

TOWN OF CORNWALL

**COMPREHENSIVE DEVELOPMENT PLAN
JANUARY 2005**

**Prepared
by the**

**TOWN BOARD
Richard Randazzo, Supervisor**

**Based on the current Comprehensive Plan as reviewed, revised
and recommended by the**

**COMPREHENSIVE PLAN COMMITTEE
J. Kerry McGuinness, Chairman**

**with the assistance of
GARLING ASSOCIATES
COMMUNITY PLANNERS
GOSHEN, NEW YORK 10924.**

**Town of Cornwall
Comprehensive Development Plan
January 2005**

Prepared by the
Town Board

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COMPREHENSIVE DEVELOPMENT PLAN
TOWN OF CORNWALL, NEW YORK
January 2005
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1.0 INTRODUCTION

COMPREHENSIVE PLAN PURPOSE AND AUTHORITY

The New York State Town Law states in Section 272-a (b) that "Among the most important powers and duties granted by the legislature to a Town government is the authority and responsibility to undertake town comprehensive planning and to regulate land use for the purpose of protecting the public health, safety and general welfare of its citizens." It was with this mandate in mind that the Cornwall Town Board appointed a representative Comprehensive Plan Committee in 2002 to undertake this update of the Town's 1992 Master Plan. A new committee of the Town Board, Planning Board and community residents has refined that plan for presentation to a new Town Board in 2004.

WHY UPDATE NOW?

There have been changes in local and external economic, social and environmental conditions since the Cornwall Master Plan was prepared and adopted by the Planning Board in 1992. Results of the 2000 Census of Population and Housing are now available which facilitates socio-economic comparisons between now and then. The passage of time and the dynamics of the past twelve years puts the issues identified in the 1992 Plan and the recommended goals and objectives in perspective, highlighting those that are still valid. Also, based on revisions to Section 272-a of Town Law, it is the Town Board that must now adopt the Comprehensive Plan. The critical planning issues identified in the 1992 Master Plan included the following:

- Regional Growth Pressures and Growth Management
- Economic Development
- Natural Environment
- Affordability of Housing
- Open Space
- Design and Aesthetics
- Agriculture Preservation
- Sensitivity to the Needs of Various Population Segments
- Water and Sewer Systems
- Roads and Traffic

Though most of these issues are still relevant, there are some that have not borne out the prevailing expectations of the early 1990s. For example, regional growth pressures have not severely impacted Cornwall due to its distance from the New York State Thruway, accessibility of much of its terrain, and the fact that

about 40 percent of its land is now reserved for open space (13 percent more than twelve years ago).

Agricultural preservation remains important to community character and small town charm and much of the farmland has been preserved or is proposed for preservation through the Schunnemunk Agricultural/Scenic Overlay District or proposed new Mountain Conservation and Agricultural Rural Residential Districts. These protected areas should be maintained and expanded where found to be necessary. The focus of this current study, however, is directed toward land available for economic activity. Economic development does not necessarily require large commercial developments as the current approach to small town economic development planning is geared toward small and/or local businesses and tourism.

This Plan Update focuses on the issues that are considered critical to Cornwall's future in the context of recent trends and current conditions and include the following specific concerns:

- Senior Housing and Planned Adult Communities (PACs)
- Main Street Downtown Revitalization
- Open Space Preservation and Recreation, Trails
- Water and Sewer Services-Expansion and limitations
- Planned Industrial Office (PIO)/Commercial Development Areas
- Local Environmental Controls
- Residential Area Zone Modifications (see list of districts)
- Commercial Area Zone Modifications (see list of districts)
- Architectural Review
- Historic Preservation

Another reason to update the Plan at this juncture is that the Orange County Planning Department recently completed the Comprehensive Plan, Strategies for Quality Communities. With the adoption of the County Plan in April, 2003 and County Open Space Plan in 2004, all municipal capital projects must take the County Plan into consideration. All Orange County municipalities are included in the "Quality Communities" concept. However, those that have recently completed or updated Comprehensive Plans are better-equipped to approach the County and other public or private agencies for participation in implementing capital improvements and projects recommended in their Plans. This is an important asset in view of these times of economic hardship and fiscal restraint.

