

City of Poughkeepsie Comprehensive Plan

November 1998

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Section 1.0
Introduction

1.0 INTRODUCTION

1.1 21st Century Poughkeepsie



The City of Poughkeepsie has evolved from a regional retail hub in the 1950's to the Mid-Hudson's regional governmental, educational, and cultural center in the 1990's. Its location in the Mid-Hudson valley puts it at the focal point for the Dutchess County seat, and Federal and State regional offices. Its transportation linkages with the Mid-Hudson Bridge, the East-West Arterial, MetroNorth, Amtrak, Conrail, and Dutchess County Airport, give rise to the location of two major medical facilities—Vassar Hospital and St. Francis Hospital, and the associated medical offices and health center.

As a cultural center, it has one of the oldest opera houses on the Hudson, the Bardavon, the Cuneen-Hackett Cultural Center, a 3000-seat Civic Center, and the Hudson Valley Philharmonic Orchestra. Four major colleges surround it: Marist College, Vassar College, the Culinary Institute of America and Dutchess Community College. Historic 19th century architecture, as seen in the Poughkeepsie Railroad Bridge and Springside, and 18th century architecture of the Glebe House and Clinton House, demonstrate the City's role in history. And now, in the latter part of the 20th century, Poughkeepsie is home to environmental groups, and making history as a greenway city for the Hudson River Valley Greenway.

To keep pace with local and regional changes, the City of Poughkeepsie has several planning and development initiatives underway. In 1997, the City joined the Hudson River Valley Greenway Program as a greenway community; the City and Dutchess County jointly completed a Transportation Strategy; and the City's Waterfront Advisory Committee developed a draft Local Waterfront Revitalization Program, basic concepts of which have been incorporated in this plan.

In June 1997, the City of Poughkeepsie Common Council commissioned a Comprehensive Plan update, to be performed with specific goals and tasks in mind. The plan update was to be focused and become a blueprint for future action, with measurable goals and results. While this plan update views the City as a whole, three focus areas, Main Street, the Cottage Street Business District, and the Waterfront, were identified as key to the City's future growth and subject to in-depth review. Other comprehensive plan elements addressed in the update include neighborhood planning issues, the City Zoning Code, and recreational resources.

Therefore, while this plan builds on prior plans and policies, it attempts to establish priorities and strategies that can be implemented in the near term, while creating a long-term vision for the City.

1.2 Prior Comprehensive Plans

New York State Law and the New York Planning Federation recommend updating land use plans every 10 years to reflect current trends. The last officially adopted comprehensive plan for the City of Poughkeepsie was the *1967 Master Plan Report #1, Economic Survey and Plan, June 1967*. In 1974, Llewelyn-Davies Associates prepared a three-volume Comprehensive Plan update for the City. While a very thorough document, it was never adopted. Subsequently, individual studies were used in addition to the Comprehensive Plan. Among these were:

- A Study of the Main Street Corridor, Poughkeepsie, NY, 1976;
- City of Poughkeepsie Open Space Plan, 1976;
- Poughkeepsie Parking Study, 1977;
- Land Use Policy Plan, June 1978 (not adopted);
- Final Report on the Poughkeepsie Transportation Center Study dated 1979;
- Poughkeepsie Railroad Station Historic Structure Report, 1979;
- Downtown Design Manual, 1988;
- City of Poughkeepsie Transportation Strategy, 1997; and
- Draft Local Waterfront Revitalization Program, 1997.

While these studies are important, the Comprehensive Plan update addresses city-wide issues such as zoning and land use, and is based on city-wide and regional data. The reports listed above, for the most part, were tailored to specific land use issues such as transportation, the Downtown area, or open space.

1.3 Public Planning Process

The development of this Comprehensive Plan included an intensive community-based process. It began with public workshops in each of the City's eight wards and included a community survey to ensure that all issues were considered. Over 200 people attended, and 42 surveys were received.

A Master Plan Task Force was convened with representatives from the City Council, Planning Board, Zoning Board of Appeals, Waterfront Advisory Committee, Dutchess County Planning, Economic Development Zone, representatives of the City's Wards, and other civic leaders. The Master Plan Task Force met numerous

times to discuss the components of the plan and to guide the drafting of the document.

A concepts paper and draft Comprehensive Plan were prepared reflecting the goals, focus areas, development issues, and citywide topics of concern derived from the ward meetings. The concepts paper was brought to the City Council for public hearing and to each of the wards, various business associations, the Planning Board and the Waterfront Advisory Committee for discussion. The draft Comprehensive Plan was then brought to the City Council for public hearing. Upon public review and compliance with State of New York Environmental Quality Review Act requirements, the final 1998 Comprehensive Plan was completed and adopted by the Common Council on November 19, 1998.

