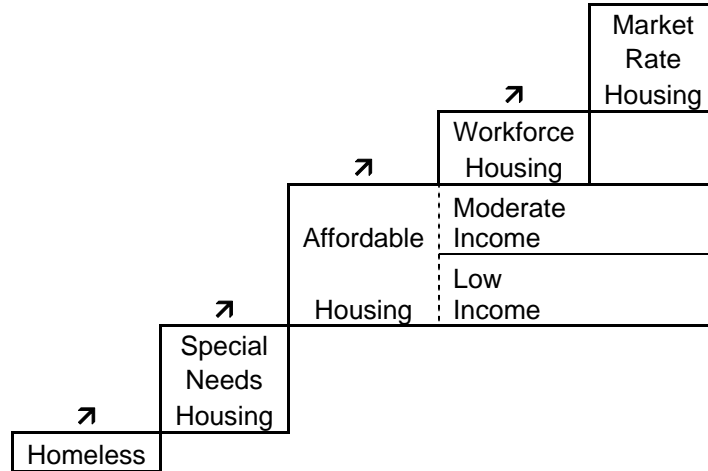
The development of a Continuum of Housing Plan, updated every three years, would provide the following:



- Housing affordability
- Amount of existing housing on the continuum
- Regional demand for each form of housing
- The City of Newburgh’s percentage of each form of housing in a regional context
- Inform inclusionary zoning provisions

This Plan will inform policy to achieve a balance of housing on the continuum.

**Table 3-1: Continuum of Housing**



**Definitions -**

There are no standard definitions of affordable housing. For the purpose of informing the Continuum of Housing Plan and because the City of Newburgh recognizes the importance providing quality housing opportunities, affordable housing shall refer to a single or multi-family housing unit that is owned or rented by an eligible household and priced so as to be affordable to the people who live and work in the City of Newburgh who cannot otherwise afford market-rate housing. Table 3-1, above, depicts the range of affordable housing needs, from low-income to workforce housing. The area median income shall be reflective of the Orange County median household income established by the US Census.

**Low Income** - Dwelling units constructed for individuals and families whose annual household income does not exceed 60% of the area median annual income for their household size (based on U.S. Census and as updated by HUD).

**Moderate Income** - Dwelling units constructed for individuals and families whose annual household income does not exceed 80% of the area median annual income for their household size (based on U.S. Census and as updated by HUD).

**Workforce Housing** - Dwelling units constructed for individuals and families whose annual household income does not exceed 120% of the area median annual income for their household size (based on U.S. Census and as updated by HUD).

The City of Newburgh has a broad range of residential development, providing residents with several housing options. These housing options vary in type and age and should ensure a sustainable supply of quality, and respectfully houses residents from a variety of incomes.

**Table 3-2: Housing Unit Type**

	<b>Number</b>	<b>Per Cent</b>
<b>Total Housing Units</b>	<b>10,479</b>	<b>100%</b>
1 Unit – Detached	2,523	24.1
1 Unit – Attached	706	6.7
2 Units	2,580	24.6
3-4 Units	2,942	28.1
5-9 Units	617	5.9
10-19 Units	178	1.7
20 or More Units	902	8.6
Mobile Homes	19	0.2
Boat, RV, van, etc.	12	0.1

*Source: U.S. Bureau of Census, Census 2000, DP-4*

The housing in Newburgh was built during an era when people usually walked to their place of employment. The housing stock is characterized by a mix of single and multi-family units. Modern technology allows many people to work at home. Furthermore traffic congestion and environmental concerns have diminished people’s willingness to commute to work. Encouraging housing types that emulate single family housing in both appearance and financial benefits can also have the advantage of increased convenience and affordability which would greatly benefit the City of Newburgh. Based on the existing building structures some housing types that may be considered include:

- **Mixed use (housing above retail):** Many of the buildings in the commercial districts contain housing on the upper floors of retail establishments. The redevelopment of these buildings would provide needed housing, retail space and would add to the health of the commercial area due to increased human activity.
- **Big house apartments:** Many of the large homes in the City of Newburgh were originally built to house large extended families. These houses provide opportunities for home ownership by converting these homes into condominiums or apartments while maintaining the appearance of the original large home.
- **Live work units:** These units provide opportunities for people to work from home, sometimes with a complete separate entrance and discreet signage. Usually retail is prohibited and everything from professional services to small manufacturing can be home based.

Housing Affordability Gap: The disparity between income and the cost of housing or the “Housing Affordability Gap” is an ongoing concern for most municipalities. The housing affordability gap is the difference between actual home sale prices and rents and the price households can reasonably afford. Housing affordability is a significant problem especially for low and moderate income households in Newburgh. The ability of a household to find affordable housing can be measured by the housing

affordability gap, housing stock, and the percentage of income spent on housing costs. To address housing affordability all these factors must be addressed collectively.

Despite well intentioned efforts in providing financial assistance, affordable housing remains a serious concern in the City of Newburgh. Providing financial assistance for housing is not the only solution to affordable housing. Another contributing factor which must be addressed by the City is the low median household income which according to the 2000 Census is approximately \$32,000 annually. Considering the County median household income is \$52,000, and that the 2006 median house selling price is \$200,000, home ownership will remain a challenge for many residents of Newburgh. With 30% of Newburgh's population owning homes and 70% renting, Newburgh is faced with the reverse image of the nation's homeownership to renter ratio. It will be problematic to change this ratio if local housing prices and rents continue to be high in relation to the City's low median income.

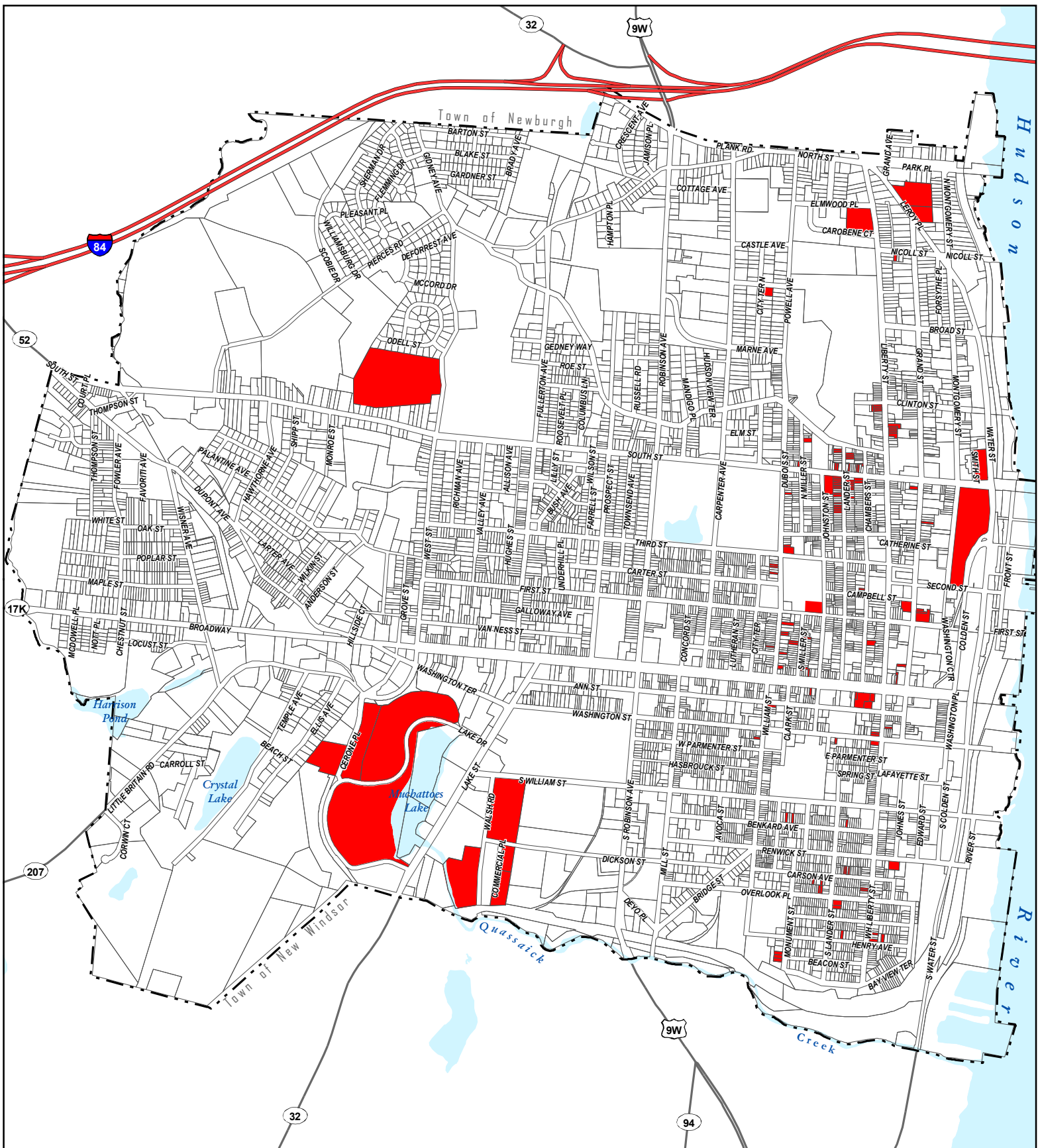
Affordable Housing: Housing affordability is the term used to describe the ratio between household income and the cost of housing. According to the Federal Department of Housing and Urban Development a household should not spend more than 30% of the household's income on housing. Many lending institutions set this ratio lower but consider the entire debt load of the household in their determination of whether a household can afford a house purchase. These limits help define the available choices for housing type and location of an individual or a household residence.

In spite of the number of people paying more than 30% for their housing, the City of Newburgh has a significant number of housing units that receive some type of financial assistance toward their housing costs. Out of 9,197 occupied housing units in the City, 1,685 housing units or 18.3% receive financial assistance. Compared to other municipalities throughout the nation, this percentage is high as might be expected given the rental to ownership ratio (see Map 3-1).

People with Special Needs: People with special needs include people with physical, mental or emotional support requirements. Their living arrangements can range from independent living to supervised living arrangements. Approximately 7,000 persons with disabilities live in the City of Newburgh.

The *Americans with Disabilities Act* and the City of Newburgh's *Fair Housing Ordinance* establish protection for people with disabilities to prohibit discrimination on the basis of a person's disability when seeking housing. They also impose responsibilities on governments to make reasonable accommodations when permitting housing for the disabled and to encourage visitability of housing which was not built for disabled people. Community resistance to these requirements only complicates housing matters. The City should educate its constituents about the needs of persons with disabilities and the requirement of law to provide accommodations for disabled persons. Providing housing for people with disabilities in a City dominated by older buildings is challenging but the City must overcome the challenge if the City of Newburgh is to successfully provide a continuum of housing for its constituents.

Students: The City of Newburgh currently accommodates one private post secondary education institution, Mount Saint Marys College. Coordination with the college is necessary to assess the needs of those seeking residence in the City. Similarly, Orange County Community College's development of a branch campus will allow students to complete their degree in Newburgh. Upon completion of this branch campus, additional demands on the housing market could be generated and should be accommodated through partnerships between the City and college.



NORTH



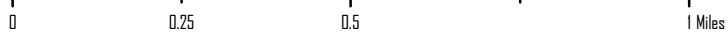
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# FINANCIALLY ASSISTED HOUSING MAP 3 - 1

LEGEND:

- Financially Assisted Housing (As of March 28, 2007)
- Parcel



Date: 11/19/2007  
 Prepared by: City of Newburgh GIS  
 (845) 563-7488  
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Post secondary educational institutions are beneficial for the City because (a) they provide opportunities for students to become skilled (b) provide a skilled work force in the community and (c) they provide economic benefit to the community. As a result it is necessary for the City to support housing needs for both Colleges.

Homeless: Homelessness is a complex social issue. More often than not homelessness is not a lifestyle by choice. Homeless people come from all social and economic backgrounds and suffer a host of problems including mental illness and physical disabilities. Though homelessness affects a relatively small percentage of Newburgh residents, it is a reality which is symptomatic of a more serious issue in the supply of affordable safe housing. Therefore, it is important for the City of Newburgh to provide support services and transitional housing which assists individuals to move toward permanent housing.

According to Orange County Department of Social Services, in 2004 529 households in the City of Newburgh sought transitional housing assistance and an additional 26 households were deemed to be long term homeless and outside the reach of social services. Of those who requested assistance, 99 were placed in transitional shelters, 247 were placed in hotels or motels and the remaining 183 did not qualify for assistance. Because Orange County received an exemption from conducting its annual street census in 2005, current homeless data is unavailable at the County level.

A local street count was completed by a group of volunteers in the City of Newburgh on November 11, 2005. The count indicated 62 people were living on the street or in vacant buildings ranging in age from 20-65. Of the 62 counted, 40% were Hispanic, 40% were African American or Afro-Caribbean and the remaining 20% were Caucasian. In addition, another 15 Newburgh homeless people were given accommodations by the Orange County Department of Social Service in motels and 16 were hosted by the Emergency Housing Group in Middletown.

The City of Newburgh addresses most of its core needs for the homeless and housing related services through a partnership with the Orange County Continuum of Care Consortium, a partnership of public, private and non-profit agencies dedicated to responding to the housing needs of the County's homeless and low income population. The Consortium develops an annual plan to address permanent and transitional housing, as well as services that include health care, mental health counseling, substance abuse treatment, education and employment counseling. The homeless crisis support services of the Consortium include five transitional housing facilities which provide support services and emergency shelter. Integrative case management, counseling, social supports and workplace readiness development are provided by the Newburgh Ministry. The Ministry operates a drop-in center providing telephone access, a thrift shop, and a learning center for children.

Despite all these efforts, a solution for housing the homeless in the City of Newburgh remains a challenge. This is unfortunate because an individual's quality of life is determined or influenced by their housing situation. Homelessness is the lowest rung on the housing ladder. If an individual is to advance to a higher rung, ample housing opportunities coupled with counseling are necessary to help such advancement. As a result the City of Newburgh will have to address homelessness in order to achieve a balance of housing within the City.

### **Existing Housing Infrastructure**

The condition of Newburgh's housing stock varies greatly throughout the City. An examination of several census factors, including age of housing and overcrowding, provide an estimate of substandard units in Newburgh. According to extrapolated census data, 1,618 units, representing about 15% of the

housing stock, are substandard. To estimate the figure representing buildings that are substandard, the City defined substandard as all units identified by the census as overcrowded (in excess of 1.51 occupants per room) and 20% of all pre-1940 housing. Criteria used to determine if substandard units are suitable for rehabilitation include the degree to which a building is deemed substandard. This includes structural characteristics, projected cost of rehabilitation and whether the market will support this cost. Based on the past experience of the City of Newburgh Community Development Agency, 85% of all substandard housing units are suitable for rehabilitation.

**Table 3-3: Housing Unit Construction**

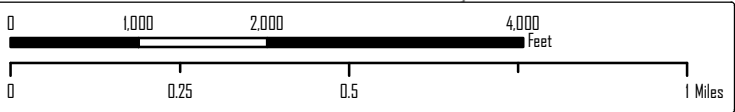
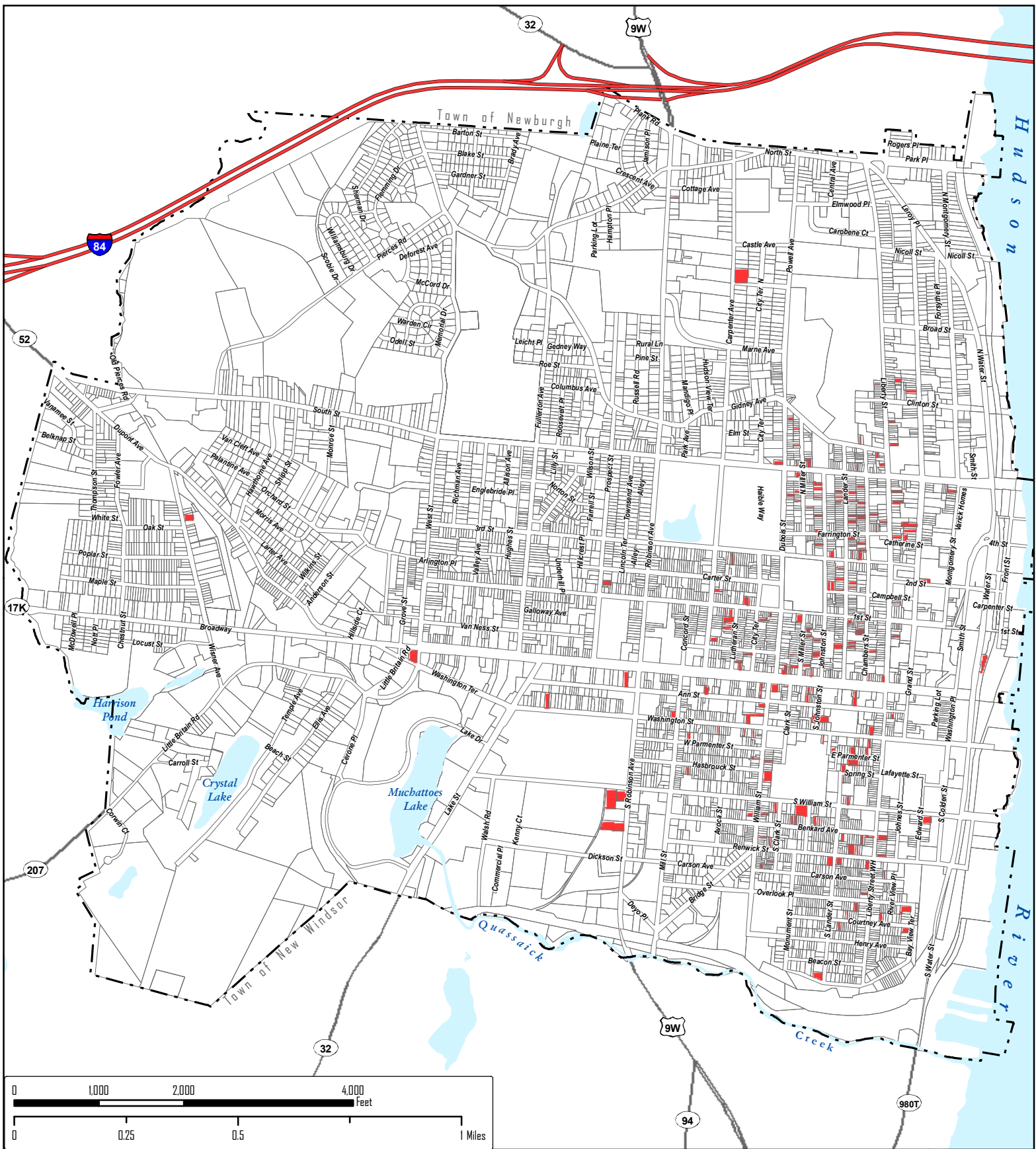
	<b>Number</b>	<b>Per Cent</b>
<b>Total Housing Units</b>	<b>10,479</b>	<b>100%</b>
<b>YEAR STRUCTURE BUILT</b>		
1999 to March 2000	39	0.4
1995 to 1998	266	2.5
1990 to 1994	137	1.3
1980 to 1989	538	5.1
1970 to 1979	878	8.4
1960 to 1969	1,001	9.6
1940 to 1959	2,445	23.3
1939 or earlier	5,175	49.4

*Source: U.S. Bureau of Census, Census 2000, DP-4*

The citywide trend of vacant or abandoned housing is strongly connected with deteriorated quality, compounded by numerous absentee landlords. The City recognizes the direct relationship between the deteriorated buildings and inordinate restoration and renovation costs incurred in the redevelopment of such buildings. The City also recognizes the negative effect of blighted buildings within the community. The majority of the buildings identified in the vacant building registry (Map 3-2) are blighted and need serious repair before anyone can live in these buildings. There are currently 165 buildings on the registry, a 34% reduction since the inception of the registry.

The City has learned that the financial challenges presented by the vacant properties owned by the City of Newburgh make it nearly impossible for the average individual who lacks the knowledge and resources to reconstruct heavily stressed properties. Therefore, a partnership between the City of Newburgh and both the private sector and non-profits are likely to bring the expertise and diversity needed to redevelop these buildings. These efforts are further described under the *Ownership Patterns Heading* section entitled Partnerships on page 60.

Clearly, addressing homeownership and redeveloping vacant and blighted buildings in the City requires a creative and proactive approach which recognizes the challenges of development within the City of Newburgh and works in partnership with prospective developers to address these matters leading to an improved quality of life.



# VACANT BUILDING REGISTRY

## MAP 3-2

**LEGEND:**  
 Vacant Registry (As of September 2007)

**NORTH**  
  
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Date: 9/26/2007  
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 G:\Map Gallery\Planning\ VacantBuildingRegistry.pdf

Historic District: The City of Newburgh has a proud history with respect to its unique and authentic building design. These buildings are instrumental in defining the City's culture. To protect these historic buildings the City of Newburgh created a historic district, an Architectural Review Commission (ARC) and design guidelines. Any construction, renovation or rehabilitation on the exterior of a building in the prescribed historic district must be approved by the ARC based on the design guidelines. This process is intended to protect and preserve the buildings within the district. In spite of these efforts, many buildings within the district remain underutilized due to deferred maintenance and neglect.