ORGANIZATION OF THE PLAN

Section 2 which immediately follows this Introduction, includes discussions of Existing Conditions that have become increasingly important issues since the

Plan was last prepared. A thorough discussion of Demographics and Socio-Economic characteristics is presented using data from the 2000 Census of Population and Housing. This analysis lays the groundwork for the discussion of Housing and identification of issues related thereto in Section 2.2.

The Comprehensive Plan Update is in Section 3 and begins with a restatement of the important issues and a review of the Goals and Objectives adopted in the 1992 Master Plan. This leads to Section 4 which is the Main Street Downtown Revitalization Plan.

Section 5 is the Land Use and Conservation Plan Update which builds from and amends the 1992 Master Plan. The land use categories applied in this plan are described and mapped in the 2005 Land Use and Conservation Plans included in Section 5.0.

Given the beauty and natural resources of Cornwall in its Mid-Hudson Valley setting, Section 5.1 appropriately begins the updated plan discussion with the Open Space and Recreation Plan. A discussion of Water and Sewer Services follows which addresses the question of where and how far to extend these services.

The remaining portions of the Section 5, Land Use and Conservation Plan Update, deal with specific zoning districts and land use regulations in terms of how future development should be approached. These discussions begin with analyses of the Planned Industrial Office (PIO) districts and the Planned Development (PD) districts. Section 5.4 reviews Local Environmental Controls and proposes modifications to the existing regulations to further protect Cornwall's environment.

Commercial area modifications, residential zoning modifications, and other Planning and Zoning recommendations and the rationales for each proposal are addressed in Section 5.5, 5.6, and 5.7, respectively. These discussions are followed by a summary of goals and respective objectives in Section 5.8.

Section 6 consists of a review of the Plan's consistency with regional plans including the Orange County Comprehensive Plan adopted in April, 2003 and the Cornwall Challenge Plan prepared by Town and Village representatives with the assistance of the Glynwood Center in 2002.

The Plan is concluded with Section 7, Plan Implementation. Section 7.1 includes a summary of the major recommendations which are found throughout the Plan Update and offers a strategy and priority for implementation of proposed Zoning and Land Use actions.

2.0 CORNWALL TODAY: SUMMARY OF EXISTING CONDITIONS

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

A general description of population and housing characteristics is provided here based on the U. S. Census Bureau's census of population and housing for 2000. Previous census years are included in some cases to illustrate historic trends as noted in the charts in which they appear. The Town of Cornwall totals in the Census publications include the Village of Cornwall-on-Hudson. Therefore, most of the charts below show all three data sets to highlight the differences, as well as the similarities, between the Town of Cornwall and the Village.

2.1 Population

Table 2.1 provides data on the Town (excluding Village of Cornwall-on-Hudson) and Orange County population trends from 1930 through 2000. The Town of Cornwall population has tripled since 1930 from 3,157 to 9,249 as of the 2000 Census. The most dramatic growth occurred during the 1950s due to the post World War II "baby boom." Although the growth has continued, the growth rate has been declining since 1970 with the lowest growth rate (7.5%) between 1980 and 1990. The declining number of births and economic recession during the 1980s were primary contributors to the lower growth rates throughout the nation during that decade.

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

Sources: U. S. Bureau of the Census, 1990 and 2000; Town of Cornwall Master Plan, 1992, Stuart Turner & Associates.

The 1992 Plan stated that by 2000, the Town was anticipated to grow to 9,800 persons and 11,850 persons by 2010. However, growth during the 1990s was a more moderate 13 percent in Cornwall and along with the 1 percent decrease in the Village resulted in a Town-wide increase of 9.2%. Excluding the Village the Town population was 9,249 in 2000, falling short of the projection by nearly 600 residents. Table 2.2 displays both the Town and the Village population from 1970 to 2000 along with the aggregated total for the entire Town of Cornwall. The data indicates that the Town population is continuing to grow moderately while the Village population is declining.

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

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

Population growth is expected to continue in Orange County as shown by the 2010 and 2020 projections prepared by the County Planning Department and displayed in Table 2.3. The Town of Cornwall estimate was prepared by Garling Associates by applying the Town's proportion of the County population to the 2010 and 2020 estimates. The assumption was that Cornwall's proportion has been about 3.6 percent since 1990 and the growth-rate has been relatively consistent with the County-wide growth rate. Therefore, Cornwall's total population is estimated to grow by 10.3 percent to 13,575 in 2010 and by 10.5 percent to 15,000 in 2020.