Section 2.0

21st Century Poughkeepsie

2.0 21ST CENTURY POUGHKEEPSIE

2.1 A Community Vision

Community planning begins with a shared vision and a unified community. During the initial public meetings, through the response to the community surveys, and from the Master Plan Task force, a common theme for Poughkeepsie's future emerged:



Poughkeepsie's vision for its future is as a self-sustaining small riverfront city with a traditional downtown and Main Street whose activities and commerce serve the surrounding neighborhoods. The City will be a place where people choose to live and work because they prefer the convenience, diversity, sense of community, entertainment and other benefits of an urban environment. Neighborhoods will be well maintained and provide safe, healthy places to raise families. Work, shopping, and schools will be within walking distance of each other, and the City's street system will be easy to navigate for pedestrians and vehicles alike. The City will serve as a

regional hub for government, culture, education, transportation, and business. The City's waterfront will continue to be a vibrant focal point of the community. This vision is a shared goal of the community for Poughkeepsie's future.

2.2 Turning Vision into Reality

Since the development of the existing Comprehensive Plan, the City of Poughkeepsie has been the subject of numerous transformations including the construction of the east/west arterial, the loss of several major employers, the downsizing of IBM, and the associated vacancy of many older buildings including the Wallace Building, and Luckey Platt. Whether from changing markets or the location of markets elsewhere, by 1995 Poughkeepsie's economic base was severely eroded. To reverse the trend, the Mayor and City Council have undertaken a number of initiatives to put Poughkeepsie back on its feet. Commissioning an update to the Comprehensive Plan permits the City to guide future growth and development in a coherent, orderly fashion, while responding to immediate community needs.

The Comprehensive Plan addresses short-term objectives while establishing the blueprint for future development. In creating the plan, Poughkeepsie has drawn upon its greatest assets: a diverse citizenry, a strong sense of community, its location, and its history.

Both short-term objectives and long-term plans and policies build on the establishment of the following community goals. Components of the Comprehensive Plan are identified for each goal.

Goal #1: A Traditional Downtown and Main Street

Plan Sections: 5.1 *Main Street*
 4.2 *Transportation*

Main Street should function as a traditional downtown, with its primary role as a central business corridor, easily accessible to and navigable by pedestrian and vehicular traffic. All efforts, including capital improvements and zoning code amendments, should reinforce this primary function.

The original architecture of many Main Street buildings is historic and attractive to businesses, customers, and tourists. Restoration of facades would bring character and commerce back to this important business corridor and city center. New construction on Main Street should, to the extent feasible, reflect the style and quality of architecture of the original buildings.

Main Street should be connected to surrounding neighborhoods, and the uses should serve the community. A mix of uses to encourage evening as well as daytime occupancy and increased security to provide a safe and welcoming pedestrian environment are among the goals for rejuvenating Main Street.

Goal #2: Neighborhoods with a Strong Sense of Community

Plan Sections: 4.1 *Land Use/Zoning*
 4.3 *Cultural Resources*
 4.4 *Parks and Recreational Resources*
 4.5 *Historic Districts*

City government can play a strong role in making the City a safe, healthy place to live. Policies and decisions on zoning issues that define and protect neighborhood character, and capital investment in parks, sidewalks, and streets, should be in keeping with this goal.

New housing should maintain a high architectural standard compatible with surrounding buildings; high rises should be avoided. Infill housing should be encouraged, with design standards to ensure that existing housing stock is not devalued. The City should also support renovation and reuse of vacant buildings, and removal and replacement of dilapidated structures.

There are areas of the City which have distinctive and unique characteristics such as Mount Carmel, Hooker Avenue, Union Street, and Mansion Square. The goal for new development and enhancement of existing development should be to create a compatible scale and design that is in keeping with the neighborhood.

Goal #3: A Vibrant Waterfront for Commerce and Recreation

Plan Section: 5.3 *Poughkeepsie Waterfront*
 4.2 *Transportation*

Poughkeepsie's Hudson River shoreline is one of its greatest assets. Wherever possible, the shoreline and waterfront should be accessible to the public. Different sections of the shoreline should have different functions, based on the physical constraints, natural settings, accessibility, and adjacent uses of the land. Recreational uses should range from very active recreation such as boating, large public events, and play areas, to more passive uses such as walking, sitting, fishing, dining out, and picnicking.

While public recreation and accessibility are important components of the waterfront, not all land must be dedicated to parks in order to serve the public interest. Urban waterfronts that provide a mix of activities add to the enjoyment of a visit to the shore. A healthy mix of commercial, entertainment, recreational, and residential uses should be encouraged.