Years of neglected maintenance or abandonment requires thoughtful reinvestment to bring the historic resources into functional contributors for a brighter future in the City of Newburgh. The ongoing challenge for the City of Newburgh is to protect the buildings while not creating a hardship for people interested in doing work on buildings within the historic district. Perhaps the biggest challenge will be recognizing the benefits of providing incentives and eliminating disincentives regarding construction in the historic district. Recent discussions with outside planning experts suggest the city classify the health of the buildings according to various categories. This would provide a basis to ascertain the degree to which the work must be completed. It would also be foundational in determining if a building should be demolished. This approach is strongly influenced by the economic climate but would provide a means to encourage affordable and flexible redevelopment in the historic district.

Code Enforcement: Poor housing stock and its environs exert a major influence over the quality of life within a neighborhood. Sub-standard housing stock jeopardizes health and poor design encourages crime. In addition, neighborhoods that appear run down reinforce negative attitudes and undermine local confidence. As a result it is necessary for the City of Newburgh to apply strict code enforcement to improve and maintain quality housing stock.

The Code Department for the City of Newburgh receives guidance with respect to home construction and repair from the *New York State Building Code*, *New York State Fire Code* and the *City of Newburgh Building Code*. The Code Department serves three main functions:

- The department reviews plans for new housing construction projects to ensure compliance with state and local codes.
- The department enforces code for violations regarding maintenance, safety, sanitation and quality of life on existing buildings. In most cases the violations can be resolved but in instances where dilapidated buildings are deemed unsafe the solution to the violation can be demolition of the structure.
- The department is responsible for ensuring compliance with land use regulations.

## **Ownership Patterns**

Ownership versus rental: Historically real estate has been one of the safest investments for increased financial equity, but the age old question of buying or renting still plagues many people. The ratio of housing tenure in Newburgh is approximately 70% rental verses 30% ownership. Unfortunately this relationship does not support home ownership and the associated benefits. Although the Census Bureau indicates home ownership is among the highest recorded, significant barriers exist for first time home owners. Barriers such as high property taxes, lack of employment opportunities making financing difficult to obtain and many credit histories are negative or never established. When home ownership is higher in Newburgh the city will gain more respect. In addition, a high percentage of



home ownership enhances the quality of life because it usually means the local economy is strong and neighborhoods are healthy.

Partnerships: Like other communities throughout the region, Newburgh experienced an escalation of housing costs during the 1980's and 1990's. The upward pressure of housing costs in Newburgh can be attributed to a number of factors, some similar to those in other communities and some unique to Newburgh. The "boom" economy which existed throughout most of the 1990's and early 2000's generally resulted in escalating land and housing prices targeted to the most lucrative segments of the market, even in a generally depressed City such as Newburgh. An interest in historic property in Newburgh added to this increase in costs as did a shortage of developable land. The efforts for waterfront renewal fueled by a booming economy have added new hope for new investment and positive economic growth. The on-going challenges to the redevelopment of residential properties in Newburgh, led by the substandard conditions of the stock, can be advanced through partnerships. Partnerships present opportunities for the City to alleviate hardships in rehabilitating the existing housing stock and promoting owner-occupied housing.

Two forms of partnerships have traditionally been successful in the City of Newburgh. The first example comprises public-non profit partnerships. Non profit entities have worked with the City to redevelop city-owned properties and stimulate homeownership, often through the creation of low income housing.

The second example consists of public-private partnerships. Here the City has worked with private developers in the rehabilitation of City-owned vacant structures and properties. Historically, the City has auctioned off individual properties. More recently, properties have been put into bundle packages in an effort to leverage investment from developers with the resources to redevelop multiple properties. These efforts have been more successful than offering single properties at a time. In addition to continuing this form of rehabilitation the City of Newburgh will seek ways to innovatively improve conditions at the neighborhood level. Blighted and vacant City owned properties tend to be clustered in close proximity to privately owned buildings in disrepair which are often on the market. The City recognizes the value of restoring multiple contiguous residences in a neighborhood. In these areas a land assemblage resulting in the acquisition and redevelopment of several adjacent units would be a catalyst of neighborhood scale revitalization. The City will explore working with private developers in a manner consistent with assemblage goals. Potential exists for the City to condition the transfer of one or multiple City owned vacant properties upon a developer purchasing two or more private residences in need of renovation. This will result in the redevelopment of at least three or four adjacent residential units.

First time home owners: Purchasing a home for the first time is a major decision. In many cases, a mortgage payment inclusive of property taxes and insurance but offset by tax savings generated by mortgage interest deductions may be the same or only slightly more than monthly rent. However home ownership builds equity with each payment.

Home ownership provides many benefits both financially and personally. Many Newburgh residents are just shy of the necessary resources to purchase a home. One inhibiting condition is the prevalent single family detached home and zoning that does not support or promote multi-family housing units. Because additional rental income may be all that is needed to enable an individual to purchase a home, the City of Newburgh should explore residential density and the balance of various residential housing districts within its land use ordinance.

In addition to increased participation in several state and private first-time home buyer initiatives, the City of Newburgh must develop and promote local programs to provide additional resources and expertise required for first-time home buyers to purchase or rehabilitate their homes.

Housing Discrimination: The fight against discrimination with respect to housing choice has been characterized by positive change. Perhaps this change can be credited to the *Fair Housing Act* which prohibits discrimination in housing because of (a) race or color (b) place or origin (c) religion (d) sex (e) familial status and (f) handicap. The overarching goal of this Act is to protect an individual's right to equal opportunity regarding housing.

The City of Newburgh recognizes the importance of providing and enforcing high standards of fairness and opportunity regarding the provision of housing to all its citizens. Federal and State laws require that opportunity for safe and affordable housing be available to everyone regardless of their religion, race, color of skin, ethnicity, age, health status or condition, sexual orientation, family composition or socio-economic background or profile.

Pursuant to *Title VIII of the United States Code* and *Section 296 of the Human Rights Laws of the State of New York*, the City of Newburgh adopted a *Fair Housing Ordinance* in 1983. According to this ordinance the City will combat discriminatory housing practices in both the public and private sectors, adopt ordinances and policies which promote the widest possible availability of affordable housing and cooperate with public and private agencies and parties to promote affordable housing and human rights.

There are two facets of protecting the availability of fair housing opportunities (1) active promotion of such opportunities and (2) the active deterrence and enforcement against abusive and unfair practices. Performance of these functions requires a coordinated effort and all involved City officers and departments must cooperate. This coordination and cooperation includes the City Council which is the policy making body, the City Manager who is the chief executive officer of the City of Newburgh and all City staff and agencies contributing to safe and affordable housing. Each of these individuals has a responsibility in the provision of fair share housing.

Strategies designed to be effective in combating abusive practices and discrimination which restrict and diminish fair housing opportunities include:

- Active continuing efforts to enforce local code provisions
- Close and effective cooperation with other law enforcement agencies
- Professional planning combined with well-crafted local legislation to ensure zoning ordinances and implementation procedures which do not have the intent or actual impact of restricting fair housing opportunities
- Adequate supply of housing options and chance for upward movement on the continuum

The City of Newburgh recognizes that it has an affirmative and ongoing obligation to ensure the availability of fair housing opportunities to everyone. The City of Newburgh aims to provide a balance of housing through the adoption and implementation of its policies and programs.

In addition, the City of Newburgh partners with other levels of government and the private sector to develop mechanisms that combat destructive practices that discriminate and prevent fair housing opportunities.

## **Housing and Energy Conservation**

For generations North Americans believed there was an ample supply of available energy and the usage of such had little or no negative externalities. Recent skepticism regarding this belief is driven primarily by cost and negative impacts on the environment.

A significant portion of each household's budget is directed toward energy. Unfortunately, the majority of these dollars do not remain in the local economy; some even leave the country contributing to increased concerns about dependency on foreign sources and economic stability. In addition, much of our energy use generates pollution and/or relies on nonrenewable sources, none of which is sustainable.

Energy efficiency in a home is a family matter. The amount of energy used in a home is a function of appliances used, thermostat settings, insulation and the occupants' habits. Approximately 10 percent of the cost of owning a home is spent on energy. Through smart design it is estimated that energy costs can be reduced by as much as 50 percent. Energy efficient appliances, windows and doors, proper insulation and climate control can significantly reduce costs. In addition, strengthening local building codes is an effective way to reduce residential energy consumption. Careful blending of residential units with work places also promotes energy efficiency.

On the local level, governments traditionally have had little influence on industrial and commercial energy consumption. However, education, incentives and leading by example are practical means towards influencing energy consumption in these sectors. The New York State Energy Research and Development Authority (NYSERDA) offer financial and technical assistance to residents to address energy and environmental needs. Incentives are available through a number of programs for various projects and initiatives such as new construction, energy efficiency improvements, wind and solar systems and energy audits.

## **Housing Goals, Targets, and Strategies**

**Goal 1** – A continuum of housing opportunities, in terms of form, balance of ownership and rental and affordability will be provided and maintained to meet the present and future needs of residents. This continuum will include: emergency and transitional housing, supportive housing, housing that meets the needs of individuals with all forms of mental, physical, and/or social special needs, public housing, affordable and market-rate housing.

### **Targets -**

- By 2009 the City will develop a '*Continuum of Housing Plan*' which will be reviewed and revised every three years and, at minimum, will address the following:
  - Current inventory of housing by affordability, type and scale.
  - Targets for ensuring on-going and continuing supply of varied housing options to meet the current and future needs of residents.
- By 2010 the City will adopt a program which includes recommendations, incentives and requirements, to encourage development which addresses visitability and accessibility for the disabled.
- By 2016 no citizen of the city will be unsheltered except those individuals unsheltered by choice.
- A complete continuum of housing will be achieved by 2020

- By 2020 approximately 10% of each census tract will contain permanent affordable and special needs housing opportunities.

#### **Strategies -**

- Develop a Housing Consortium to assist in meeting the goals of the Continuum of Housing Plan, whereby the members of the consortium represent all levels of the Housing Continuum.
- Facilitate re-use of vacant, abandoned, tax delinquent and publicly owned properties to support the continuum of housing within areas designated for residential and/or mixed-use development. This shall include instances where land assemblages of City owned properties and residences on the market can be achieved.
- Provide assistance to interest groups, special needs groups, non-profit groups and the private sector to provide housing opportunities at each level of the housing continuum. Such assistance will include technical assistance, incentives and partnership arrangements.
- Develop an Accessibility/Visitability Program with input from the local design, construction and development community as well as members of the disabled community and their advocates that include required and recommended practices and incentives that are intended to improve access for individuals with disabilities.
- Seek educational programs and pursue grants that further efforts to meet the City's continuum of housing needs.
- Advocate for continued supportive services provided by Orange County for individuals with special needs that place them at risk of homelessness.
- Continue participating in the Orange County Continuum of Care Consortium.
- Explore the introduction of inclusionary zoning measures in larger development projects based on recommendations from the '*Continuum of Housing Plan*'
- Promote the Fair Share Housing Doctrine to ensure equal access to housing opportunities is available throughout the city.

**Goal 2 -** Newburgh's housing landscape supports the city's vision as a pedestrian friendly, livable, high quality and fully integrated community which is in harmony with the natural and cultural environment.

#### **Targets -**

- By 2011 the size and number of zoning districts is balanced to accommodate all types of land use, including mixed-use development.
- By 2012 the City will develop a transportation plan that supports the city's vision for integrated neighborhoods by providing a variety of options regarding modes of transportation.

#### **Strategies -**

- Encourage a variety of housing and mixed use developments that aims to establish a balance between regional and community needs.
- Provide flexible zoning and land use ordinances that support a walkable, livable, high quality and fully integrated community (i.e. smart growth, new urbanism and sustainability principles). These modifications shall follow the adoption of the land use plan.
- Encourage development that efficiently uses sewer, water, transportation and all other infrastructure.
- Promote mixed use development to increase opportunities for working at home, living close to work and to encourage walking and cycling for local travel needs.
- Develop strategies that enable the housing landscape to maximize the protection and enhancement of the natural environment.

**Goal 3** - The existing stock of housing will be conserved, maintained, replenished and expanded. New housing supply will be encouraged through intensification and infill that is consistent with this Plan and architecturally sensitive to the surrounding environs.

**Targets -**

- The future land-use plan in 2009 shall assess where residential development can be accommodated at increased densities in appropriate areas.
- The 2010 Census reflects the upward population trend experienced in 1990 and 2000, signifying increased investment in the City of Newburgh.
- By 2014 the number of vacant residential buildings in the City will be reduced by 75% from end of the year 2007 figures.

**Strategies -**

- Areas for mid to high density infill development are identified based on their proximity to the Broadway Corridor and ability to bring vitality to the business district.
- Develop a comprehensive historic preservation strategy to address the economic, educational and housing impact of historic preservation.
- Revisit and, if appropriate, redefine the boundaries of the historic district in order to reassess properties and neighborhoods.
- Provide support for rehabilitation of homes in the Historic District by marketing the New York State Historic Home ownership Tax Credit program
- Ensure the maintenance and rehabilitation of existing housing stock through the enforcement of the City of Newburgh Zoning Ordinance. This shall not preclude the demolition of existing housing that has deteriorated to the point where it represents an irremediable safety or fire hazard.
- Create a "Youth Build Newburgh Campaign" to partner Newburgh's most at risk youth population with the trade unions to fast track their education and mentoring in the trade occupations.
- Develop innovative ownership alternatives to fee-simple homeownership and for-profit rentals, such as community land trusts, limited-equity condominiums and cooperatives.
- Encourage organizations to start home rehabilitation programs to combat abandoned and neglected property issues.

**Goal 4** – Harmonious uses are permitted within the city to increase efficiency and affordability for people to redevelop property consistent with the intent of this plan.

**Targets -**

- By 2010 the zoning ordinance and other city land use regulations have been revised to facilitate rehabilitation of housing and other buildings.
- By 2008 design guidelines for the City's Historic and Waterfront Districts have been drafted and adopted.
- By 2008 the city's development approvals process is coordinated and explicit in order to facilitate construction efforts in the City.

**Strategies -**

- Flexible codes and a more efficient permit process promote affordable housing and the re-development of historic properties.
- Revise zoning to support the subdivision of units that may cause economic hardship as solely single family homes.

- Amend zoning to encourage consideration of a mix of housing types, density, and scale.
- Develop educational tools for property owners within the Historic District to understand the economic value of historic preservation and the approvals process involved in the rehabilitation of historic properties.
- Implement an educational and outreach program for property owners to understand and navigate the public approvals process (i.e. Architectural Review Commission, Zoning Board of Appeals).

**Goal 5** - Assure long term availability of affordable housing opportunities.

**Target -**

- By 2010 the City has explored adopting affordable housing provisions into the ordinance which will establish a mechanism for creating and supporting permanently affordable housing opportunities.

**Strategies -**

- Take action to create housing units that are permanently affordable through the support of a Community Land Trust, cooperative housing, and other forms of local ownership.
- City owned properties, and properties that have been returned to the City by people who have failed to renovate the properties (the ‘reverters’) can be transferred to the Community Land Trust and other housing organizations to provide the housing units needed for permanent affordability.
- Explore options and create housing units that are permanently affordable through the use of methods including but not limited to inclusionary zoning ordinances, Community Land Trust, cooperative housing and other forms of local ownership.
- Assist non-profit housing providers to locate and acquire housing in neighborhoods where affordable housing is limited.

**Goal 6** - Empower residents to purchase and retain private market homes.

**Target -**

- By 2040 70% of all single family housing units will be owner occupied  
60% of all two family homes will be owner occupied  
50 % of all three and four family dwellings will be owner occupied.

**Strategies-**

- Support home ownership for the working poor through programs in higher education and job creation that increases individual income.
- Provide incentives for existing landlords to implement rent to own programs for their tenants.
- Support a program in coordination with private and public employers to encourage employees to purchase homes in the city through grants, mortgage assistance program, or the sale of city properties (i.e. to St. Luke’s Hospital & Mount St. Mary’s homebuyer assistance program).
- Provide financial and technical support for the renovation of both rental housing and owner-occupied homes for income eligible residents.
- Expand the availability of Spanish language information about housing policy, programs, and opportunities.
- Build the capacity of nonprofit organizations engaged in housing and related services and/or community development through investments targeted at increasing their financial or professional capacity.

**Goal 7** - All residents of Newburgh have safe, energy efficient homes that support preservation and sustainability of public health and the environment.

**Targets -**

- By 2011 the City will adopt a program which includes requirements, recommendations and incentives to encourage the development of "green" buildings.
- By 2015 the number of health and safety code violations pertaining to residential housing will be reduced by 10 compared to the number of violations in 2006.
- By 2015 the City of Newburgh will be recognized nationally as a city which integrates green building design principles with historic preservation.
- By 2020 the amount of fossil fuel consumed for residential heating in the City of Newburgh will be reduced by 20%.

**Strategies -**

- A Green Building Program will be developed with input from the local design, construction and development community. The Program will include required and recommended practices and incentives that are intended to reduce life-cycle environmental impacts associated with the construction and operation of residential, commercial and municipal developments and major renovation projects in the city
- Support the use of HOME, low-income housing tax credits and other applicable programs to stimulate rehabilitation of housing that are currently in a substandard condition.
- Work with private financial institutions to implement programs for Energy-Efficient Mortgages and Location – Efficient Mortgages encouraging homeowners to save energy and reduce commuting costs where possible.
- Implement an educational and outreach program to encourage energy efficiency practices. This will include the promoting of a shift to sustainable construction and development through leadership and partnerships.

**Goal 8** - Encourage and support housing development through a coordinated effort from all levels of government which implements a range of strategies including effective taxation, regulation, administrative policies and incentives.

**Target-**

- Recognizing housing as a regional issue, by 2011 the City will present the '*Continuum of Housing Plan*' to the County to facilitate discussion regarding regional housing issues and enable the city to meet the goals of this plan.

**Strategies -**

- Advocate for the establishment of an inter-municipal task force to develop joint policies and initiatives which address the housing needs of the area.
- Assist the County in the coordination of the Inter-municipal Task Force as a forum for sharing information on local housing strategies, identifying potential conflicts and developing ways to ensure that local housing plans effectively address current and future housing needs.
- Advocate for the development of a fair share housing strategy that supports the city's ability to meet the goals of this plan.
- Identify ways to work cooperatively with the County to deconcentrate low income housing and help families move from subsidized housing to non-subsidized housing.

# Natural Environment

## Introduction

The emergence of sustainable development has introduced a different approach to protecting the environment. Central to this approach is improvement to the overall quality of life, protection of global common goods, natural resources and increased concerns of future generations. It is not an architectural blueprint but a new approach regarding the factors that affect the environment and what people can do to encourage environmental protection. Achieving sustainability requires long-term planning, training and investment. In the spirit of sustainability, the City of Newburgh will improve the community's understanding of its role as stewards of the natural environment for future generations. Accordingly the City will minimize its ecological footprint while maximizing access to nature and greenspaces. Applying the principles of sustainability to each aspect of the natural environment will collectively work towards achieving Newburgh's sustainability.

## Greenspace

Greenspace is recognized for its contribution to the quality of life associated with a community. Communities carefully plan the development and maintenance of their infrastructure to support day-to-day activity and future growth. In the same way, communities need to preserve and enhance their network of greenspace to enrich the quality of life. These greenspaces are vital because they provide clean air, water, and natural resources and can also provide opportunities for leisure and recreational activity.

There is a significant range in the variety of benefits available from greenspace. Some of the roles of greenspace include:

- Contribution to the health and maintenance of ecosystems and people
- Contribute to biodiversity
- Provide a quiet leisure retreat and
- Provide exercise, alternative transportation and recreational opportunities
- Improved air quality

A greenspace network of connected and protected natural areas and open spaces improves environmental quality and provides recreation opportunities. Newburgh's greenspace includes open spaces, parks, rivers, preserves, streams and other natural areas. Below is a summary of our environmental assets.

Open Space: The majority of the City of Newburgh is characterized by its dense urban fabric. Exceptions are areas on the periphery of the City including the greenbelt along the Quassaick Creek and the open spaces associated with Snake Hill in the western portion of the City. The Quassaick Creek has endured an intensive legacy of environmental degradation. The creek and its watershed, however, have retained significant biodiversity and natural beauty. As envisioned by the Quassaick Creek Estuary Preserve Coalition, an estuary preserve, mill trail, interpretive center and trailhead park that is accessible to all, associated with the creek corridor would be beneficial to the City of Newburgh. The success of this project depends on the intergovernmental efforts of the City of Newburgh, Town of New Windsor and Orange County regarding restoration of the area's



environmental quality and their leadership to encourage residents, student projects and business support to restore and maintain the corridor.

Snake Hill and the open space associated with Crystal Lake form an opportunity for a balance between conservation, development, and recreation. The Crystal Lake/Snake Hill area is characterized by its natural beauty and pristine environment. The future development of adjoining lands depends on the current and future zoning to provide appropriate buffers and respectful land-uses.