	1990	2000	2010	2020
COUNTY TOTAL	307,647	341,367	377,081	416,352
Numeric Change from prior year reported	---	33,720	35,714	39,451
Percent Change from prior year reported	---	11.0%	10.5%	10.5%
CORNWALL (Includes Cornwall-on-Hudson) Estimated at 3.6% of County Total	11,270	12,307	13,575	15,000
Numeric Change from prior year reported	---	1,037	1,268	1,425
Percent Change from prior year reported	---	9.2%	10.3%	10.5%

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

Cornwall's population change from 1990 to 2000 and proportion of the County total is shown in relation to the other Orange County towns and cities in Table 2.4. Also shown is the growth rate rank for each town or city. Cornwall's growth rate of 9.2 percent ranked fifteenth of the 23 communities shown. The adjacent Towns of Highlands and New Windsor both lost population and ranked 23 and 21, respectively. The modest growth rate is also evident in the fact that the

proportion of the County population remained fairly constant, changing slightly from 3.7 percent in 1990 to 3.6 percent in 2000. The five communities with the highest growth rate include the Towns of Monroe (36.3 %), Chester (32.9 %), Crawford (23.2 %), Greenville (21.8 %) and Minisink (20.3 %). The role that location plays in growth is evident in that both Monroe and Chester have immediate access to Route 17 and the New York State Thruway interchange at Harriman. Crawford, Greenville and Minisink are among the communities with the lowest population density.

	1990	Growth Rank	2000	Numeric Change	Percent Change	1990 Percent of County	2000 Percent of County
Blooming Grove	16,670	19	17,351	681	4.1%	5.4%	5.1%
Chester	9,138	2	12,140	3,002	32.9%	3.0%	3.6%
Cornwall	11,270	15	12,307	1,037	9.2%	3.7%	3.6%
Crawford	6,394	3	7,875	1,481	23.2%	2.1%	2.3%
Deerpark	7,832	20	7,858	26	0.3%	2.5%	2.3%
Goshen	11,503	12	12,913	1,410	12.3%	3.7%	3.8%
Greenville	3,120	4	3,800	680.00	21.8%	1.0%	1.1%
Hamptonburgh	3,910	6	4,686	776	19.8%	1.3%	1.4%
Highlands	13,667	23	12,484	(1,183)	(8.7%)	4.4%	3.7%
Middletown	24,160	18	25,388	1,228	5.1%	7.9%	7.4%
Minisink	2,981	5	3,585	604	20.3%	1.0%	1.1%
Monroe	23,035	1	31,407	8,372	36.3%	7.5%	9.2%
Montgomery	18,501	11	20,891	2,390	12.9%	6.0%	6.1%
Mount Hope	5,971	13	6,639	668	11.2%	1.9%	1.9%
City of Newburgh	26,454	17	28,259	1,805	6.8%	8.6%	8.3%
Newburgh	24,058	8	27,568	3,510	14.6%	7.8%	8.1%
New Windsor	22,937	21	22,866	(71)	(0.3%)	7.5%	6.7%
City of Port Jervis	9,060	22	8,860	(200)	(2.2%)	2.9%	2.6%
Tuxedo	3,023	14	3,334	311	10.3%	1.0%	1.0%
Walkkill	23,016	16	24,659	1,643	7.1%	7.5%	7.2%
Warwick	27,193	10	30,764	3,571	13.1%	8.8%	9.0%
Wawayanda	5,518	9	6,273	755	13.7%	1.8%	1.8%
Woodbury	8,236	7	9,460	1,224	14.9%	2.7%	2.8%
COUNTY TOTAL	307,647		341,367	33,720	11.0%	100.0%	100.0%

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

The population of Cornwall is about 95 percent White, as shown in Table 2.5. The minority population includes 1.6 percent Black, 1.5 percent Asian, 1.4 percent mixed race, 0.1 percent Native American and 1.3 percent listed as other. In all categories, the proportions are considerably less than the Orange County Total Population.