The concept of “Open Space Development Design” is one method for protecting the environment. The guiding principle of this method requires the removal of all environmentally and culturally sensitive lands and only permitting development on the remaining lands. The area surrounding Crystal Lake should be targeted for cluster development enabling the developer to build units under a dense spatial arrangement occupying less land area yet protecting the natural environment.

Snake Hill is characterized by steep slopes. Development on steep slopes, generally defined as exceeding 25 percent, should be discouraged as the costs for house construction; streets and infrastructure exceed the economic and environmental benefits. Revising the zoning to allow for a conservation subdivision, encourages an open space development design, enabling residential uses, while planning for protection of Crystal Lake as a park component. Preserving open spaces requires a strategy whereby policies to acquire and lend support to maintaining park land and natural resources for public use and enjoyment are in place.

Plazas: Plazas and squares contribute common open space within dense urban settings. The City of Newburgh would benefit greatly from an increase in such amenities, which provide leisure, aesthetic value and opportunities for social interaction. The potential to incorporate plazas or squares into urban design applications in the City of Newburgh exists in private and public projects. The City shall explore options for providing incentives to new projects, such as reduced parking requirements or density bonuses. Priority should be given to the incorporation of plazas as a form of public space into all municipal projects.

Parks: Parks and leisure areas are an important component of the greenspace network which provides places for formal and informal gathering, as well as active and passive recreational activities. Parks and leisure areas, including city parks and sports fields, contribute to the quality of life by providing people with the greatest and most immediate contact with nature. While their contribution to the ecosystem and the overall city is imperative, each may play a different, but complimentary role. Parks are a public good, a necessary ingredient of the built, urban environs. Parks and open spaces range in size and scope of uses and activities. From neighborhood pocket parks to office/retail courtyards, to sports fields, these lands are places where people can appreciate nature and support the local ecosystem. In order to meet the City’s needs, park and leisure areas should:

- Be accessible and cognizant of the accessibility needs of disabled persons
- Be of sufficient size, shape and quantity, connectedness
- Contain landscape amenities
- Be equitably distributed and well integrated throughout the City

Currently there are several active and passive parks within the City of Newburgh (see map 4-1). These parks and open spaces offer residents, workers and visitors a wide range of experiences from the intimacy of Downing Park to participating in or watching a sports activity at Delano-Hitch Recreation Park. This City of Newburgh currently contains 341 acres of parkland. This includes approximately 32 acres of active parks and 309 acres of passive parks. The greater percentage of City-owned passive

NORTH

Cronomer Hill & Algonquin Park

TOWN OF NEWBURGH

Powelton Country Club

# PARKLAND MAP 4-1

## LEGEND:

- Active
- Passive
- National Landmark
- Regional Park
- Private Recreation

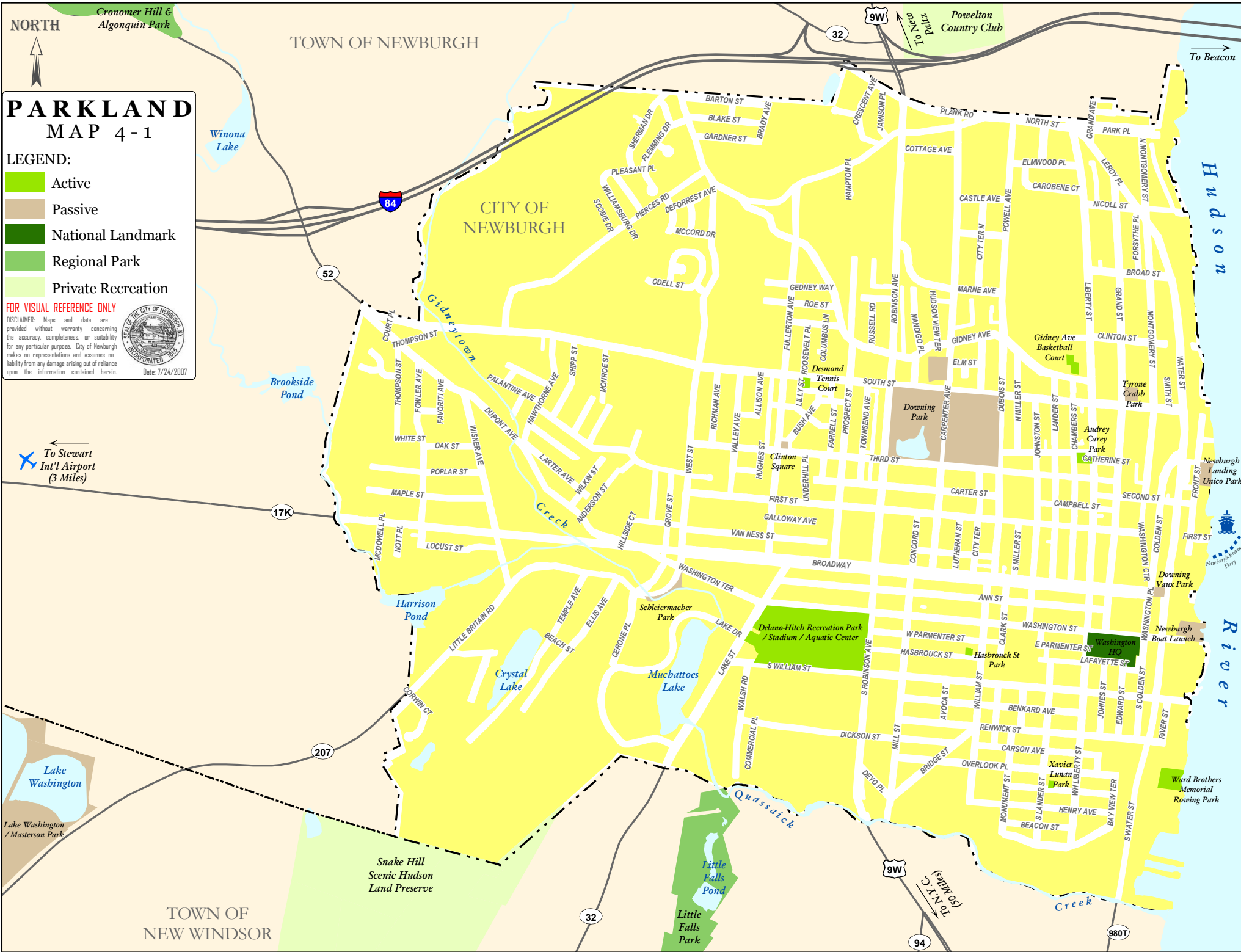
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Date: 1/24/2007

←  
To Stewart  
Int'l Airport  
(3 Miles)



TOWN OF NEW WINDSOR

To Beacon

Hudson

River

Little Falls Park

Little Falls Pond

parkland, however, is the area surrounding Washington Lake which is 270 acres in the Town of Newburgh.

The Hudson River: The City of Newburgh recognizes and respects the natural beauty associated with the Hudson River. As such the City has embarked on updating the Local Waterfront Revitalization Plan (LWRP) in 2008. The revised LWRP will compliment this document upon its adoption. The LWRP will guide policy associated with the Hudson River by balancing economic development that reduces or eliminates environmental harm and enhances the quality of life for all in the City of Newburgh. The Master Plan supports land uses that give preference to water dependent and water enhanced uses, which is a major tenet of the LWRP.

The Hudson River provides the backdrop of stunning views from several vantage points in the City which fall primarily within the LWRP boundaries. Several of these views are protected by a View Preservation Overlay District in the zoning ordinance. This ordinance is based on the policies and principles within the LWRP and is intended to ensure any view is not prohibitively interacting with potential development, particularly on former urban renewal portions of the City.

### **Air Quality**

Air pollution is detrimental to human health, and damages all the elements of the ecosystem. The City of Newburgh is vulnerable to the effects of ground level ozone, a major precursor to smog. Ozone is produced when higher temperatures and strong sunlight react with hydrocarbons and nitrogen oxides, worsening air pollution and triggering respiratory illnesses such as asthma.

Air quality in Orange County is regulated through implementation of the federal *Clean Air Act*. In 1970, Congress passed the *Clean Air Act* that authorized the Environmental Protection Agency (EPA) to establish National Ambient Air Quality Standards (NAAQS) for pollutants shown to potentially threaten human health and welfare.

The Department of Environmental Conservation (DEC) is responsible for periodically monitoring pollutants in Orange County. If monitored pollutant concentrations exceed the standard a specific number of times over a three year period that particular area must be designated a non-attainment area by the EPA. According to National Ambient Air Quality Standards (NAAQS), the City of Newburgh, located in Orange County, is part of the Poughkeepsie Moderate Ozone Non-Attainment Area and the NY-NJ-CT Severe Non-Attainment Area for fine particulate matter (PM2.5). A non-attainment designation carries certain regulatory consequences

Firstly, a non-attainment area must show its long range transportation plan (road building, widening and repairs) will not result in increased pollution. This is referred to as transportation conformity and is the responsibility of the Orange County Transportation Council (OCTC), Orange County's Metropolitan Planning Organization. If a non-attainment area cannot show transportation conformity the area becomes ineligible for Federal highway funds.

Secondly, any "point source" industry (an industry that produces air quality emission and requires an air quality permit) wishing to expand or locate in the non-attainment area will be subject to a new source review. The economic costs of non-attainment can be significant as industries may look elsewhere before locating within a non-attainment area. In addition, non-attainment could have a negative effect on the area's employment and housing values.

Immediate steps can be taken to protect the City and regions air quality. These include implementing anti-idling laws into the City Zoning Code, interconnections of multi-purpose paths, designated bike lanes, park and ride facilities and greening the City through a comprehensive tree planting agenda. Tree planting has been shown to reduce the levels of pollutants in urban areas as well as reducing surface temperatures thus improving the overall air quality of the City. The City’s Shade Tree Commission was responsible for the planting of 157 trees in 2007. In addition the City should amend site plan requirements to require new development to incorporate adequate shade tree plantings into their design.

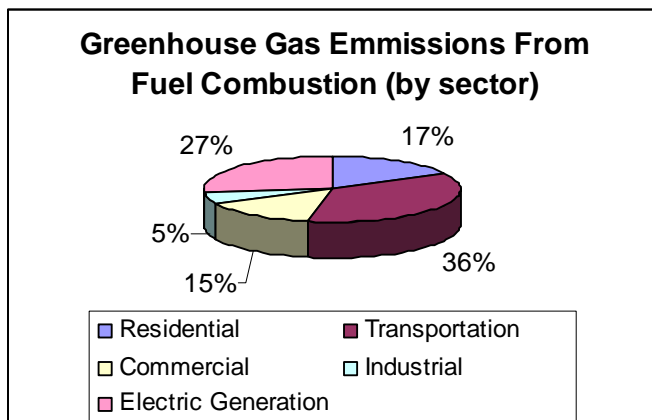
## Climate Change

The phenomenon of climate change is one of the most written and talked about environmental concerns of modern times. Climate change not only refers to the continuous increased temperature on or near the earth’s surface, but also the uncharacteristic change in weather patterns. The broad acceptance of climate change is based on overwhelming scientific research. Climate change is caused in large part by human activity and it will have many serious and damaging effects on future generations.

Carbon dioxide (CO<sub>2</sub>) has always been present in the atmosphere keeping the earth hospitable by trapping heat. Yet, since the industrial revolution, emissions of these gases from human activity have accumulated steadily trapping more heat and creating a natural greenhouse effect.

Although climate change is a real problem there are many opportunities available to minimize climate change. At a national level, the direction of policy that will be taken as a reaction to climate change is unclear. However, states and other regional entities are taking it upon themselves to establish policy. For example, the State of New York is a member of the Regional Greenhouse Gas Initiative (RGGI) which is a cooperative effort by Northeastern and Mid-Atlantic states to reduce carbon dioxide emissions. In 2005, the governors of Connecticut, Delaware, Maine, New Hampshire, New Jersey, Vermont and New York signed a Memorandum of Understanding (MOU) agreeing to implement the first mandatory U.S. cap-and-trade program. In April 2007, New York State introduced a comprehensive plan to reduce energy costs and climate change. The plan focuses on energy efficiency, conservation and investment in renewable energy. Many local communities are taking action to fight climate change because they realize their quality of life is at risk should emissions remain unchecked and climate change accelerate.

**Table 4-1: Greenhouse Gas Emissions**



Source: NYSERDA, 2005

According to NYSERDA transportation is the largest contributor of greenhouse gas emissions. The major factors affecting transportation energy efficiency are (1) fuel efficiency of vehicles (2) alternatives to one person occupied vehicles, and (3) density of land use. Local governments do not have the authority to regulate fuel efficiency of vehicles. Individual choices, based on cost savings and environmental ethics have helped reduce fuel consumption per mile. Local governments can, however, wield influence through:

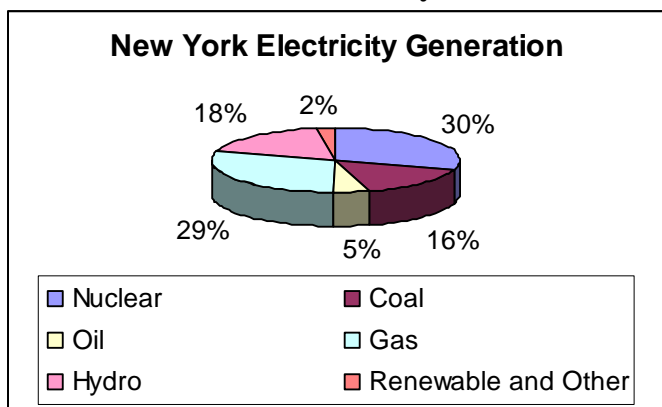
- promotion and planning of better mass transit options
- ridesharing and flexible work schedules, all of which can help towards reducing the number of vehicle miles and congestion
- proper provisions for pedestrian and bicycle traffic can encourage the use of energy saving means of commuting
- land use policies and regulations encouraging high density development close to offices and commercial districts help reduce fuel consumption by reducing overall commuter and shopper mileage

**Energy**

Industrial processes consume about one third of the total U.S. energy supply. New York State is not an extremely industrialized state because only 5 percent of its energy consumption stems from the industry sector. In recent decades the energy used per dollar of goods produced has declined due to less energy – intensive methods of producing products. Although many manufacturers have developed less energy-intensive methods of making their products, the industry sector continues to be a significant source of both conventional pollutants and greenhouse gas emissions. Commercial lighting is an example where an opportunity for conservation efforts exists. Historically, lighting accounts for 40-70 percent of commercial electricity use. Recent advances in lighting technology have shown that it is technically feasible to save up to 75 percent of the electricity used in commercial lighting.

Energy Generation: Electricity is a fundamental enabler of modern society. Power generation equipment, long-distance transmission lines and local distribution systems must all work together to deliver electricity on demand to a range of end users. As new technologies slowly modernize our aging infrastructure, a process largely beyond local control, how we consume energy is a critical issue.

**Table 4-2: New York Electricity Generation**



Source: Energy Information Administration, 2006

Unlike many States, New York does not rely heavily on any one fuel for electricity generation. In addition, New York is a major net importer of electricity from neighboring states and Canada. The City of Newburgh purchases its electricity from Central Hudson Gas and Electric, a distributor that has divested itself of production capability. In New York's deregulated utility climate, electricity goes into the grid and then is purchased by wholesalers for local distribution. A community cannot meaningfully identify its electricity suppliers in any direct sense unless it engages in direct purchase contracts. The awarding of such contracts will be based on a broad range of energy efficiency programs, public education in resource conservation, energy efficient green building technologies, and climate-friendly transportation solutions, which includes support for alternative fueled vehicles.

## **Night Sky**

The night sky is an asset cherished by all in the City of Newburgh and Hudson Valley Region that has been compromised. Sky glow is the result of excessive light levels from human-made lighting. It is the most recognizable aspect of light pollution which is the inefficient, uneconomical use of light that bounces light toward the sky. Light pollution degrades an important aspect of natural heritage – the clear star-filled night sky, a valued natural resource to Newburgh residents.

Light pollution changes the night landscape and the night environment. In many areas the night sky never gets dark. Excessive light levels impact local wildlife and human health by changing their sleep patterns. As a result they become sluggish and have poor concentration. This is often responsible for accidents and lost work efficiency.

Estimated cost of light pollution is in the billions of dollars. The majority of unnecessary light that is directed into the night sky stems from poorly designed street, parking, security and sign lighting. Preserving the night sky and night landscape is a goal of Newburgh. In addition, energy conservation and efficient use of lighting will retain more energy dollars in our own community as well as reduce other problems including increased safety of person and property. As a result many municipalities are adopting ordinances to mitigate the adverse effects of light pollution. The City of Newburgh shall explore the adoption of such an ordinance for new commercial development and regulations for residential lighting.

One effective measure the City of Newburgh shall take towards becoming more efficient and reducing its contribution to light pollution is an upgrading of street lights and traffic signals to high efficiency low emitting downcast lighting.

## **Brownfields**

“Brownfields” are vacant, abandoned, idle or underused parcels of land where expansion or redevelopment is complicated by real or perceived environmental contamination. Allowing these sites to lie dormant can pose serious health and safety risks as well as hinder the rejuvenation of surrounding areas. Because of the real or perceived threat of contamination, these properties are less apt to be redeveloped. Numerous examples, however, have shown that brownfields can be successfully redeveloped, when the contaminants are identified and the stakeholders, including the affected citizenry, take an active role in the redevelopment process.

The presence of brownfields in any community diminishes the property values of the site and the surrounding properties. People living in close proximity to a brownfield are victimized because the value of their land depreciates due to the economic and environmental risk of a brownfield, In essence

the value of their land depreciates and they are trapped within their neighborhood. It is not only important to get these sites redeveloped but to ensure redevelopment is clean and sustainable.

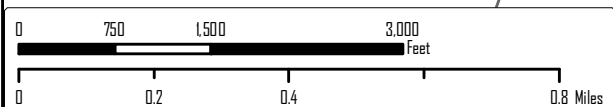
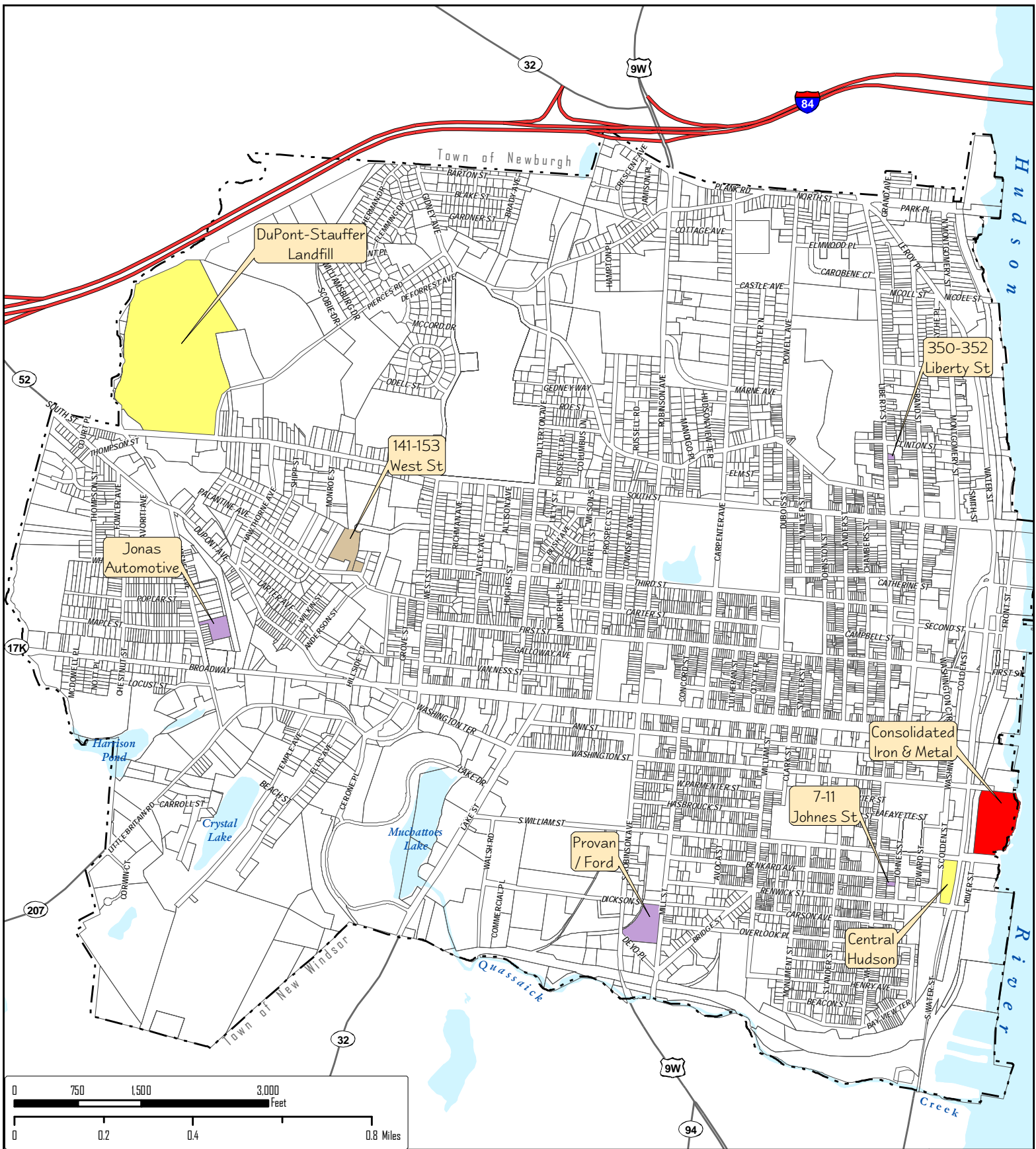
The industrial legacy of the City of Newburgh has produced a range of brownfields that differ in size and degree of contamination (see Brownfield Chart, p.75). Not only are brownfields an environmental problem but the perceived high risks and unknown costs of redeveloping these sites often force developers to seek alternative (greenfield) sites on which to build. This cycle has contributed to sprawl throughout the United States and ignores the fact that many of the brownfield sites can be turned into assets. Newburgh, being largely built out must carefully plan for the re-use of brownfields in a manner consistent with the tenets of this plan. The needs of the neighborhoods these properties are located in must be recognized and planned for. Each reclaimed brownfield should act as a catalyst for neighborhood and citywide revitalization.

The United States Environmental Protection Agency (EPA) established its Brownfields Economic Redevelopment Initiative to empower states, communities, and other stakeholders involved in economic revitalization to work together to accomplish the redevelopment of such sites. There are many Brownfield State initiatives intended to encourage the reuse of sites that are either publicly or privately owned. Currently the City is the beneficiary of two State programs: (1) Brownfield Opportunities Area (BOA) intended to promote planning in areas with multiple brownfields and (2) the Environmental Restoration Program (ERP) which provides funds for investigation and remediation costs. There are eight municipally owned brownfields (see map 4-2) and potentially others existing on public and private lands. Initiatives to regenerate these contaminated properties will have positive effects on their local environments and improve the quality of life in their respective neighborhoods.

In addition, both programs present significant economic opportunities for the City of Newburgh. For City owned properties in the ERP, New York State refunds 90% of the cost associated with contamination investigation, remedial design, and the actual clean-up costs. This significant commitment from the State towards cleaning up sites is a strong opportunity to leverage economic benefit in the City of Newburgh. The City’s existing BOA grant provides the City with an opportunity to plan for brownfields that can progress into the ERP.

**Table 4-3: Brownfields Participating in Cleanup Programs**

Site Name	Type	Phase	Action Required
Consolidated Iron & Metal	Former car and scrap metal junkyard	Remedial Design	Site is in the EPA Superfund Program. EPA to track responsible parties, develop work plan to remediate site. Future potential uses include commercial, recreational, and restricted residential development
Central Hudson Gas & Electric MGP Site	Former manufactured gas plant	Cleanup	Site is in the State Superfund Program. Central Hudson required to clean up on-site contamination as well as contamination on adjacent City of Newburgh water treatment property



# BROWNFIELD SITES

## MAP 4-2

LEGEND:

- Superfund Program (EPA)
- Environmental Restoration Program (DEC)
- Superfund Program (DEC)
- Voluntary Cleanup Program (DEC)

NORTH

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Date: 7/24/2007  
 Prepared by: City of Newburgh GIS  
 (845) 569-7488  
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 BrownfieldSites.pdf



Provan Ford Site	Former Provan Ford operations plant (City of Newburgh owned)	Remedial Design	Site is in the ERP. City will receive 90% of the cost of site design and cleanup. City must develop remedial design work plan
Jonas Automotive	Former auto salvage yard (City of Newburgh owned)	Remedial Design	Site is in the ERP. City will receive 90% of the cost of site design and cleanup. City must develop remedial design work plan
350-352 Liberty Street	Former gas station (City of Newburgh owned)	Remedial Investigation	Site is in the ERP. City will receive 90% of the cost of contamination investigation, site design and cleanup. City must develop remedial investigation work plan
7-11 Johnes Street	Former dry cleaners (City of Newburgh owned)	Remedial Investigation	Site is in the ERP. City will receive 90% of the cost of contamination investigation, site design and cleanup. City must develop remedial investigation work plan
City Landfill	Former Landfill (City of Newburgh owned)	Remedial Investigation	The City of Newburgh must work with the DEC towards continuing remedial investigation efforts
Dupont Stauffer	Former landfill and former manufacturing operations	Remedial Design	Site is in the State Superfund Program. Dupont required to cleanup on-site contamination
48 Orchard St. Brownfield Project	Formerly used as dumping grounds for contaminants	Remedial Investigation	The City applied to the ERP to receive 90% of the cost of contamination investigation, site design and cleanup. City must develop remedial investigation work plan upon entering ERP

## Food Production

Americans have become increasingly aware of the fact that higher fuel prices and international instability with respect to trade and commerce mean changes for food production and distribution. The most profound changes are increased costs and availability of quality food. Although the amount of prime farmland has diminished in Orange County there are still several parcels of farmland that may be protected and utilized to produce local food.

Throughout Orange County and more specifically the City of Newburgh are opportunities to encourage producing food locally. The City of Newburgh can promote producing locally grown food by providing greenhouse opportunities and encouraging community gardens. The focus of food production and distribution should shift to invest locally in productive skills and capacity, so that more people have access to quality, locally grown food. As such, the City should explore working with Orange County Agriculture and Farmland Protection Board programs.

Many urban children, when asked questions about where their food comes from, often answer that it comes from the supermarket. In Newburgh, there is no major supermarket. Any major supermarket should use locally produced food to the extent feasible. Addressing both food production and distribution in the future is a critical sustainability question.

In the City of Newburgh, retail food supply is limited to small neighborhood scale markets. Some are characterized as well stocked while others are limited to snack foods and convenience items. Cultural

diversity identifies many of the city's food markets, with many Latino shops and a few other ethnicities represented. Many of these markets are small and have limited supplies of fresh, high-nutrition offerings. A farmers market operates weekly in the city during summer months at Downing Park. With the help of the staff from Cornell Cooperative Extension, the City is exploring ways to make the market more successful.

Corporate food chains are located in both New Windsor and the Town of Newburgh. These national chain stores in surrounding towns are supplied by central corporate distribution systems. The City does have an attractive, well stocked international food market (Broadway Farm Market), established in late 2005, on the Broadway corridor, providing produce and prepared foods including substantial volumes of Latino and Asian specialties. That store, a family-owned business, currently sources all its groceries from New York City; opportunities for greater local sourcing and value-added production would benefit the store and the community.

Distribution of both general groceries and ethnic/ gourmet specialty foods is based outside the City of Newburgh. Local networks for in-city distribution of fresh local and regional food, including home and workplace delivery, would be an additional area of business opportunity.

Currently the City of Newburgh does not have the capacity to produce food for its citizens. Foods from nearby areas are made available through the farmer's market. With ambitious urban gardening and greenhouse industries, combined with stabilization of the region's farming system, the City of Newburgh could reduce its dependency on distant food supplies.

## **Natural Environment Goals, Targets and Strategies**

**Goal 1** - Promote environmental education and sustainable design practices to create a healthy and desirable community.

### **Target –**

- By 2010 the City amends the City Code to promote design practices established by the U.S. Green Building Council.

### **Strategies –**

- Explore the feasibility of incentives for development that utilizes green building practices.
- Provide residents with information and education on the City's natural resources and the importance of these resources as they relate to the region and the state.
- New municipal buildings incorporate Leadership in Energy and Environmental Design measures.
- The City of Newburgh joins the US Green Building Council as a municipal member.
- Add a clause to all applicable RFP's and RFQ's stating that preference will be given to entities utilizing green building design.
- Explore the feasibility of incentives for new development that incorporates plaza space.

**Goal 2** - Ensure the proper management of the natural environment to protect critical areas and conserve land, air, water and energy resources.

**Target –**

- By 2012 the City has an informed and involved citizenry and amends the City Code to afford the protection necessary to ensure critical environmental areas maintain their current and future functions.

**Strategies -**

- Protect residents from potential dangers and unnecessary public costs by prohibiting development in environmentally sensitive locations.
- Include environmental protection and enhancement as an integral part of all City projects.
- Encourage use of Open Space or Cluster Zoning and Transfer Development Rights to focus new growth away from environmentally sensitive areas.
- Protect a full range of wetlands and riparian functions by preventing or limiting development activity in hydrologically sensitive areas.
- Provide buffer planting requirements in the zoning code with an approved planting list.
- Determine and protect viewsheds that provide picturesque views of the Hudson River.

**Goal 3** - Residents, businesses, government, and organizations in the City of Newburgh value the quality of clean air, recognizing it as the most basic need for survival.

**Targets -**

- By 2009 implement best management practices established by the NYSDEC as part of their State Implementation Plans for air quality.
- By 2012 total City greenhouse gas emissions reduction of 6% below 1990 levels and by 2040, 50% reduction below 1990 levels and significant reductions of other air containments.

**Strategies -**

- Proposed economic development and community development policies should minimize emissions of NAAQS pollutants, State-identified air pollutants, and greenhouse gases.
- The regional and local land development patterns should reduce reliance on motor vehicles by supporting the use of transit oriented development (TOD) and transportation options, such as transit, ride-sharing, and non-motorized travel (bicycle and pedestrian) in order to reduce the number and duration of motor vehicle trips.
- Existing and future development should be encouraged to reduce energy use and to use renewable energy sources that have demonstrated air quality benefits.
- Promote the use of energy efficient fuels in vehicles and equipment operated by the city.
- Adopt the US Mayors' Climate Protection Agreement (MCPA)
- Become a member of International Council for Environmental Local Initiatives (ICLEI)

**Goal 4** - Improve the quality of life for all City residents by maintaining an equitable distribution of parks and open spaces, and interconnectedness of same.

**Target -**

- By 2009 there are four public river access parks, a fishing pier, and public green space surrounding Crystal Lake, on Muchattoes Lake, along Quassaick Creek and Gidneytown Creek, together with other recreational amenities available to the public.

### **Strategies -**

- Establish a Master Park Plan that assesses the quantity and array of park amenities.
- Vacant City owned properties are evaluated for use as pocket parks or community gardens.
- The City develops an interconnected system of open space on the riverfront to recreational sites throughout the City and region through the use of paths, sidewalks and trails – tied into the NYS Greenway Trails.
- Amend site plan requirements to require new development to explore the feasibility of public easements for trail connections where applicable.
- Explore changes to site plan requirements that provide incentives for urban plazas.
- Partner with the Hudson River Valley Greenway, Orange County Land Trust and Scenic Hudson to advance park linkages and trail connectivity.
- Local ordinances are revised to protect the City’s open spaces through overlay zones or site plan requirements.
- Include environmental protection and enhancement as an integral part of all development projects.

**Goal 5 -** Redevelop Brownfields to improve degraded areas. Ensure existing and new businesses and all other development projects contribute no new contamination to soil and groundwater.

### **Targets -**

- By 2012 the City has remediated four contaminated sites.
- By 2020 all existing contaminated sites in cleanup programs are cleaned and restored and there are no new contributors to soil contamination.

### **Strategies -**

- Successfully complete current participating city owned properties through the Environmental Restoration Program and elect new candidate properties to this program.
- Encourage owners of private lots to conduct Phase I and Phase II Environmental Site Assessments where contamination is likely.
- Educate and encourage private owners of brownfields to enter the (BCP) Brownfield Cleanup Program.
- Promote enhanced coordination by City Code Enforcement to monitor existing commercial and industrial entities and their potential contamination contributions.
- Promote pollution mitigation, waste reduction, reuse and recycling efforts throughout the city.
- Explore the use of density bonuses or other incentives for private property owners who elect to enter the Brownfield Cleanup Program (BCP).

**Goal 6 -** The City is nurtured by food that is grown locally with minimal environmental impact.

### **Target -**

- By 2015, increase sustainable urban food production to 10%.

### **Strategies -**

- Work with the County Agriculture and Farmland Protection Board and Cornell Cooperative Extension to identify, preserve and increase productivity of public domain urban agriculture in the city
- Support/develop land use and public regulations and infrastructure that promote urban food production.

- Extend appropriate farm related services and other consumer opportunities to urban farmers.
- The urban gardens program is introduced and tasked with promoting community gardens.
- Work with Newburgh Enlarged School System to encourage using local food supplies in cafeterias.
- Promote and educate citizens on the benefits of composting through workshops and brochures.
- Educate the public, city staff and city officials about sustainable land use patterns, urban greening practices (People’s gardens, composting and organic gardening possibilities) and environmental justice issues.

**Target -**

- By 2030 increase the consumption of urban and regionally (local) produced food by people in Newburgh to 30%.

**Strategies -**

- Increase market access to locally produced food including supermarkets, farmers markets and restaurants.
- Issue a request for proposal to develop an urban gardening & farming plan.

**Goal 7 –** The City of Newburgh makes no wasteful and unnecessary contributions to urban light pollution.

**Target -**

- By 2008, the City recognizes and directs policy to mitigate the effects of sky glow, glare, light trespass and energy waste.

**Strategies -**

- Retrofit City streetlights to “night sky friendly” models and mandate new development to include the same in the site plan review process.
- Educate citizens on the cost benefits and less polluting nature of lower wattage and power-saving bulbs.
- Establish maximum light levels for outdoor lighting applications.

# Economic Development

## Introduction

The concept of economic development has been subject to a variety of definitions and treatments by various sources. Traditionally it was based on a process that led to an increased capacity of people and organizations to create wealth. More recently, economic development has grown to include development that achieves a more widely shared and sustainable quality of life. This expanded concept of economic development includes contributions to the quality of the environment and public security and any action that contributes to the well being of the people within a community. This expanded approach is recognized by successful communities which are no longer dependent on resource industries or manufacturing but also foster ample employment opportunities and a healthy living environment.

When government pursues economic development and achieves economic growth there often is skepticism on the value of the growth. This stems from the fact that everyone is not always a beneficiary and often growth or change results in other inconveniences like pollution or traffic issues. The challenge for governments undergoing economic development is to balance competing objectives and not focus on one specific objective. Public policy should almost never attempt to advance one objective because this approach will likely lead to a reduction in the overall welfare of a community. Hence, the public sector must try to maximize multiple objectives.

The performance of the Newburgh's local economy is of interest to many different groups:

- citizens, whose livelihood, health, well-being, and possibilities for the future depend upon it
- businesses in the community, which must decide, among other things, whether to continue to operate in the community, expand their operations, or relocate
- businesses outside of the community, which may be interested in relocating within the community and will consider carefully both the promise and the problems associated with a particular location
- governmental units, which are charged with making decisions that serve both the short and the long term interests of the community

## Sustainable Economy

Sustainable economic development strives for a balance between economic growth, social development and environmental protection. It recognizes that these issues are interconnected and must be equally integrated into the decision-making process, both with regard to when they are considered and how they are balanced against each other.

The current transformation of the local economy affects the lives of all residents in the City and region. Global changes, such as the shift towards the service sector from a previous emphasis of manufacturing and processing, have been endured in Newburgh since the 1960's. This process removed jobs from the core. A sustainable economic strategy will embrace development that is equitable, has strong local ties, and respect for environmental conditions. Components of this strategy include fostering the creation of new opportunities that support and utilize existing businesses and hiring locally. Sustainable economic development is an ongoing process that is being embraced by everyone in the City of Newburgh as the City is on the cusp of much anticipated economic growth.

## **Business Landscape**

Throughout the past century, the City of Newburgh has experienced considerable change in the amount, type and location of its businesses. The current spatial arrangement of the business landscape has evolved over time to accommodate outlying rural development patterns composed of convenience stores, small plazas and specialty stores.

One of the most dramatic changes in retail has been the development of big box retail. Sprawling superstores have come to be seen as great destroyers of downtowns. Increased chain store retail development in the suburbs has been detrimental to the retail sector in the City of Newburgh. This trend provides the potential for the City of Newburgh's continued establishment of local businesses unique to the City. Retail on Broadway, often deemed the central business corridor is slowly rebounding. Public programs and public and private investment are stimulating façade improvements and rehabilitation. The private creation of a Business Improvement District (BID), taken on by business owners would provide such business people with the means to secure themselves the benefit of additional security and advertisement. If a majority of business people in a specific area advocated for a BID the City of Newburgh would support advancing such a cause.

Retailing will continue to be an important part of the economy. However, retail is very dynamic and therefore it is likely to change significantly over the next 25 years. As a result the City of Newburgh should strive for flexibility for owners of retail properties to adapt to changing circumstances. Most importantly this would require an evaluation of the districts to ensure they accommodate mixed-use. The City's future land-use map should direct essential services and amenities to areas where they currently do not exist. A major component of this analysis must factor the necessary population densities required to support such areas as. South Street, Mill Street, William Street and Liberty Street contain portions of mixed-use areas whose revitalization will be a focus of such analysis.

## **Economic Profile**

### The City's Workforce

The demographic characteristics of the workforce indicate more than 60% of the population 16 & over are in the labor force. Unemployment remains high which is indicative of the need for increased job opportunities.

**Table 5-1: Workforce Characteristics**

<b>Workforce Characteristics<sup>12</sup></b>	<b>Number</b>
Population aged 16 & over	19,585
Population in labor force	11,983
Employed labor force	10,547
Unemployed labor force	1,349
Private wage/salary workers	8,650
Government workers	1,475
Self-Employed	381
Unpaid family workers	41

The occupational breakdown indicates a need to increase jobs in the construction field. Proposed development projects will likely increase construction opportunities in the construction area. In addition, these projects combined with the development of Stewart Airport will likely increase job opportunities within the transportation sector.

**Table 5-2: Occupational Breakdown**

<b>Occupational Breakdown<sup>13</sup></b>	<b>Number</b>	<b>Percent</b>
Management, professional, related	1,903	(18.0%)
Service	2,393	(22.7%)
Sales/ office	2,511	(23.8%)
Farming, fishing, forestry	35	(0.3%)
Construction, extraction, maintenance	839	(8.0%)
Production, transportation, material moving	2,866	(27.2%)

**Table 5-3: Newburgh Workforce**

<b>Industry<sup>14</sup></b>	<b>Number</b>	<b>Percent</b>
Agriculture, forestry, fishing and hunting, and mining	67	(0.6%)
Construction	626	(5.9%)
Manufacturing	1,968	(18.7%)
Wholesale trade	611	(5.8%)
Retail trade	1,253	(11.9%)
Transportation and warehousing, and utilities	458	(4.3%)
Information	210	(2.0%)
Finance, insurance, real estate, and rental and leasing	516	(4.9%)

<sup>12</sup> U.S. Census Data, 2000

<sup>13</sup> U.S. Census data, 2000

<sup>14</sup> U.S. Census data, 2000



Professional, scientific, management, administrative, and waste management services	748	(7.1%)
Educational, health and social services	2,292	(21.7%)
Arts, entertainment, recreation, accommodation and food services	888	(8.4%)
Other services (except public administration)	516	(4.9%)
Public administration	394	(3.7%)

Mount Saint Marys College (MSMC): Mount St. Marys is a private, independent, four-year liberal arts college founded in 1960. The student body is comprised of 2,600+ students. The college employs over 460 individuals. The Mount offers 50+ undergraduate programs in a variety of disciplines leading to a Bachelor of Arts or Bachelor of Science degree. The college also offers Master's degrees in Education, Business Administration, and Nursing.

Mount St Marys College and Orange County Community College combined; offer a variety of programs leading to both undergraduate and graduate degrees. These options provide training opportunities for employers to send workers for specific training and allow Newburgh residents to develop skills they need to succeed in their field of interest.

In addition to being a major employer in the community, the colleges have potential to stimulate the retail economy and strengthen relationships with St. Luke's Hospital by providing skilled workers and possible opportunities for research and development.

St. Luke's Cornwall Hospital: On February 6, 2006, The New York Times reported that St. Luke's Cornwall Hospital was one of only seven hospitals in New York State to make the "clinical excellence" list in a national study. It is one of Newburgh's major employers, with a total of 1,700 employees, and a medical staff of nearly 300. The hospital has more than 200 physicians on staff, representing dozens of medical specialties. On January 1, 2002, St. Luke's Hospital and the Cornwall Hospital merged to form St. Luke's Cornwall Hospital. The hospital, a not-for-profit institution, offers quality care to more than 270,000 residents of the Hudson Valley region in New York State.

### **Factors Influencing Economic Development**

Many factors, both locally and regionally will influence Newburgh's future economic stability and growth. A focus on bolstering the City's existing strengths and assets, coupled with policy that promotes equity and efficiency is necessary. Locally, expansion of our educational institutions, redevelopment - bridging the waterfront with lower Broadway, and expansion of public institutions will have significant influence. Regional factors are embodied in our ties to markets like the New York City Metropolitan Area. Harnessing these influences will depend on embracing a locally rooted economic strategy that is sensitive to community needs.