RACE OR ETHNICITY	Cornwall	Percent of Total	Cornwall on Hudson	Percent of Total	TOWN TOTAL	ORANGE COUNTY	Percent of Total
RACE	9,249		3,058		12,307	341,367	
ONE RACE	9,119		3,023		12,142	333,769	
WHITE	8,697	94.0%	2,955	96.6%	11,652	285,721	83.7%
BLACK	150	1.6%	12	0.4%	162	27,601	8.1%
ASIAN	138	1.5%	20	0.7%	158	5,157	1.5%
NATIVE AMERICAN	11	0.1%	9	0.3%	20	1,205	0.4%
OTHER	123	1.3%	27	0.9%	150	14,085	4.1%
MIXED RACE	130	1.4%	35	1.1%	165	7,598	2.2%

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

The median age of Cornwall residents is 38.6 years and 39 in Cornwall-on-Hudson as shown in Table 2.6. Comparing the overall median age of 38.2 years with the County-wide median of 34.7 years indicates that Cornwall has a large elderly population in relation to other municipalities in the County. Another indication of a large elderly population is the greater proportion of female to male in Cornwall, while County-wide the male proportion is slightly higher than female. The tendency for women to live longer than men is typically reflected in a large elderly population.

	Cornwall	Percent of Total	Cornwall on-Hudson	Percent of Total	TOWN TOTAL	Orange County	Percent of Total
TOTAL POPULATION	9,249		3,058		12,307	341,367	
MEDIAN AGE	38.6		39		38.2	34.7	
MALE	4,442	48.0%	1,459	47.7%	5,901	170,965	50.1%
FEMALE	4,807	52.0%	1,599	52.3%	6,406	170,402	49.9%
AGE GROUP							
UNDER 5 YEARS	649	7.0%	175	5.7%	824	25,970	7.6%
5-9 YEARS	753	8.1%	242	7.9%	995	28,746	8.4%
10-14 YEARS	797	8.6%	250	8.2%	1,047	28,599	8.4%
15-19 YEARS	593	6.4%	222	7.3%	815	25,554	7.5%
20-24 YEARS	289	3.1%	106	3.5%	395	19,938	5.8%
25-34 YEARS	1,052	11.4%	315	10.3%	1,367	43,419	12.7%
35-44 YEARS	1,740	18.8%	539	17.6%	2,279	59,099	17.3%
45-54 YEARS	1,461	15.8%	495	16.2%	1,956	47,221	13.8%
55-59 YEARS	475	5.1%	178	5.8%	653	16,100	4.7%
60-64 YEARS	316	3.4%	130	4.3%	446	11,536	3.4%
65-74 YEARS	620	6.7%	188	6.1%	808	18,256	5.3%
75-84 YEARS	399	4.3%	158	5.2%	557	12,294	3.6%
85 YEARS & OVER	105	1.1%	60	2.0%	165	4,635	1.4%

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

Those age 60 years and older include 15.4 percent of the population, while the County-wide proportion for this age group is 13.7 percent. The age group distribution shows that the largest cohort includes those from 35 to 55 years of age which comprise 35 percent of the population. Those born during the "baby boom" years (1945 to 1963) are in these age groups and by 2010 their numbers

will begin to appear in the 60 years and older age group. Therefore, it is clear that the needs of an aging population in Cornwall will require attention over the next several years. Approximately 23 percent of the population are school-age children (Ages 5 to 19 years) and 7 percent are under 5 years of age. These proportions are slightly higher than in the Village of Cornwall-on-Hudson, but about the same as the county-wide proportions.

Cornwall's population is well-educated as illustrated in Table 2.7. Not only have 91 percent of the adult population (age 25 and over) graduated from high school, 26 percent have an Associate or Bachelor degree and nearly one-fifth of this group have Graduate or Professional degrees.