### **Projects**

City of Newburgh Waterfront Development: In April 2006, the City of Newburgh selected Leyland Alliance as Master Developer of approximately 30 acres of land on and overlooking the Newburgh waterfront. Through an extensive and intensive public input and design process led by a renowned planning firm, the concept plan for the development of this currently vacant land now includes:

- 1,170 units of residential housing, including up to 10% of those units to be dedicated for workforce housing
- More than 140,000 square feet of retail space
- More than 100,000 square feet of office space
- Structured parking for 2,180 cars
- More than 4.5 acres of open park land

This development clearly provides the greatest opportunity to date for the City of Newburgh to realize significant economic benefits for its residents. Projected economic and fiscal impacts include:

- 611 jobs and \$53 million in construction benefits per year on an estimated 8 year construction build out period
- More than \$13 million in annual revenues per year for the City of Newburgh
- 1,724 jobs and \$167 million per year in permanent benefits for the local economy

The project represents an embodiment of sustainable development. The significant economic investment incorporates social development and environmentally protective measures through its range of housing choice component and future designation as a Leadership in Energy and Environmental Design (LEED) for Neighborhood Development.

Orange County Community College (OCCC): OCCC currently occupies approximately 43,100 square feet of space in the Key Bank building in downtown Newburgh.<sup>15</sup> OCCC is currently developing a branch campus which would allow students to complete their degree in Newburgh. When this branch campus is constructed, the increased student population will generate additional opportunities for local retailers and services.

According to the Orange County Department of Planning, the greater Newburgh area will likely grow from 112,000 residents in 2000 to 194,000 by 2025. Thus the immediate travel area of a Newburgh campus will capture two-thirds of the County's potential college-going and prime labor force ages, as opposed to little more than one-third in the Middletown area and elsewhere, assuming no major differences in the age structure of households. This advantage, coupled with Newburgh's access to out-of-county commuters underscores the case for citing the full expansion of OCCC facilities in downtown Newburgh.<sup>16</sup>

Economic analysis commissioned by the City of Newburgh and undertaken by BFJ Planners in May 2006 concluded that given local retail business sales and the buying power of students, new retail establishments opening to support the local Extension Campus could achieve a total direct benefit of \$6 million sales annually, with payroll expenses for some 68 employees. These expenditures could generate a secondary benefit of \$5.7 million in production and 30 additional jobs opportunities throughout the region.

Courthouse: The restoration and conversion of the Broadway School to the City of Newburgh courthouse will act as a catalyst for that local neighborhood. The \$13 million courthouse renovation project will inspire community pride and create a local economic boost. Local benefits from this project include hundreds of jobs during construction and local business opportunities following

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<sup>15</sup> OCCC Master Plan.

<sup>16</sup> *Opportunities for Downtown Newburgh: Orange County Community College Branch Campus Extension*: BFJ Planning, May 2006

completion of the building. In addition, the building will provide a wide range of government services from a single easily accessible location.

Stewart Airport: On November 1, 2007 the Port Authority took over operational control of the airport. Major expansion of this facility is projected to take place over the next 20 years and the airport has the potential to be a key driving force for the region. The City of Newburgh would benefit by becoming an active member of any Master Planning initiatives associated with the airport's redevelopment.

### **Regional Economic Factors**

Transportation: The City benefits from a variety of transportation systems which are crucial to a healthy economy. These systems include: (1) close proximity to interstate highways (2) a regional airport and (3) a ferry service which connects the passenger train to New York City and (4) Hudson River and (5) local roads.

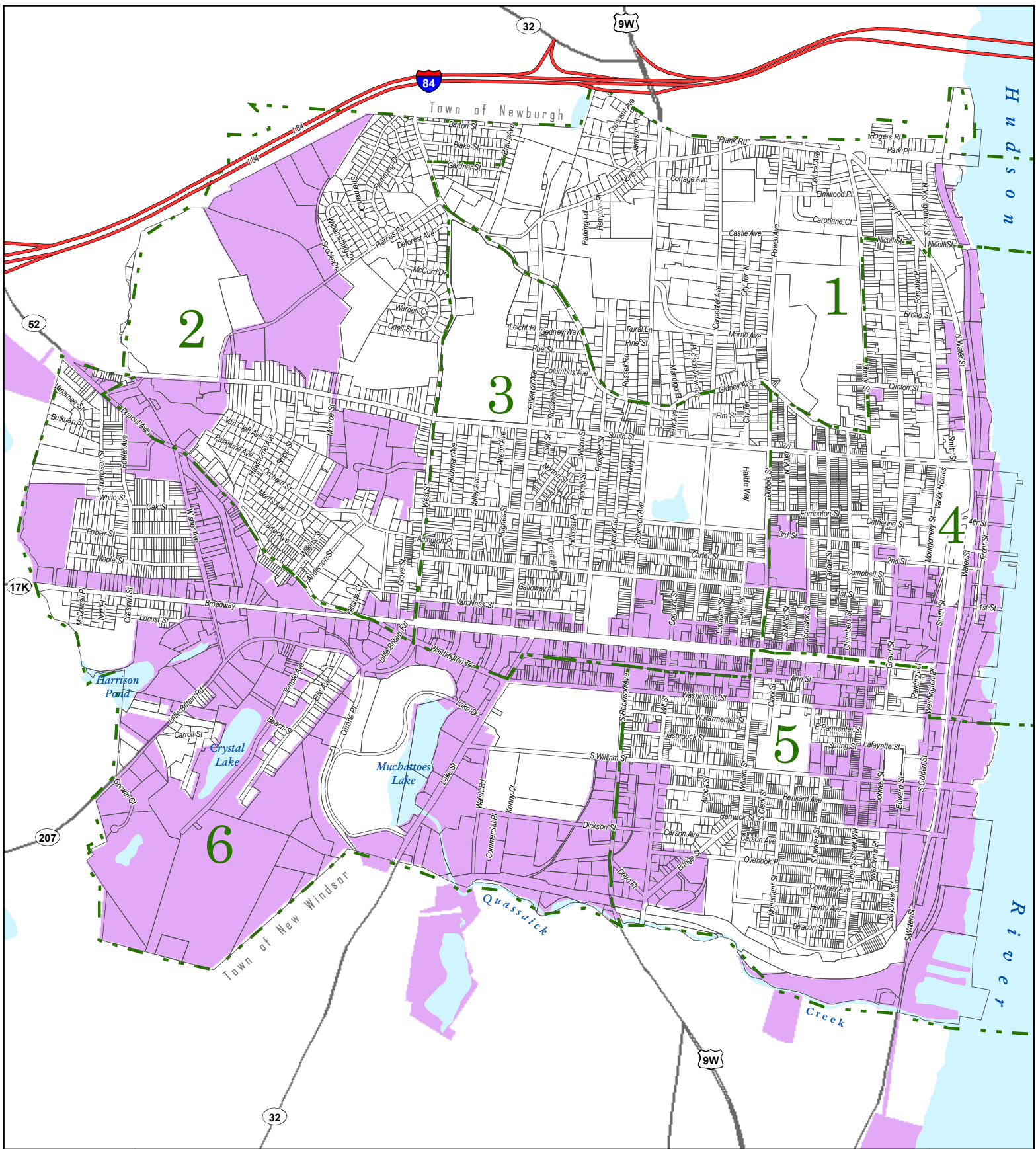
Economic development and transportation often go hand in hand. Improved transportation networks do not guarantee economic growth, but they can foster it. Conversely, increased economic development in an area can create the need for better transportation services.

As the City of Newburgh seeks to strengthen its economy, safe and efficient transportation routes and services are a vital component. Factors outside the City, such as the expansion of Stewart Airport and the effects of being within close proximity to a market like New York City, should play a role in Newburgh's transportation policy. These must be balanced by growth within Newburgh, associated with projects like the waterfront development project and Orange County Community College. Transportation policy should focus on facilitating a productive dense urban business community while minimizing the opportunity and need for single occupancy automobile reliance.

Housing: The effects of real estate supply and demand for the New York City metropolitan area have been far reaching throughout the years. Many people have relocated from the Metropolitan Area to benefit from less expensive real estate and property taxes. The most recent single significant migration of people to Orange County from Metropolitan New York followed the 9/11 disaster. That event single-handedly caused sharp increases in real estate prices and sparked new construction. Seven years later, the real estate market has stabilized or in many cases declined. Fortunately for Newburgh, real estate prices have remained low and therefore can offer affordable alternatives. These alternatives coupled with the close geographic proximity to New York City and the Hudson River increase the marketability of the City of Newburgh.

Empire Zone: The Expire Zone Program aims to improve areas of economic disparity using a host of economic incentives. In the early 1990's the City of Newburgh applied to the State of New York Department of State for the designation as an Empire Zone but unfortunately was denied. In the mid-1990's, the Federal Government announced the closing of the U.S. Army sub-post at Stewart Airport located in the towns of New Windsor and Newburgh. In anticipation of the economic impacts from this closure and in harmony with the City's continuing need for an Empire Zone, the City and both adjoining towns requested the Orange County government reapply for an Empire Zone designation. In 1996 the request was granted and an Empire Zone was created to advance economic development within the three municipalities. (See map 5-1)

Businesses receive a variety of incentives under this program if they are willing to locate their business to a site within the designated Empire Zone. Some of the incentives include State tax reductions



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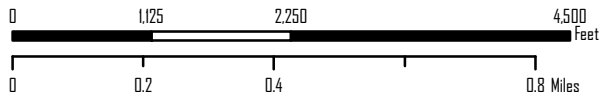
DISCLAIMER: Maps and data are provided without warranty concerning the accuracy, completeness, or suitability for any particular purpose. City of Newburgh makes no representations and assumes no liability from any damage arising out of reliance upon the information contained herein.

LEGEND:

- Current Empire Zone (August 2006)
- Census Tract 2000 Boundary

# EMPIRE ZONE

## MAP 5 - 1



Date: 5/12/2007  
 Prepared by: City of Newburgh GIS  
 (845) 569-7488  
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and/or credits for sales tax imposed upon the purchase of building material, savings on employees' withholding taxes, real property taxes and under certain criteria, reduction in the cost of utilities.

The locations where Zone acreage is established must be located in economically constrained census tracts and/or in close proximity to closed military installations. The greater percentage of the Zone acreage within the City of Newburgh is within the Broadway business corridor.

The Empire Zone program is designed to enable depressed areas in New York State to compete with other States offering incentives intended to attract new jobs and investment. The Orange County government appoints prominent members of the business community to the Zone Administrative Board, which oversees the operations of the Empire Zone. There are currently 111 businesses certified under the local Empire Zone program, 80 of which are located in the City of Newburgh.

Foreign Trade Zone: In 1975, by legislation authorized by the United States Congress, Orange County was granted a license to operate one of 400 *Foreign Trade Zones* (FTZ) throughout the country. FTZ's are not considered sovereign territory of the United States for the purpose of imposing duties applicable to imports entering the United States – leading to significant savings for sponsors and patrons. The Orange County FTZ is the only zone between New York City and Albany. It is operated by the Orange County government under the supervision of the United States Department of Commerce.

## **Opportunities**

The City of Newburgh benefits from relatively affordable housing, access to arts and entertainment, access to natural amenities and access to higher education. In the past, crime has marred the City's reputation but those negative associations are diminishing as the City addresses these issues. As a result the City has begun to be recognized as a more livable community. Key opportunities for Newburgh currently include:

Tourism: Tourism is one of the fastest growing industries in the nation. Defined by a network of services offered to tourists and the infrastructure needed to support it, the tourist industry involves both private and public sectors. The rise of the tourism industry has contributed significantly to increased jobs, business and property values. A well established tourist industry improves the quality of life and instills pride in communities.

Heritage tourism is travel directed toward experiencing the heritage of a specific geographic area. Heritage tourism enables tourists to learn about and be surrounded by local traditions, heritage and culture. According to the National Trust for Historic Preservation, visiting historic sites and museums is the third most popular vacation for U.S. travelers behind shopping and outdoor recreation.

The City of Newburgh is unique in that it retains much of its architectural past amidst the scenic landscapes of the Hudson River. Historic properties provide a link to our past. Not only do the historic buildings provide a link to our past but they provide a sense of history and place.

The East End Historic District comprises roughly 4,450 acres, 2217 buildings, 16 structures and 6 objects according to the National Register of Historic Places and is the second largest historic district in New York State. Within the East End Historic District there are several individual buildings and places with historic designation. The Old Town Cemetery, David Crawford House, NY State Armory on Broadway and the US Post Office on Liberty Street all are separately listed on the National Register

of Historic Places. In addition, the Dutch Reformed Church and Washington Headquarters are US National Historic Landmarks.

Having New York State's largest Historic District represents both short and long term potential. Streetscape and infrastructure improvements such as those envisioned with the Liberty and Grand Street Heritage Corridor study coupled with adherence to the recently adopted Historic District Guidelines represent the long term vision for the district as a whole. The district's buildings, structures, streets and parks form the basis to attract visitors and tourists. Other aspects contribute to an increase in the City's tourism such as Newburgh's history, museums, art, music and Hudson River heritage. The formation of an arts and cultural district within close proximity to the Liberty street improvements benefit the local economy by attracting visitors to the City of Newburgh. Other attributes include job creation and economic revitalization during the rehabilitation of the buildings. An initiative by the Heritage Corridor Committee produced a set of Heritage Corridor Development Recommendations. These recommendations shall compliment future discussion and planning efforts associated with the establishment of a downtown arts and cultural district detailed in the economic chapter of this plan.

To facilitate historic and cultural investment in this portion of the City existing permitted uses must be revisited and revised to allow a more flexible range of cultural venues. A balance should be struck allowing for increased mixed use densities while balancing the need for parking, including the feasibility of shared parking facilities. Shuttle transportation looping the historic district and the riverfront shall be pursued. The City of Newburgh shall partner with those entities already in place in the City and region which currently promote the Historic District. Properly marketing the City's assets are an important factor towards realizing a vibrant district.

While many historic properties in the City of Newburgh have been preserved and are fine examples of adaptive reuse, many historic properties remain blighted. City initiatives and public private partnerships provide promise for restoring many of these buildings and restoring the charm that once characterized the city.

The history that makes the Hudson Valley a tourist destination is as unique as its landscape. The City of Newburgh, positioned in the Hudson Valley has a very distinctive and interesting history. As a result, pursuing tourism from a historic perspective has the potential to provide many benefits to the City of Newburgh.

Creative Economy: Culture is playing an increasingly important role in economic development throughout the country. Many arts advocates and policy makers agree that changes in the economy due to globalization, technology and the rise of the "knowledge worker" have had significant effects on art and culture. Municipalities have begun to measure the size and scope of their creative economy as an important way of indicating economic health.

A study done by Richard Florida in 1993 found that the Creative Economy now represents more wages and salaries in the United States than manufacturing and services combined. It provides 3.5% of all jobs, with over \$4 billion in payroll in the U.S. The profits from the Creative Economy are a significant economic engine of the world economy today. The Creative Economy consists of those industries that have their origin in individual creativity, skill and talent and which have a potential for wealth and job creation through the generation of ideas, products and/or services. The Creative Economy may include crafts and the fine arts, and it also includes the people who work to support and facilitate the arts and the cultural and recreational activities in a community, and all the engineers, architects, designers, and planners who engage in creating new things.

This Creative Economy is becoming a fundamental component of the local economy in the City of Newburgh. Currently in the City there are a number of cultural organizations including: (1) Arts and Culture Commission (2) Newburgh Chamber Music (3) Newburgh Performing Arts Academy (4) Greater Newburgh Symphony Orchestra (5) the Newburgh Institute of Arts and Ideas and (6) the Opera Company of the Highlands. In addition the City has several art venues including: (1) the Ritz Theater (2) Ann Street Gallery and (3) the summer monthly River Art Walk.

A prosperous cultural life is germane to attracting new residents and an influential factor in convincing current residents to stay. The creative economy promotes cultural tourism and helps the City be more competitive in attracting and keeping business as part of the local economy. The City of Newburgh must provide attention and investment in the creative economy which will potentially generate income, jobs and visibility for the City.

The Green Economy: The emergence of the green economy presents a marketplace phenomenon that is characterized by social, environmental and financial values. By definition, green economics usually encompasses the three tenets of a sustainable environment and is locally rooted. These include:

- Green buildings that are constructed with energy efficient technology and recycled material whenever possible.
- Green procurement which encourages purchasing supplies and equipment made from recycled or renewable resources.
- Waste reduction by devising ways to recycle and minimize waste output streams.

Implicit here is the idea that financial profitability, social responsibility and prospering local economies are mutually reinforcing goals. The credibility of this tri-part interaction is borne out of research that indicates greater cost efficiencies and better performance in green economies.

Green economics is primarily about “use value” whereas the traditional or capitalist value is defined by “exchange value” or money. Central to wealth in a capitalist society is the accumulation of money and materials with social needs considered secondary. For more than two centuries the quest to accumulate money and capital has been the impetus behind industrialization with a less than desired, equitable distribution of human benefits. Monetary growth has reached a threshold where it is generating more destruction than real wealth.

Green economics and green politics advocate for positive alternatives in all areas of life and every sector of the economy. There is no hierarchy between the public and private sector. Adoption of these values can transform the economy so that markets express social and economic values and governments merge with grass roots networks of community innovation. Under these conditions the government plays more of a coordinator role compared to a purely authoritative function.

Alternative Currency: In addition to the conventional monetary instruments used for economic development purposes, there is a growing field of alternative exchange transactions that have proven to be extremely successful in communities like Newburgh that are suffering from conditions that are not appealing to traditional investors or lenders. There are a wide variety of different types of exchanges – known as complementary currencies because they complement the national currency and enable transactions that would not otherwise be possible on the local level. These include:

**Table 5-4: Alternative Currency**

Alternative Currency	Description
Time Dollars	Time dollars are created when people contribute their time to some activity that is deemed to have a value – the time is credited and converted into “Dollars” which are redeemable for the purchase of products, or other types of services, depending on what is available for exchange.
Loyalty Currencies	Traditionally termed as ‘customer rewards’, loyalty currency allows loyal custom to accumulate ‘credits’ which are exchangeable for products, services or other incentives.
Commercial Barter Systems	Commercial barter systems allow businesses to buy or trade goods and services on a local or regional basis.

**Non-Profits**

There are 97 non-profit organizations operating in the Newburgh area (which includes the Town of Newburgh)<sup>17</sup>. Nonprofit organizations contribute \$6.5 billion into the Hudson Valley economy annually with employment – both direct and indirect – of some 90,000 people.

The Center for Governmental Research of Rochester conducted a study of the more than 1,700 organizations in the region which was commissioned and funded by the Dyson Foundation from Millbrook. According to the study, the top three revenue generators in the nonprofit sector are healthcare, education and human services – all industries with major presence within the City of Newburgh. The three groups of nonprofits represent 41 percent of the groups and employ 71 percent of the sector’s 56,000 employees. Hospitals and other organizations within the healthcare group are the largest employers representing about one-third of all nonprofit employment, according to the study. Eighty percent of all nonprofits reported using volunteers and 50 percent of the respondents reported using up to 1,000 volunteer hours. Fourteen percent used over 10,000 hours.<sup>18</sup>

These employers are valuable assets to the City of Newburgh. Successful partnerships are necessary to ensure the potential of the City’s citizens are fully tapped into. In an effort to promote stability and growth, surrounding land-use must be compatible with the growing needs of these institutions. However, such institutions must commit to enhancing training programs and outreach within the community.

**Non-Profit and Government Employers in Newburgh<sup>19</sup>**

<sup>17</sup> 2000 Economic census.

<sup>18</sup> Mid-Hudson News, **Nonprofits are vital economic force in Mid-Hudson Valley**, July 20, 2006. [http://www.midhudsonnews.com/News/Nonprofit\\_study-20Jul06.htm](http://www.midhudsonnews.com/News/Nonprofit_study-20Jul06.htm)

<sup>19</sup> Phone survey, 2006.



**Table 5-5: Non-Private Employers in Newburgh**

<b>Non-Profit and Government Employers in Newburgh<sup>20</sup></b>	
<i>Organization</i>	<i>Number of Employees</i>
St. Luke's Hospital	1,000
Mount St. Marys College	468
Orange County Community College	157
Orange County	175
Newburgh Enlarged School District	1,639
City of Newburgh	300

### **The Role of the Public Sector**

Throughout the first half of the twentieth century many communities focused on attracting a major industry to their community anticipating it would bring many derivative benefits to the community. Economic development policy should shift from attempting to attract new businesses solely through general marketing and tax incentives toward more comprehensive strategies that attempt to help fill gaps in the market and allow the private sector to function more effectively.

As economic development policy shifts focus from short term recruitment to long term investments in public facilities and services, quality of life is a key component. It is not simply a marketing tool; it requires the harmonization of policies to maintain quality of life balanced with traditional policies regarding marketing, citing, and labor force training and education. Under these parameters, economic development policy must consider a multitude of factors aimed at bringing economic prosperity to the City. In New York State's Home Rule climate, coupled with each municipality's competition for tax rateables, this strategy becomes complicated. The City of Newburgh must work with adjacent communities through facilitation by Orange County to ensure equitable, sustainable economic development.

### **Economic Goals, Targets, and Strategies**

**Goal 1** - Newburgh's economy supports the City's vision as a walkable, livable, high quality and fully integrated community which is in harmony with the natural and cultural environment.

#### **Targets -**

- By 2011 the City has developed land/water use design and sustainability guidelines reflecting smart growth principles.
- By 2010 the city will develop a transportation plan that supports the City's vision for easy access to employment by providing a variety of options regarding modes of transportation.
- By 2015 80% of all City businesses will be small, locally owned establishments and 20% will be national or regional chains.

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<sup>20</sup> Phone survey, 2006.

### **Strategies -**

- Entrepreneurship is encouraged through diversified programs providing training, incubation, capital and long-term technical assistance.
- Development efforts focus on strengthening business clusters in priority industries, more specifically the building trades; historic preservation; locally owned retail business; clean energy technologies; arts, culture and communications; health care, fitness and wellness; tourism and recreation.
- Development efforts focus on business retention, expansion and competitiveness by methods including business-to-business market development, and expanded access to growth capital.
- City government makes full use of the City's ability to hire, buy from and otherwise support local minority and woman-owned enterprises, and encourages others to do so.
- Work with County and State agencies to promote significant employment development related to transportation with an emphasis on connecting the region with New York City.

**Goal 2** - Newburgh has a vibrant downtown business district that includes the waterfront, portions of the Broadway corridor, and Liberty/Grand Street corridors, distinguished by successful businesses that support a multicultural creative economy including music, performing and visual arts, crafts, architecture, food, entertainment and community.

### **Target -**

- By 2020 these districts are characterized by multicultural creative economy.

### **Strategies -**

- Neighborhood-scale cleanup, façade and streetscape improvement, and public safety initiatives create conditions for business success in these districts.
- Recruit and support artist entrepreneurs for these designated business districts.
- Update zoning ordinances and/or create an arts and cultural development district, to allow artist studio space and shared workspace as permitted uses.
- Update zoning ordinance to more clearly define and delineate permitted uses in business corridors and areas of mixed use.
- Reduce or eliminate off street parking requirements in traditional mixed use and business/retail corridors, where adequate off-street parking is within walking distance.
- Coordinate business development strategies with Newburgh's waterfront plan.

**Goal 3** - Newburgh's natural market processes and local government work together effectively to foster new business creation and expansion.

### **Target -**

- By 2020, more than 90% of businesses in the City of Newburgh respond in surveys that they regard the City's services and regulatory process as fair and business-friendly.

### **Strategies -**

- Create a "one-stop shopping guide" for new business inquiries and services.
- The process for construction approvals is user-friendly and procedural information and timelines concerning the permitting process is easily accessible.
- Effective business incubator opportunities exist for newly established concerns.
- There is an easily accessible, regularly updated Business Registry covering all businesses in the City of Newburgh.

**Goal 4** - Newburgh's workforce is fully employed in secure, adequately paying jobs and there are enough opportunities at all income levels for most who wish to work reasonably close to home or at home.

**Targets -**

- By 2020 Newburgh's unemployment rate is no higher than the Orange County average. Unemployment continues to diminish after that, as a result of ongoing coordination of business expansion and work force development efforts.
- By 2020 the median wage in the City will equal the County median.
- By 2020 per capita occupational safety and health violations in the City of Newburgh will be below Orange County average.

**Strategies -**

- The educational system in Newburgh aims to provide an adequate continuum of services to maintain workplace readiness throughout the work force, including literacy training, life skills, mature worker retraining, and job and career services for the City's entire population of un- and under-employed workers, and the City finances effective outreach to all who want these services.
- Actively ensure that local employers make use of education programs on labor standards, OSHA standards, and other workforce issues.
- Zoning is reviewed to maximize opportunities for home-based businesses and telework, and the City offers tax incentives to major employers that develop telecommuting options for substantial portions of their work forces. This includes live-work spaces and shared workspaces.
- Encourages employment of Newburgh residents in construction projects, and priority is given to applicants who live in Newburgh.

**Goal 5** - Increased investment opportunities for new and increased public and private investment in the city's economy will be created, nurtured and supported.

**Targets -**

- By 2020 the number of Empire Zone certified companies will increase by 50% from 2007 levels.

**Strategies -**

- Work to expand and better target existing community development lending resources from local banks.
- Assist the local business community in establishing relationships with sources of growth capital from Metropolitan New York and other large markets.
- Support efforts to implement a creative currency that can be used to support local businesses, pay a percentage of local taxes and fees, and supplement cash payments to employees in order to raise the living standard without undercutting business viability.
- Develop an inventory of available sites, buildings and information that support the creation and development of new business.
- Assist new businesses with the acquisition of tax credits, abatements and public sector business loans.
- Establish a local Chamber of Commerce to support local businesses.
- Work with the MTA to explore the feasibility of renaming the existing Beacon Station to the Beacon/Newburgh Station.

- Create and expand opportunities for tourism throughout the city.
- Prioritize infrastructure projects that create new jobs and investment.

**Goal 6** - The city has a well trained, adaptive workforce, and the skills and spirit for an entrepreneurial economy. The paradigm of Newburgh workforce is enhanced to attract people at the peak employment ages of (25-64).

**Targets -**

- By 2020 80% of the workforce reports that they have flexibility in the career they choose to pursue.
- By 2020 the number of Small Business Administration (SBA) defined ‘start up’ businesses will have increased by fifteen percent from 2007 levels.

**Strategies -**

- Redesign systems of work force development and social services to focus on empowerment and self-reliance, reducing dependency for people with disabilities, promoting employee retention and avoiding brain-drain and youth-drain.
- Cooperative efforts with OCCC and Mount Saint Marys College offer degree programs in the arts, architecture, history, and construction professions, at the Community College level or baccalaureate level, and provide reduced interest on student loans for graduates who work in the City for at least three years.

**Goal 7** – Newburgh’s East End Historic District becomes widely celebrated as a local and regional attraction contributing to the City’s tourism economy.

**Target -**

- By 2010 streetscape improvement construction is underway in the Liberty Street corridor.

**Strategies -**

- Implement streetscape improvements consistent with the vision of the *Heritage Corridor Development Initiative*.
- Support efforts involving the creation of a Visitor Information Center.
- Revise zoning to allow for traditional neighborhood design including reduced or no front yard setback requirements.
- Support efforts to attract visitors utilizing existing community resources such as historic house tours, regattas, multi-musical venues and art shows as “showcase events”.

# Transportation

## Introduction

Just as there is a need to consider the ecological footprint when addressing the Natural Environment, the same concerns apply to the planning for sustainability of Transportation. Transportation has attracted attention regarding its role in the creation of a sustainable environment. It is in the context of supply, demand and the long-term effects on the environment, that transportation is examined.

The goal of most traditional transportation planning is the movement of people and goods in a convenient and efficient manner. Yet over the past forty years, most transportation planning has focused on automobile-based systems, roads, parking, and the resulting suburban residential and commercial strip development, and has neglected other types of transportation like public transit, bicycle routes, and pedestrian friendly streets. This fossil fuel intensive focus has also fostered homogeneous places lacking in character, comfort and variety.

A growing number of communities are recognizing that transportation planning serves more needs than simply improved mobility of people and goods in trucks and automobiles. In response, communities are beginning to implement new approaches to transportation planning where there are a variety of transportation options and supportive development patterns with minimal impact on the environment.

## Supportive Development Patterns

Transportation has been influential in shaping the structure of the City of Newburgh. All decisions regarding the City of Newburgh's transportation system affect people who live in the city and the way land is developed, directly and indirectly.

Direct impacts stem from the construction of new transportation infrastructure such as traffic calming devices (speed bumps, curbed outcroppings at bus stops) or a safer walking environment, which reduces the number of traffic accidents and increases pedestrian safety. By comparison, indirect impacts may affect land use patterns but are not directly related to the project. For example, a road capacity expansion project intended to handle increased traffic will influence future land use in the area by making the adjacent land more or less marketable.

By examining the history of urban development in North America, one can appreciate the various changes in transportation. Most city dwellers once walked to Main Street to shop whereas children walked to school and places of recreation. In addition, many workers walked or traveled by streetcar to their place of employment. The introduction of the automobile contributed to changing this pattern because it provided mobility at a reasonable cost. It is partially responsible for low density development, air quality issues and rising taxes to pay for increased demands on infrastructure. Transportation should serve as a means of getting people to their destination. Instead it occupies much of the landscape in the form of private automobiles.

This plan supports reducing per capita dependency on the automobile, thereby supporting many land use objectives which increase accessibility and provide travel options. One way to achieve this is to influence development in a way that is less automobile dependent. Changes in development approach include:

- Increased density
- Greater mix of uses
- Expanded walking and cycling connections
- Increased public transit and
- Decreased parking requirements

Because there is a direct link between land use planning and transportation, strengthening this relationship will support desired growth patterns and the quality of the developed environment.

New Urbanism: Design using New Urbanist principles incorporate a mixture of uses supporting land-use that is less dependent on the automobile. Use and dimensional standards in New Urbanist land-use regulations allow for a mix of land uses responding to the level of urbanism and generally discourages low density, single-use, single dwelling type residential development. As a means to stimulate infill development and rehabilitation activity, applying the principles of new urbanism will allow denser development in locations close to existing services and transportation centers.

Transit Oriented Development: Transit oriented development/design employs land-use, site design, and architectural principles that capitalize on the proximity to existing transit. A key component of successful new development projects in the City of Newburgh, associated with increased density, mixed uses and new educational opportunities, will be to employ a design that maximizes the use of existing public transportation and creates new opportunities for a variety of connections.

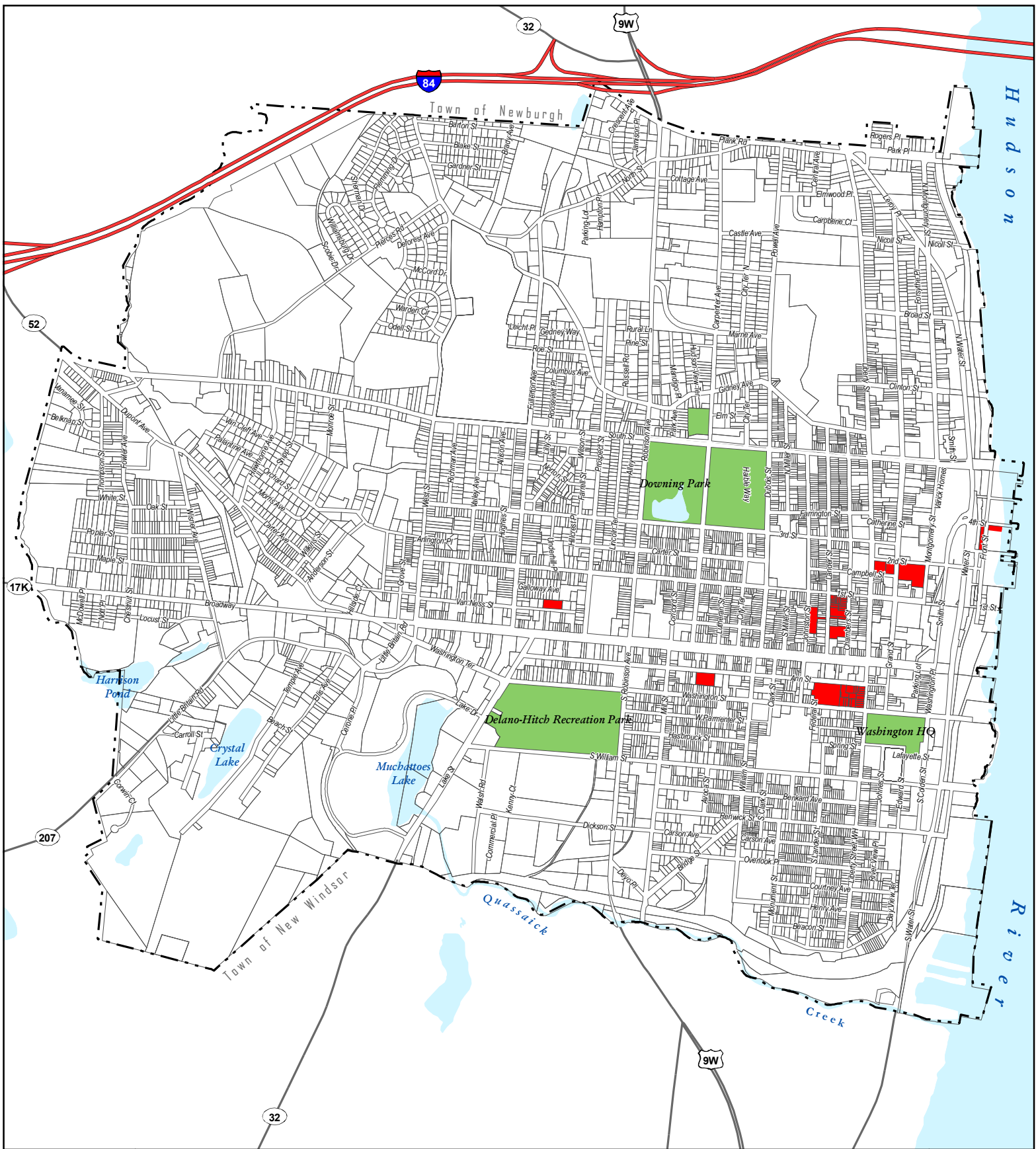
Parking Supply: The City of Newburgh’s parking supply will influence the mode of transportation used within the City. Parking throughout the City remains a challenge. Structured parking is expensive to build and use. It also encourages the continued dominance of cars within the City of Newburgh. Nevertheless providing some parking is necessary for the economic well being of the City. (Map 6-1) shows existing municipally owned parking facilities in the City.

Parking services provided by the City include on-street parking, several off-street parking lots and the enforcement of parking ordinances. The City of Newburgh has opportunities to influence off street parking through its land use regulations. A balance must be achieved that does not over-compensate for single occupancy vehicles, which would also serve as a disincentive for ridesharing and public transit usage. Shared parking facilities represent the most efficient use of limited resources. Incentives should be granted to development that implements the use of shared parking.

Because parking is a challenge in Newburgh a comprehensive parking study which would be part of an overall transportation plan could serve as an effort to evaluate the supply and demand of parking in accordance with a balanced transportation system. Immediate needs as well as development and growth potential would have to be studied.

## **Transportation Options**

Public Transportation: Public transportation provides an environmentally and fiscally responsible alternative to the automobile. The use of public transit has many advantages over the automobile, such as reduced emissions and traffic congestion and less demand on parking near or at places of employment. As new development, increased business opportunities, and an increase in density are realized, the need for efficient, reliable public transportation remains a priority for Newburgh and the



NORTH



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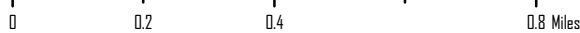
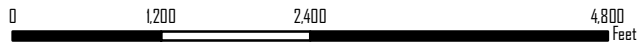
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# MUNICIPAL PARKING

## MAP 6-1

LEGEND:

 Municipal Parking



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 (845) 568-7488  
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region. The City of Newburgh shall pursue opportunities through planning and rezoning, for the creation of a transportation hub that will act as the focal point for a variety of modes of transportation.

Public transit (see map 6-2) provides mobility to many people who do not have access to other modes of transportation due to age, disability or income. Travel equity stems from the removal of travel barriers by giving all citizens access to reasonably priced accessible transit. Improving access to public transit provides access to jobs, services, recreation and housing. In recognition of these benefits, this plan recommends the City of Newburgh create the necessary partnerships to achieve a system that best achieves the needs of its citizens.

Although a majority of the services listed below are privately run, they are still subsidized with public funds both in operating and capital costs. Through coordination, facilitated by the City of Newburgh and the Orange County Planning Department, the needs of current and potential riders will be addressed. As such, the creation of a public transportation commission to assist in the best use of this mode of transportation is necessary. The commission would serve to advise the City and make recommendations that would be communicated to Orange County Planning Department and to the bus and ferry services.

Currently the City of Newburgh is served by the following public transit services:

- **Shuttle Service** provides transportation service between 17K, the park and ride facility and to the Metro North Train Station in Beacon and Stewart International Airport.
- **Newburgh/Beacon Bus Corporation** provides service (including Para-transit service) within the City of Newburgh extending north of Broadway and south of Broadway
- **Shortline Coach USA** provides many routes from the City of Newburgh on Broadway and the 17K Bus Terminal to various destinations including Woodbury Commons, West Point, Montgomery, Middletown and New York City
- **Ulster County Area Transit** provides stops from the City of Newburgh along Broadway and the 17K Bus Terminal to the New Paltz area
- **Ferry** service connecting the City of Newburgh with the City of Beacon.

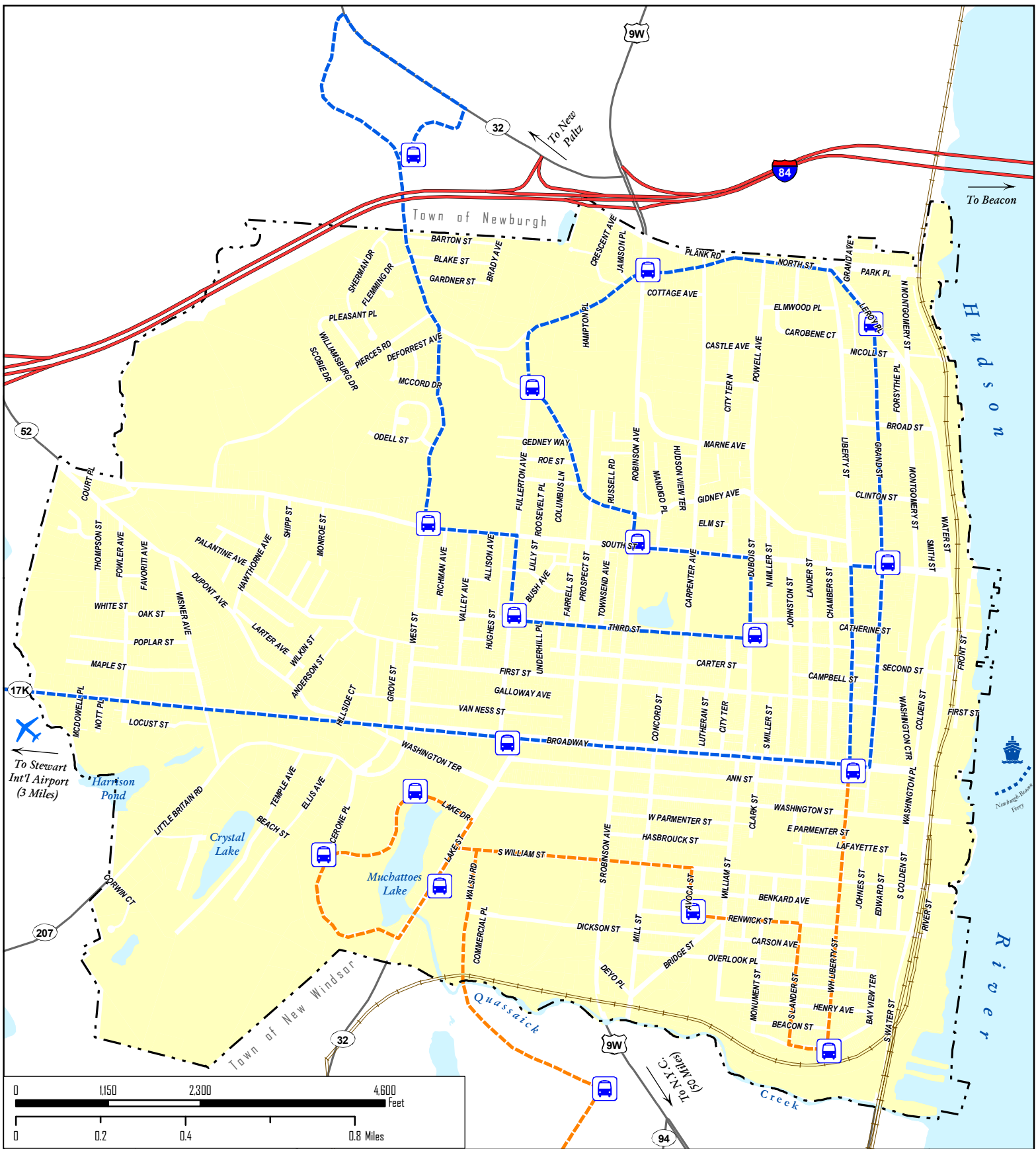
The level of transit service demanded by current and potential riders is dependent on comfort, convenience and cost. The biggest barrier facing public transit is cost. The cost of additional buses, shelters and bus lanes remains a serious challenge. It is inevitable funding and support from other levels of government will be germane to the expansion of public transit in the City of Newburgh.

Expanded public transit will present more challenges to people with disabilities and the elderly. Because of the *American With Disabilities Act*, public transit is built to provide maximum accessibility. The entire City is covered by ADA Para-transit Service as part of the local fixed service.

Pedestrian Movement: Since the advent of the automobile, walking in many ways has been relegated to an optional recreational activity rather than a critical form of mobility. On the other hand, the development of mixed-use areas, increased use of alternate means of transit and the emergence of a health conscious society encourages walking as an important facet of a sustainable lifestyle.