Table 2.7: Educational Attainment for Population 25 Years and Older Town of Cornwall, 2000						
	Town-wide		Cornwall-on-Hudson		Cornwall	
Population 25 Years +	8,258		2,080		6,178	
High School Grad	2,471	29.9%	535	25.7%	1,936	31.3%
Some College	1,438	17.4%	365	17.5%	1,073	17.3%
Associate or BA/BS	2,161	26.2%	524	25.2%	1,637	26.5%
Graduate Degree	1,421	17.2%	438	21.0%	983	15.9%
Total High School Grad or Higher Ed	7,491	90.7%	1,862	89.5%	5,629	91.1%

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

Table 2.8 displays the type of earnings and average earnings for the Town's work force (Age 16 years and over). Over 80 percent earn income from salaries that average \$74,000 annually.

Table 2.8: Type of and Average Earnings for Population 16 Years and Over Town of Cornwall, 2000						
	Town-wide		Cornwall-on-Hudson		Cornwall	
Number with Earnings	3,811	82.2%	958	80.1%	2,853	82.6%
Mean Earnings	\$76,198		\$82,405		\$74,113	
Number with Social Security Income	1,242	26.8%	310	26.5%	1,073	30.9%
Mean Social Security Income	\$11,974		\$12,541		\$10,236	
Number with Supplemental Security Income	137	3.0%	22	1.8%	115	3.3%
Mean Supplemental Security Income	\$6,060		\$7,964		\$6,596	
Number with Public Assistance	37	0.8%	9	0.8%	28	0.8%
Mean Public Assistance income	\$4,338		\$6,578		\$3,618	
Number with Retirement Income	1,055	22.8%	267	22.4%	788	22.7%
Mean Retirement Income	\$18,914		\$20,703		\$18,308	

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

Although less than one percent (28) of Town of Cornwall residents receive public assistance, about 30 percent (1,073) receive an average of \$10,236 in Social Security, 3 percent (115) receive an average of \$6,596 in Supplemental Security, and 22 percent (788) receive average retirement earnings of \$18,308. These residents on limited and fixed incomes must also be considered in planning housing, environmental and community service policies.

The high level of educational achievement in Cornwall is reflected in the occupational categories listed in Table 2.9. Over one-third of the employed residents are in management or professional positions and about 25 percent are in sales and office occupations. Others are in service (13 percent), construction (10 percent) or production, transportation (7 percent) occupations. The decline of agriculture as a significant element of the Cornwall economy is evident in the fact that only 6 Town residents are in farming, fishing or forestry occupations.

	Town-wide		Cornwall-on-Hudson		Cornwall	
Employed Civilian Population 16 Years +	5,972		1,539		4,433	
Management, Professional	2,594	43.4%	741	48.1%	1,853	41.8%
Service occupations	813	13.6%	217	14.1%	596	13.4%
Sales and office occupations	1,508	25.3%	340	22.1%	1,168	26.3%
Farming, fishing, forestry occupations	10	0.2%	4	0.3%	6	0.1%
Construction, extraction, maintenance	604	10.1%	139	9.0%	465	10.5%
Production, transportation, material moving	443	7.4%	98	6.4%	345	7.7%

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

INDUSTRY	Town-wide		Cornwall-on-Hudson		Cornwall	
Agriculture, forestry, fishing, hunting, mining	27	0.5%	8	0.5%	19	0.4%
Construction	379	6.3%	62	4.0%	317	7.1%
Manufacturing	517	8.7%	98	6.4%	419	9.4%
Wholesale Trade	300	5.0%	62	4.0%	238	5.3%
Retail Trade	631	10.0%	143	9.3%	488	11.0%
Transportation, warehousing, utilities	433	7.3%	108	7.0%	325	7.3%
Information	204	3.4%	60	3.9%	144	3.2%
Finance, insurance, real estate	309	5.2%	99	6.4%	210	4.7%
Professional, scientific, administrative	574	9.8%	128	8.3%	446	10.1%
Educational, health and social services	1,653	27.7%	510	33.1%	1,143	25.8%
Arts, entertainment, recreation, lodging, food	260	4.4%	99	6.4%	161	3.6%
Other services except public administration	251	4.2%	53	3.4%	198	4.5%
Public administration	434	7.5%	109	7.1%	325	7.3%

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

Table 2.10 shows that more than one-quarter of Cornwall residents work in education, health and social services and about 10 percent are employed in retail trade. Another 10 percent are in professional, scientific, administrative employ and 9 percent are in manufacturing. Construction, public administration, and transportation, warehousing and utilities each employ about 7 percent of the