Almost every transportation trip has a walking component, whether it is a small segment of the trip or from origin to destination. Walking helps to conserve energy, reduce road network maintenance, preserve the environment, and improve public health. The key factors that influence the attractiveness of walking include:





# PUBLIC TRANSPORTATION

## MAP 6-2

**LEGEND:**

Newburgh Local Service:

--- Northside Route

--- Southside Route

Bus Stop

— Interstate Highway

— Federal/State Route

— Railroad

Ferry

NORTH



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- Pleasant, direct routes that offer safety
- Streets free of drugs and debris
- A suitable distance between origin and destination
- Positive individual attitude towards walking
- Compatibility with pedestrians and other road users
- Designs to provide comfort for the elderly and disabled
- Adequate maintenance practices for pedestrian networks

Pedestrian comfort is just as important as safety. Therefore, if people are to be encouraged to walk, the design must be sensitive to pedestrians' needs. Aesthetics, personal safety, and accessibility including handicapped accessibility are crucial factors in generating more interest in walking throughout the City of Newburgh. In the City of Newburgh, many neighborhoods and business districts do not lend themselves to pleasant or safe pedestrian use. Increased foot traffic, throughout the city, will not be fully realized until these problems are addressed.

Bicycling: In spite of the fact bicycling was one of the most popular modes of transportation at the beginning of the twentieth century; the automobile is clearly the most dominant mode of transportation in the United States today. This modal shift was largely due to the many options automobiles offer and the ability to move people and goods quickly and efficiently over distances.

Despite this trend, bicycle transportation is now being embraced in many parts of North America. The City of Newburgh has many opportunities to support cycling as a viable environmentally sound alternative to automobile dependency. As a result, the City of Newburgh must recognize that cycling is an essential form of transportation that can be invaluable in connecting other modes of transportation.

Currently there are 4 miles of New York State designated bicycle routes within the City of Newburgh. Additional routes are required to make bicycle transportation a viable link to other modes of transportation. Safety measures and road maintenance are also important factors in encouraging the use of bicycles for transportation.

Ride Sharing: Ride sharing serves to reduce the number of single occupant vehicles originating from communities which have little or no transit service. The Newburgh Park and Ride located at the intersection of Routes 17K and the entrance ramp for Interstate 87 provides 305 parking spaces. This facility provides opportunities for people to connect with buses and other mass transit modes. The Park & Ride facility and other potential additional Park & Ride facilities in close proximity to the City of Newburgh can assist in addressing many transportation issues such as air pollution from heavy traffic, traffic jams during rush hours, and the fuel expense of single-occupant automobile commuters. These facilities present an opportunity for bus/shuttle connections that will be a necessary component of new, increased development such as the Orange County Community College Newburgh Campus.

Water Transportation: The City of Newburgh has a rich history as a valued river port. Prior to the Urban Renewal movement in the early 1970's the port served as an important link in the movement of people, raw materials and finished goods to and from the City. Presently the port is primarily used for recreational boating. In addition, there are river cruises that dock at Newburgh Landing during tourist season. The ferry service which commenced in 1743 ceased to operate following the completion of the Newburgh – Beacon Bridge in 1963. In October 2005 the ferry linking Newburgh with Beacon became operational again. The resurrection of the ferry is based on the available train service to New York City from Beacon, the shortage of parking at the Beacon train station and available funding from New York

Metropolitan Transportation Authority (MTA). MTA funds the operation of the ferry which provides connection with the Metro North Train Station in Beacon where passengers can board the Hudson Line for New York City and North to Poughkeepsie. Funding for the project was provided on a three year trial period to determine if there would be sufficient ridership to justify the continuation of this service. To date, ridership on the ferry has been very successful and the City of Newburgh anticipates it will continue to rise. The ferry has the potential to serve as an important component in linking the Newburgh Riverfront, Stewart Airport, Newburgh Bus System and the Metro North Train Station. The success of this ferry and the Haverstraw-Ossining ferry has generated interest in creating other ferry service crossings for the Hudson River.

This plan recommends strengthening partnerships with the MTA, NYSDOT and the OCTC with regard to increased ferry service. Parking along the riverfront in Newburgh is limited, especially during evenings, Thursdays through Sundays. An extension of the ferry service later into the evenings and on the weekends would allow tourists from Dutchess County and elsewhere in the region to utilize the ferry to get to Newburgh and ample amount of parking that exists at the Beacon Train Station on weekends.

Taxis: One of the many challenges of the poor and disadvantaged in the City of Newburgh is access to efficient and convenient transportation. Coupled with little disposable income for transportation is a poor public transportation system in the City of Newburgh. As a result of these conditions taxis are a major form of transportation in the city.

Many residents in the City of Newburgh who are recipients of Social Services are permitted to use taxis to travel to and from medical offices as part of the Social Services assistance program. Because there is a significant number of people receiving such assistance in the City of Newburgh there is a high dependency on taxis as a primary mode of transportation.

According to State law the City can regulate the taxi business within the city. This includes driver requirements, vehicle requirements, traffic rules and fares. The city is currently undertaking a revision of its Taxi Ordinance in such a way that balances the interest and needs of both the companies and people depending on taxis for transportation.

Rail Transportation: The function and location of the railway system has helped shape Newburgh's development throughout the years. Rail connections located along the riverfront contributed to the formerly dense development which grew outward from the river. Today, the West Shore Line of the Hudson River serves solely freight trains, operated by CSX.

The City of Newburgh benefits from easy access to the Metro North Railroad in Beacon, which provides passenger service between Poughkeepsie and New York City. The reopening of the Newburgh-Beacon Ferry has served to strengthen this connection. Metro North also operates on the West side of the Hudson providing service between Port Jervis and North New Jersey with the closest station located at Salisbury Mills. Metro North is undertaking a study regarding extending this line to Stewart Airport. Such an extension provides increased incentive for the City of Newburgh and the OCTC to coordinate an efficient bus service to the airport.

Air Transportation: Stewart International Airport and the former Stewart Air Force Base located in the Towns of Newburgh and New Windsor is a major economic opportunity for the area. There are several business parks in close proximity to the airport that form an area of significant employment and economic activity. The airport is a valued transportation facility and will support future growth in the

region by acting as an important link in the movement of goods and people. The City of Newburgh will benefit from increased flights in the movement of goods and people and also will provide opportunities for linkages with public transit including the Newburgh-Beacon Ferry and the Metro North Train.

Roads and Bridges: Street networks are an infrastructural backbone of the City playing a major role in moving goods and people within the City. Even as alternative modes of transportation are utilized, the street network will remain a crucial element. In addition to the movement of people and goods they provide rights of way for utilities and emergency vehicles. Accordingly, improving and maintaining the streets are foundational in the development of a balanced transportation system.

Because the City of Newburgh was established prior to the advent of the automobile, several streets are brick or cobblestone finished. This has led to a “clash between cultures”: people who wish to preserve these streets for historical value versus people wishing to reconstruct roads in a more cost effective way to allow immediate improved vehicle mobility on these streets. These different perspectives will continue to be a challenge as Newburgh progressively replaces its existing infrastructure and road surfaces throughout the city.

Although the majority of the roads within the City of Newburgh are local roads, there are six State roads (9W, 32, 17K, 207, South Street and Rev. Dr. Martin Luther King, Jr Boulevard). South Street and Rev. Dr. Martin Luther King, Jr Boulevard are deemed arterial roads and are maintained by the State. The State has an agreement with the City of Newburgh for the maintenance and snow removal for the remaining State roads. The State roads provide benefits for the City. For example preference is given to State roads for grant applications and projects identified on the Transportation Improvement Program (TIP).

### **Transportation Challenges and Issues**

Growth within the City of Newburgh will be accompanied with many challenges in achieving efficient movement of people and goods in a safe, cost effective and environmentally friendly manner.

The success of the business sector is dependent on a quality transportation system. Businesses need efficient transportation to ship and receive goods and also provide access and visibility for potential customers. Therefore, it is important that all transportation decisions support business and the local economy.

The impacts of a single occupied-automobile dominated transportation mode on the quality of life in the city and region can be measured by traffic issues and environmental degradation. America’s auto-oriented transportation system contaminates the air and water and is responsible for high energy consumption and dependence upon uncertain foreign sources of petroleum.

The ultimate goal is to create a City that is less dependent on the automobile, especially single occupied automobiles. Land use policies that encourage mixed use will encourage walking and cycling, which will reduce the number of people who are automobile dependent. Public transit will be the most effective tool in reducing auto dependency. Public transit also offers an essential and affordable alternative to persons who cannot afford the initial purchase price and ongoing expenses required by automobile ownership. Land use policies and City initiatives must encourage a greater number of persons to become users of public transit systems in order to have a more balanced transportation system.

Partnering with the MPO: The Orange County Transportation Council (OCTC) is the Metropolitan Planning Organization (MPO) for Orange County. MPO's are regional entities tasked with transportation planning for metropolitan areas. The OCTC is tasked with preparing and adopting long range travel plans and improvement programs for Orange County to meet Federal requirements and qualify for Federal funding. The three main components of meeting these requirements are:(a) the Unified Planning Work Program (annually), Long Range Transportation Plan (every four years) and the Transportation Improvement Program (every two years).

Participation by the City of Newburgh in OCTC as a permanent voting member by participation of the City Manager provides opportunities for the City to express their transportation concerns and advocate for solutions. In addition, the OCTC is undertaking a transportation planning study of the Newburgh area, of which the Broadway Corridor is a major component. The City of Newburgh will have a representative as part of the study's technical committee.

## **Transportation Goals, Targets and Strategies**

**Goal 1** - The City promotes transit-oriented initiatives that reduce automobile dependency and greenhouse gasses by developing simple, convenient, and affordable public transportation system offering all citizens the opportunity to travel and to participate in centers of activity.

### **Target -**

- By 2015 automobile traffic in Newburgh has been cut by 20% from the 2006 level, and the U.S. Census shows that vehicle miles traveled on a per capita basis in Newburgh are declining.

### **Strategies -**

- Create a transportation committee that addresses the needs and concerns of existing and future public transportation users.
- Newburgh, through the OCTC, explores the feasibility of Bus Rapid Transit that could make connections through the City, adjacent communities and Stewart Airport.
- Zoning supports and encourages development of sufficient density to advance transit oriented design principles.
- Support a ride-sharing system known as "Park and Ride" that reduces the number of cars on local roadways and allows commuters to share commuting costs.
- Improve pedestrian connections from existing parking lots to commercial/business corridors.

**Goal 2** - There is a regional transportation system that supports a variety of modes of transportation to encourage people to take advantage of Newburgh's arts and cultural scene.

### **Target -**

- By 2012 a variety of efficient modes of transportation are easily accessible to Newburgh residents.

### **Strategies -**

- Tourism is promoted through boat tours from an expanded Newburgh Landing to various Hudson River destinations.
- Coordinate with **MTA** to explore the feasibility of additional service associated with the Newburgh-Beacon Ferry to run on weekends.

- A multimodal transportation center connects train, ferry, bicycle, boat, bus, taxicabs, car-share, and automobile transportation into a seamless network of transportation options that can take people across town and around the world.
- A dock storage plan is developed between the City and the riverfront marinas so that the docks are not stored in a way that blocks the parking lots needed for waterfront parking and other uses.
- Explore a variety of transportation alternatives, including: 1) using courtyards for parking, 2) parking permits for on-street parking, 3) dial a van, 4) rent a car by the hour, 5) a better integrated bus system throughout the County, 6) car share in neighborhoods as determined by population.

**Goal 3** - The roads and streets in the City are safe, efficient, and provide a welcoming environment for pedestrians, bicyclists and handicapped persons.

**Target -**

- By 2015 there will be ample bicycle paths connecting downtown and the business areas to accommodate commuters and leisure cyclists.

**Strategies -**

- Conduct a traffic study to evaluate one-way and two-way street options.
- Explore the potential for square/plaza space along existing roadways as indicated at the waterfront redevelopment charrette.
- The City develops safe and attractive bike and pedestrian paths along connector routes within the city. The City will incorporate bike paths into new road infrastructure projects and retrofit existing roadways.
- A truck-route network exists in Newburgh to carry goods and supplies in and around the City.
- Throughout Newburgh there exists a program of synchronized stop lights, with advanced turn signals and set speed limits.
- Traffic calming measures such as speed bumps control speed on City streets.
- The City retrofits public facilities and public buildings to include bike racks.
- Apply for grants related to walking/bicycling initiatives.
- Decorative cobblestones at corners of paved streets are used to slow down speeding cars.
- Winter and emergency routes are publicized throughout the City.
- The City updates the zoning code to include requirements for bicycle racks at all commercial developments over a certain square feet of gross floor area and for businesses employing more than 10 persons.

# Municipal Services

## Introduction

Rooted in today's society is a growing acceptance of the need to manage the earth's limited resources to ensure a balance between human need and renewable resources. "Infrastructure" is a system of facilities used in conjunction with natural systems to provide us with basic services. Adequate amounts of appropriate infrastructure are essential to sustain the City's economic prosperity, standard of living, and the health of its ecosystems. "Municipal Services" are unique to each municipality. The core services tend to focus on recreation, garbage collection, roads, social services, police and fire. The following discussion focuses on infrastructure and solid waste.

## Water Supply

There is an inherent link between water and human life, development and the environment. Water professionals and environmentalists have discussed this interrelationship for years with the goal of sustainability of the resource.

Foundational to high quality of life and orderly, well planned growth is a dependable supply of water and wastewater treatment. The provision of adequate water and sewer services is necessary to meet the basic health and safety needs of a community. The provision of such commodities is the responsibility of a local government and therefore land use decisions must be based on the availability and capacity of water and sewer facilities.

Water service was first introduced to the City of Newburgh in the late 1800's. The source of water for the city is Washington Lake and Brown's Pond. Following years of growth and development the New York City aqueduct was constructed to bring a supply of water to New York City from upstate. Communities through which the aqueduct passes may apply to tap into it under certain conditions. Currently the City of Newburgh has the option to use this as a third source of water under certain limited conditions. Brown's Pond remains the primary source of water, and until recently any demands upon the other sources had to be directed to Washington Lake prior to city distribution.

Water use is classified into two broad categories: instream and offstream. Instream uses do not require withdrawal from a lake or a stream channel and usually provide uses for recreation, hydro electric power and wildlife habitat. Offstream involves withdrawals of water for drinking, household and industrial needs.

In Newburgh possible sources of water for instream uses exist in the Quassaick Creek, Crystal Lake and the Hudson River. Offstream opportunities occur at Brown's Pond and Washington Lake. Currently the City's facilities are capable of treating 9 million gallons of water per day but only produce 5 million per day which is the current average daily demand. Although the City can produce ample clean water, future concerns should focus on protecting the water sources. These concerns stem from development pressures in close proximity to Washington Lake and Brown's Pond. The City of Newburgh shall be an active participant in inter-municipal planning related activities associated with Washington Lake and Brown's Pond.

Water Treatment and Quality: Treatment of water prior to consumption must be in accordance with EPA regulations prescribed in the *Safe Drinking Water Act* of 1977. The Department of Environmental

Conservation (DEC) is responsible for enforcing the *Act* in New York State. Orange County Department of Health monitors the water quality on a monthly basis on behalf of the DEC. The City also monitors water regularly and reports to the State to ensure the City is in compliance with all requirements. Currently the City of Newburgh residents benefit from the highest quality water in Orange County. The City has established and fostered a cooperative, beneficial professional relationship with the County because of the water quality and the efficient day-to-day operations of the water department.

Water Conservation: Traditionally, water resource management has been based on a paradigm that focused on providing water fit for human consumption, and treating wastewater to a level where it can be discharged with minimal harm to the receiving environment. This paradigm presents challenges with respect to sustainable and cost effective management of water resources.

Water conservation techniques provide many benefits to water users and municipalities which act as water suppliers. The major benefits include: (1) lower water delivery costs (2) lower water treatment costs (3) increased wastewater treatment capacity (4) improved likelihood of meeting the water needs of the community.

Some actions that can help curb water contamination and help ensure adequate water supply include:

- Public education and outreach
- Reduce the amount of water used on a daily basis
- Take action to protect local water resources
- Leak detection, repair and prevention strategies

The City of Newburgh is actively pursuing some of these actions but as advancements in technology and increased water demands are presented, the City will have to develop new actions to protect and preserve its water supply.

Water Distribution and Storage: The distribution of water is by a 30” gravity forced system in an area defined as south of Broadway and east of Lake Street. The remainder of the City is by a 20” forced system. The city has three storage tanks which store enough water to allow the system to be shut down for a period of 24 hours whereby city residents continue to have sufficient water. This backup water supply is beneficial because it allows shutdown for maintenance work.

The operating costs and capital improvements for the City of Newburgh’s water system are funded by annual revenues received from its customers. The system is operated by the Water Department with the Superintendent reporting to the City Manager. The department has a maintenance program that includes the following: (1) system flushed twice per year (2) ongoing valve and fire hydrant maintenance program (3) 5 year capital improvement plan and (4) coordination with Central Hudson to minimize the number of times a street is dug for repairs. This maintenance program supports the city’s ongoing effort to provide the residents and businesses of Newburgh with clean and safe water.



## Wastewater Treatment

There are three major components of wastewater treatment in a city:

Sanitary sewage: Sanitary sewage, which is contaminated with bacteria, chemicals, food waste, pharmaceuticals and human wastes. Sanitary sewage requires treatment and disinfection before coming in contact with the natural environment again.

Greywater: Greywater is specifically washwater that stems from bath, dish, and laundry water. When properly managed, greywater can be a valuable resource from which home gardeners can benefit. Its chemical composition makes greywater a source of pollution for lakes, rivers and ground water. The chemicals in greywater are excellent nutrient sources for vegetation when this particular form of wastewater is made available for irrigation.

Many sanitary engineers maintain that "sewage is sewage" whether it be greywater alone or sanitary sewage. The reason for this is that greywater, if left untreated for a few days, will behave like sanitary sewage. This has given rise to regulations that do not distinguish between the various sources of pollution and which therefore mandate the same treatment for all wastewaters.

Storm water and non-point source discharge: Storm water and non-point source discharge, which is the run off of streets, lawns, rooftops, farms, parking lots, and other land into storm water collection systems, rivers, and streams.

During the 19<sup>th</sup> and early 20<sup>th</sup> centuries most communities built what are known as combined sewers which conveyed both sewer and stormwater directly into local rivers. Today, they convey the combined sewer and stormwater to wastewater treatment plants. Nevertheless, during periods of heavy rain, flow rates are so high that the combined storm and sewer system cannot handle the volume of water which trips the combined sewer overflow regulator, and allows diluted untreated wastewater to flow into the Hudson River with little to no treatment. There are 11 combined sewer overflow regulators and diversion manholes that divert a portion of the waste-water from the City to the Hudson River during wet weather events. The regulators adjust and divert water to the river and to the facility for treatment. The New York State Department of Environmental Conservation remains concerned and encourages fewer events where untreated wastewater flows to the Hudson.

The City of Newburgh operates under a SPDES permit and is classified as Municipal Separate Storm Sewer Systems (MS-4) Community by the federal Environmental Protection Agency (EPA) and the New York State Department of Environmental Conservation<sup>21</sup>. New state and federal regulations require that the storm water systems be separated from the sanitary sewage systems.

In 1990, the US Environmental Protection Agency (EPA) set new regulations governing stormwater discharge under the National Pollutant Discharge Elimination Program. The Phase II National Pollution and Discharge Elimination System (NPDES) (2003) permitting process requires urban areas such as Newburgh to file a Phase II NPDES permit with the New York State Department of Environmental Conservation which addresses how the City will manage, regulate and improve storm

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<sup>21</sup> *Final Designation Criteria for Identifying Regulated Municipal Separate Storm Sewer Systems*, New York State Department of Environmental Conservation, July 2003.

water discharges. Part of the permit requirements is a Storm Water Pollution Prevention Plan which addresses all the requirements of the permit.

In 2003, the City of Newburgh obtained coverage under the New York State Department of Environmental Conservation's MS4 Program. (SPDES #NYR20A240) This program incorporates six measurable goals with which the City must comply with including the following:

1. Public outreach and education
2. Public involvement and participation
3. A list of discharge detection and elimination
4. Construction site runoff control
5. Post construction site runoff control
6. Pollution prevention and good housekeeping for municipal operations

The City of Newburgh has adopted a plan for implementation of the SPDES Permit Program which incorporates each of the above referenced goals. An annual report is filed with the NYSDEC, copies of which are available at the City Clerk's Office documenting the attainment of measurable goals for each category. The City of Newburgh has adopted a local law entitled "Stormwater Management Regulations" in compliance with requirements of the MS4 Program. The local law requires implementation of Best Management Practices for Stormwater Management. Sites to be developed or redeveloped must submit a Stormwater Pollution Prevention Plan identifying Stormwater Management and Erosion and Sediment Control measures to be implemented in compliance with the MS4 regulations. Stormwater discharges from sites larger than 1 acre must be controlled with regard to stormwater quantity as well as quality. Best Management Practices must be incorporated into site development plans in order to assure implementation of these goals.

Many portions of the City of Newburgh are served by a combined storm sewer / sanitary sewer system. Regulations require that redeveloped and future developed sites separate stormwater from sanitary sewer flows to the greatest extent practicable. The City is currently reviewing "Best Management Practices" to be implemented to reduce impacts associated with combined sewer overflows to the receiving water (Hudson River). The implementation of sound development and redevelopment plans as well as operation and management of the City's collection and conveyance system help mitigate negative stormwater impacts within the City of Newburgh and are being managed to improve the quality of water discharged.

Extensive efforts have been undertaken by the City to separate rainwater from the sewer system prior to discharge into the Hudson River. Examples of these efforts include compliance requirements imposed by the City in connection with the development of the West Street Med Tech Park properties, the proposed development by Leyland Alliance and the proposed reconstruction of Robinson Avenue north of Broadway. In addition, the City's new local ordinance will require that an applicant appearing before the City Planning Board seeking site plan approval and a building permit from the Code Compliance Office must first submit a satisfactory stormwater management plan before receiving approval of the project. When the storm and sewer discharges are separated, the sanitary sewer will flow to the treatment facility and stormwater will either flow directly to the river or through a stormwater treatment system approved by the City of Newburgh. It will likely take several years before all combined outflows are eliminated.

## **Solid Waste**

The City of Newburgh is responsible for solid waste disposal and the collection and disposition of waste. The management of solid waste is important to the health, safety and welfare of the City. Improper disposal of solid and hazardous waste in unauthorized areas can expose residents to dangerous health risks

Collection is performed twice weekly and is the responsibility of the Department of Public Works. There is also curbside collection for recyclables once per week. The Department of Public Works will pick up yard wastes upon request.

The only private collections are for the Lake Street housing project and the Bourne Kenny housing project. Garbage is trucked to the Orange County landfill transfer station in the Town of Newburgh where the City of Newburgh is charged \$75 per ton.

In 2005, the City launched the Newburgh Clean & Green initiative intended to work towards the goal of decreasing the volume of overall waste disposal, increasing recycling and eliminating dumping. This program instituted new waste management regulations, increased department capacity by hiring additional Sanitation staff and Sanitation Enforcement Officers, and introduced new programs and policies.

Recycling is one tool to decrease our costs. By implementing a fee schedule for removing bulk items we have saved the taxpayers money. When the City picked up furniture and metal without charge, significantly more of these items wound up on the street. In 2004, the City collected 533 tons of bulk items with a cost of more than \$40,000 which was borne by the City taxpayers. Since the City instituted the fee system, the amount has dropped to fewer than 36 tons by 2006. The responsibility for the tipping fees is put on the individual household, and there is no longer a significant impact on City taxpayers as a whole.

The recyclables are collected and trucked to Hudson Baylor Company in the City of Newburgh near DuPont Avenue. The City of Newburgh is paid \$25 per ton for commingles which include plastics, tin and glass. The City of Newburgh is compensated the going or market rate for cardboard and paper.

## **Built Environment: General Assets**

The City's urban fabric contains a variety of storefronts and appealing buildings, some needing revitalization and rehabilitation that would better encourage people to walk and shop locally. There is a significant and substantial historic district encompassing a greater portion of the East end. Unlike many poorly planned communities, the City of Newburgh has a grid system for effectively moving people and goods, and many significant historic properties unique to the City of Newburgh which are crucial to the City's revitalization.

## **Municipal Services Goals, Targets and Strategies**

**Goal 1** - The City maintains and improves water quality for all residents and the natural environment.

### **Target -**

- In 2020 the City water quality continues to be ranked among the highest in the Hudson Valley, and exceeds all of the state and federal water quality standards.

### **Strategies -**

- Advocate for a source protection plan for the water supply in the Town of Newburgh and New Windsor, and negotiate the enactment of protective zoning and land use controls to enforce it.
- Maintain a state of the art water treatment facility that uses filtration and other methods to keep the water safe and healthy without other adverse impacts.
- Draft and implement a capital plan to replace any faulty water pipes in the city to improve water quality for residents.
- Conduct a feasibility study to have a tertiary sewage treatment plant.
- Maintain the storm drains regularly.

**Goal 2** - The City continues to have sufficient quality water supply for residential, commercial, industrial development and for the environmental systems, plants and animals.

### **Target -**

- By 2040 reduce per capita water usage by reducing waste by 30%.

### **Strategies –**

- Develop and implement a long-term water supply plan.
- Coordinate and support strategic initiatives in water conservation among all levels of government and non-profit sectors.
- Utilize economic and financial tools to reduce water consumption and increase ecological service contribution.
- Establish community design initiatives that will provide decreased consumption and improved ecology.
- Amend City Code to incorporate consumption reduction measures for all renovations and new-builds.
- Develop a system for the distribution of grey water for urban tree watering, community gardens and public gardens.

**Goal 3** - The City's Wastewater Treatment technology is state-of-the-art and the effluent being discharged exceeds state and national standards.

### **Target -**

- By 2020 all wastewater and storm-water produced in Newburgh is meeting state and federal standards, and the local storm water ordinance passed in 2007 before being discharged into rivers and streams.

### **Strategies -**

- Encourage pre-treatment of wastewater from any new or existing industrial facility.

- Pursue federal and state funding to implement a combined sewer overflow project, to separate the sanitary sewage from the storm-water.
- Install storm-water treatment systems as part of the combined sewer overflow (CSO) project, so that the heavy metals, oils, and other contaminants are removed from the storm-water before it is discharged.
- Install low flow toilets in public places such as the riverfront, parks, and lake areas to reduce wastewater flow and give the public a good example to follow.
- Explore alternative methods of reducing storm-water run-off and discharge to the Hudson River.

**Goal 4** - Newburgh is a model city for reducing the waste residents, government, organizations, and businesses produce by using materials responsibly and minimizing consumption.

**Targets -**

- By 2025 Newburgh is recognized as one of the leading municipalities in the Hudson Valley for its creative and effective waste management program.
- By 2020 55% of the waste generated will be reused or recycled, and will not need to go to landfills or incinerators from 2007 levels

**Strategies:**

- Establish fee structure based on the amount of waste collected.
- Require new developments and businesses to submit waste management plans when they apply for other municipal permits.
- Pursue outside funding for waste reduction programs and promote research and development by using low waste products.
- Semi-annual reporting of how well waste target is being met.
- Develop a comprehensive communication strategy to help citizens understand the impact of the waste they produce and the alternate choices that are available.
- Establish programs to encourage people in Newburgh to reduce unnecessary consumption of goods and energy.
- Encourage the school district to implement recycling and waste reduction education programs.
- Establish a program that allows people to trade their trash or recycling for transit tickets, food, and other things to promote neighborhood cleanup.
- Provide waste diversion infrastructure to assist with processing/transferring collected recyclable and organic materials.
- Establish a composting facility that produces compost from organic waste for community and individual gardens.
- Create incentives to source separate materials for recycling or composting. Offer a lower landfill tipping fee for targeted materials like organics, paper and wood.
- Track both the recycling that is done in the city and the markets created for these recycled materials.
- Redesign the City of Newburgh’s solid waste management system from a disposal-based system to a recovery-based system

**Goal 6** - Strive to reduce impervious cover and promote best practices of storm water management.

**Target –**

- By 2008 all applicable newly approved projects will be subject to the City’s newly enacted stormwater management regulations.

**Strategies -**

- Implement and enforce the provisions of the MS4 initiative during the site plan review and SEQRA processes.
- Allow the use of permeable surfaces for driveways and parking areas in residential and commercial developments
- Encourage best management practices by minimizing and treating stormwater at its source including the use of grass swales, rain gardens and green building techniques.

## Glossary

**Active Park:** Parks that provide Recreational activities in which people actively participate in doing (such as skiing, hunting or leisure walking).

**Americans With Disabilities Act :** A federal law that protects the rights of people with disabilities, especially concerning access to and accommodations in buildings

**ADA:** Americans With Disabilities Act

**ARC:** Architecture Review Commission

**At large:** A system of electing public officials by which all citizens within the municipality vote for a candidate to represent them in office. This is often compared to a system based upon districts whereby only district residents vote for a candidate to represent their district.

**Biodiversity:** Biodiversity means the diversity, or variety, of plants and animals and other living things in a particular area or region. It includes the number, or abundance of different species living within a particular region. The biodiversity of an ecosystem, is often referred to as a natural area made up of a community of plants, animals, and other living things in a particular physical and chemical environment.

**Brownfield:** A redevelopment site believed to contain pollution from a previous land use that limits the reuse of the site.

**Brownfield Opportunities Area:** A New York State program intended to provide municipalities and community based organizations with technical and financial assistance to conduct redevelopment planning for designated areas of containing brownfield sites.

**BOA:** Brownfields Opportunities Area

**Business Improvement District:** A geographic area within a municipality wherein the businesses within such an area pay an additional assessment above the regular taxation for increased or enhanced services to such district These services may include additional security, sanitation and lighting.

**BID:** Business Improvement District

**Cap-and-trade program:** Northeastern and Western states have adopted cap-and-trade programs to reduce global warming pollution emissions in their respective regions.

The Regional Greenhouse Gas Initiative (RGGI) is a market-based cap-and-trade program to reduce carbon dioxide emissions from power plants in 10 Northeast states. The policy goal of a cap-and-trade program is to trigger an increase in the price of carbon-based electricity so that energy efficiency and low-polluting electricity will be relatively less expensive.

**Census:** An official count taken every ten years by the U.S. Bureau of Census. Comprehensive household data is collected. This data is often the basis for allocation of voting representation and for the qualifications of various federal economic programs.

**City Charter:** The foundation document for the city government which sets forth the structure and functions of such government. In New York State, such charters are optional and can only be adopted via a public referendum.

**Climate Change:** The term 'climate change' is sometimes used to refer to all forms of climatic inconsistency, but because the Earth's climate is never static, the term is more properly used to imply a significant change from one climatic condition to another. Climate change refers to any significant change in measures of climate (such as temperature, precipitation, or wind) lasting for an extended period (decades or longer). Climate change may result from natural factors, such as changes in the sun's intensity or slow changes in the Earth's orbit around the sun; natural processes within the climate system (e.g. changes in ocean circulation); human activities that change the atmosphere's composition (e.g. through burning fossil fuels) and the land surface (e.g. deforestation, reforestation, urbanization, desertification, etc.)

**Cluster Zoning:** A landuse planning theory put into effect by a municipal adoption of a zoning ordinance which provides incentives to developers to group structures on the subject of real property in close proximate leading to the preservation of open space.

**Community Development Block Grant:** A federal program administered by the Department of Housing and Community Affairs that subsidizes a wide range of community development and economic development activities.

**CDBG:** Community Development Block Grant

**Combined Sewer Overflow:** Combined sewer systems are sewers that are designed to collect rainwater runoff, domestic sewage, and industrial wastewater in the same pipe. Most of the time, combined sewer systems transport all of their wastewater to a sewage treatment plant, where it is treated and then discharged to a water body. During periods of heavy rainfall or snowmelt, however, the wastewater volume in a combined sewer system can exceed the capacity of the sewer system or treatment plant. For this reason, combined sewer systems are designed to overflow occasionally and discharge excess wastewater directly to nearby streams, rivers, or other water bodies

**Creative Economy:** The Creative Economy is a term used to describe the aspect of our economy that hinges upon creativity and cultural uniqueness. Creative Economy is the aspect of our local economy that thrives upon inventiveness, innovation, imagination, inspiration, and ingenuity.

**CSO:** Combined Sewer Overflow

**DEC:** Department of Environmental Conservation

**Ecosystem:** A system that includes all living organisms (biotic factors) in an area as well as its physical environment (abiotic factors) functioning together as a unit. Therefore, an ecosystem may be composed of plants, animals, microorganisms, soil, rocks, minerals, water sources and the local atmosphere.

**Empire Zone:** A geographic area designated by a local municipality subject to State approval, whereby businesses that re-locate into the designated area another State become eligible for significant tax credits including real estate, sales and employment tax. The Empire Zone program is a state economic



development tool designed to help New York State compete with other states for jobs and business investments.

**Energy Audit:** A process which identifies and specifies the energy and costs savings which are likely to be realized through the purchase and installation of energy efficiency measures or renewable energy measures.

**Environmental Restoration Program:** A New York State program that provides municipalities with financial assistance for site investigation and remediation for eligible brownfield sites. Municipalities are reimbursed 90% of on-site costs and 100% of off-site costs.

**ERP:** Environmental Restoration Program

**EPA:** Environmental Protection Agency

**Fair Share Housing Ordinance:** Local legislation that requires a certain percentage of housing units in a new local residential project be made affordable to persons of diverse economic and demographic backgrounds.

**Fair Housing Act:** A Federal law that requires private owners of residential property make housing opportunities intended for sale or rent available to all persons regardless of their economic, demographic, social, racial, cultural, age-related or other legally protected status.

**Foreign Trade Zone:** Foreign trade zones are designated sites licensed by the Foreign-Trade Zones Board at which special Customs procedures may be used. These procedures allow domestic activity involving foreign items to take place prior to formal Customs entry. Duty-free treatment is accorded items that are re-exported and duty payment is deferred on items sold in the U.S. market, thus offsetting Customs advantages available to overseas producers who compete with producers located in the United States.

**Governance:** The procedures associated with the decision making, performance and control of organisations, with providing structures to give overall direction to the organisation and to satisfy expectations of accountability to those outside it

**Green Economy:** green economy integrates economic development—tax base expansion, wealth creation, and job creation—with the values of sustainability.

**Greenhouse Gas Emissions:** Greenhouse gases are those air emissions that contribute to global warming. These gases are measured in terms their global warming potential and are reported in tones of carbon dioxide equivalents (CO<sub>2</sub>-e) or million metric tones of carbon dioxide equivalents (MMTCDE). HFCs, PFCs and SF<sub>6</sub> are the most heat-absorbent of the greenhouse gases listed above, with Global Warming Potentials of up to 11,700 for HFC-23 and 23,900 for SF<sub>6</sub>, implying that they trap 11,700 and 23,900 times more heat than carbon dioxide. The 100-year global warming potential for methane and nitrous oxide is 21 and 310 respectively.

**Historic District:** The historic district is a regulatory overlay zone within which new developments must be compatible with that of the architecture, of the historic structures within the district. Alteration and improvements of historic structures must be made with minimum interference with the historic features of the building. The ARC establishes the standards for projects within the district.

**Housing Affordability Gap:** This is commonly known as the discrepancy between real housing costs and real income. As the housing affordability gap increases, consumers must either move elsewhere or spend a greater percentage of their income on housing, thus making housing less affordable.

**IDA:** Industrial development Agency

**Infill:** Development on vacant or underused sites within an established development pattern.

**Land Use Map:** The map included in the Land Use chapter of the Comprehensive Plan. The Land Use Map depicts the general distribution of proposed land uses, by general category, throughout the City and provides direction for which zoning designations may be appropriate.

**Learning Organization:** An organization where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free, and where people are continually learning to see the whole together.

**Level of Service:** The “level of service” (LOS) is a qualitative measure describing operational conditions within a traffic stream, and their perception by motorists and/or passengers. A level of service definition generally describes such factors as speed, travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety. Six levels of service are defined for each type of facility for which analysis procedures are available. Each of six levels is given a letter designation from A to F. LOS A represents the best operating conditions and LOS F the worst.

**LOS:** Level of Service

**Light Pollution:** Light pollution is excess or obtrusive light created mainly by humans. Light pollution in the broad sense refers to any nighttime artificial light that shines where it's not needed. Among other effects, and like any other form of pollution, it disrupts ecosystems, can cause adverse health effects, obscures the stars for city dwellers, and interferes with astronomical observatories.

**Local Waterfront Revitalization Plan :** An LWRP is a program that addresses the use, revitalization and protection of a municipality's waterfront resources.

**LWRP:** Local Waterfront Revitalization Plan

**Median:** A statistic used to describe the typical value for a group of values that is the middle value when the values are arranged from highest to lowest value.

**Median Income:** A process that divides the income distribution into two parts, with an equal number of households above the median and below the median.

**Metropolitan Planning Organization (MPO):** A regional transportation planning entity, created under federal transportation planning regulations.

**MPO:** Metropolitan Planning Organization

**National Ambient Air Quality Standards:** The standards established by the U.S. *Clean Air Act* that establish the maximum concentrations of specific pollutants. Failure to comply with these standards

places a region (and State) in “non-attainment status” that results in special administrative burdens and jeopardizes future federal funds to the State and region.

**NAAQS:** National Ambient Air Quality Standards

**New York Metropolitan Transportation Authority:** A public benefit independent agency created directly by the United States legislature and granted government powers to carry out essential public transportation services including the operation of mass transit. :

**Newburgh Community Development Agency:** A corporation created under the Corporation Law of the State of New York to carry out certain purposes in connection with economic development within the City of Newburgh.

**New Urbanism:** An architectural and city planning movement that opposes sprawl and seeks to develop neighborhoods that mimic successful aspects of city life

**Non-attainment Area:** any area that does not meet (or that contributes to ambient air quality in a nearby area that does not meet) the national primary or secondary ambient air quality standard for the pollutant.

**Non-point pollution:** Pollution that enters water from dispersed and uncontrolled sources rather than through pipes. Types of non-point pollution include stormwater runoff from roads, parking lots and backyards as well as wet and dry atmospheric disposition.

**NYSERDA:** New York State Energy Research and Development Authority

**Open Space:** An area of land that is valued for natural processes and wildlife, for agricultural and sylvan production, for active and passive recreation, and/or for providing other public benefits

**Open Space Development Design:** A planning approach to site design where open space is designated and protected prior to the designation of the building area.

**Ordinance:** An ordinance is an act of a local legislature pursuant to authority specifically delegated to local government by the state legislature.

**Passive Park:** A park where the primary focus is low environmental impact and quiet recreation (example hiking or nature study).

**Point Source:** A source of pollutants from a single point of conveyance such as a pipe. For example, the discharge pipe from a sewage treatment plant is a point source.

**RGGI:**Regional Greenhouse Gas Initiative

**Single Occupancy Vehicle:** A vehicle carrying only one person

**Sky glow:** Urban Sky Glow is the brightening of the night sky due to manmade lighting. Urban Sky Glow has led to the degradation of our common natural heritage - the star filled night sky.

**Social justice:** Fair and proper administration of laws conforming to the natural law that all persons, irrespective of ethnic origin, gender, possessions, race, religion, etc., are to be treated equally and without prejudice.

**Speed Bumps:** An artificial ridge set crosswise into the surface of a street, parking lot, or driveway to make the operators of vehicles decrease speed.

**Stakeholder:** Person, group, or organization that has direct or indirect stake in an organization because it can affect or be affected by the organization's actions, objectives, and policies

**Stormwater runoff:** The rainwater, melting snow and associated material draining from natural and developed surfaces in a watershed into storm drains and water courses.

**Staggered Terms:** A system governing membership on elected or appointed governmental councils, boards or commissions providing that terms of office of the various members begin and/or end in different years. This differs from congruent terms in which the terms of office of every member begin and end on the same date.

**Sustainable Development:** development that ensures the well-being of the human person by integrating social development, economic development, and environmental conservation and protection.

**Telework:** Telework, often referred to as telecommuting, occurs when paid workers reduce their commute by carrying out all, or part of, their work away from their normal place of business.

**Traffic Calming:** A variety of physical methods used to control traffic flow, maintain a safe and comfortable neighborhood and decrease the dominance of cars through physical or regulatory control of speed or movement on local and collector streets. Examples of traffic calming tools include speed humps, chokers and traffic circles.

**Traffic Congestion:** A condition in which road traffic is very slow, with many queues and traffic jams

**Transfer Development Rights:** An Ordinance that allows for development rights to transferred from one or more designated sending areas to one or more designated receiving areas.

**Transit Oriented Development:** Development that employs land-use, site design, and architectural principles that make it more conducive for transit (e.g., intersection designs to facilitate bus turning movements, bus pullout lanes, transit kiosks and shelters) and non-motorized travel (higher density, mixed uses within walking distances of each other, bike lanes, sidewalks, and streetscape features such as benches) and may include design features that are intended to restrict auto use (such as reduced off-street parking areas).

**Urban Renewal:** A federal program during the 1950's, 1960's, and 1970's that attempted to promote the Redevelopment of urban areas by acquiring many private properties in an area (sometimes using Eminent Domain), demolishing buildings, and consolidating lots into larger parcels.

**Vacant Building Registry:** A local ordinance of the City of Newburgh which requires owners of unoccupied buildings to register such buildings with the Code Compliance Office and pay a fee to the

City. The Ordinance encourages property owners to bring their properties in compliance with City Code, and put them to beneficial use, which enables the City to recoup some of the increased cost of enforcement which results from the increased incidence of Code Violations in vacant buildings.

**Variance:** This is a form of administrative relief that allows property to be used in a way that does not comply with the literal requirements of the zoning ordinance. There are two basic types of variances: use variances and area variances.

**Vision Statement:** An element of a Comprehensive Plan that strives to summarize what the desired future conditions for an area or the desired future outcomes of a process should be.

**Weak Mayor System:** A system of city governance whereby the mayor is a co-equal member of the governing and policy making body while the chief executive officer charged with carrying out day-day operations is an employee hired for such purpose known as the “city manger”. This differs from a “strong mayor” system whereby the mayor is an independent, elected chief executive officer heading a separate, co-equal branch of government apart from the legislative body.

**Zoning:** Police Power regulations that govern the use and development of land, buildings, and structures. Zoning regulations are different than other types of regulations because zoning regulations may vary in different areas of the community (called Zoning Districts). The City of Newburgh Ordinance consists of a map and ordinance text which divides a city into land use "zones" and specifies the types of land uses, setbacks, lot size, and size restrictions for buildings within that zone.