Goal #4: Increased Employment Opportunities

Plan Sections: 5.2 *Cottage Street Business District*
 3.3 *Funding Opportunities*

The City should maintain a wide variety of employment opportunities for its residents and for workers living outside the City. Manufacturing jobs have declined over the last twenty years, and new jobs must be found. The principal area for development of new manufacturing operations is the Cottage Street Business Park, including City-owned land that is currently undeveloped. Through the use of public funds, the City and State should assist developers in bringing industry to the City.

Through local laws, including the Zoning Law, the City must ensure that the industry is environmentally acceptable, that light manufacturing operations are encouraged, and that the residential areas surrounding the Cottage Street Business Park are protected from industrial noise, fumes, and associated truck traffic.

Goal #5: User-Friendly Transportation Systems

Plan Sections: 5.1 Main Street
 5.3 Poughkeepsie Waterfront
 4.2 Transportation

First impressions are important. The new directional signs for Poughkeepsie were an important step in helping visitors navigate downtown. However, entrances to the City need additional, highly visible, attractive, welcoming signage. The location of the arterials has had a profound negative effect on the downtown area and the neighborhoods surrounding the arterials. Additional steps are needed to make the area in the vicinity of Main Street easily navigable for local traffic and first time visitors.

Increased coordination is needed to maximize existing mass transit resources. Local bus service must meet the needs of residents who work in outlying areas. Access to the train station should be simplified and adequate parking provided. Making the waterfront viable and attractive as a destination means making it easily accessible by vehicles and pedestrians. The Main Street corridor should be used as the central connection to riverfront parks and facilities.

Goal #6: A Regional Center for Commerce, Medicine, and Government

Plan Sections: 5.0 Economic Development Areas
 3.0 City Basics

Poughkeepsie is poised to play a major role as a center for medicine with two major hospitals and associated medical support facilities; as a center for county, State, and Federal government offices; and as a regional transportation hub along the Hudson River. Other river cities, such as Kingston, Newburgh, Hudson, and Beacon, do not have the inherent advantages enjoyed by Poughkeepsie. The City is a major stop on Amtrak and currently the northern terminus of Metro-North. It sits at the foot of the Mid-Hudson Bridge and is a short distance from the Taconic State Parkway, and the New York State Thruway.

As a center for commerce, Poughkeepsie has the ability to establish specialized markets in each of three focus areas: a mixed use commercial, recreation, and entertainment market at the waterfront; a specialty retail and service-oriented

market for workers and residents downtown; and a light industrial/manufacturing center in the Cottage Street Business Park. Few other communities in the Mid-Hudson area have the infrastructure, transportation linkages, and variety of markets and economic settings within such a compact radius.

The City can further this goal through initiating zoning which promotes these uses, building infrastructure improvements to accommodate the development, and establishing an attractive environment in which to locate new businesses.

Goal #7: Creating New Economic Opportunities

Plan Sections: 4.1 *Land Use Code*
 3.3 *Funding Opportunities*

The City has several existing financing vehicles for marketing City-owned property: the Poughkeepsie Urban Renewal Agency (PURA), an Economic Development Zone (EDZ), an Industrial Development Agency (IDA), and Housing Development Finance Agency (HDFFA). These organizations should be more effectively utilized. The City should investigate formation of a Local Development Corporation to act as the liaison between city government and potential developers.

Adoption of the Comprehensive Plan and subsequent zoning changes may also assist in securing private and public funding for capital improvement projects and provide potential developers with an assurance that the community has a clear vision for development. Regional partnerships can leverage additional funding for projects and provide connections to outside markets.

Section 3.0
City Basics

3.0 CITY BASICS

To accurately describe the community, current statistics on population, housing, and employment are used. This basic information helps the community realize how it fits into the region, and where it has potential for growth.

3.1 Demographics

Demographics describe the community's size and age, and how the community lives. Information on gross population, employment and income, housing, and families are used to plan for infrastructure, educational and recreational facilities, and economic development. The source of most data is the most recent census prepared by the US Bureau of Census, in this case the 1990 census, and secondary sources provided by state and county government. These indicators are then compared to regional demographics to view the community's relationship to surrounding municipalities.

For Poughkeepsie's Comprehensive Plan update, a review of the overall population, family composition, housing stock age and value, and income and employment data were used. The city's demographics were compared first to Dutchess County and Town of Poughkeepsie statistics, and then to three Mid-Hudson River cities: Beacon, Kingston, and Newburgh. This data is also used to assist potential new employers in locating in the city.

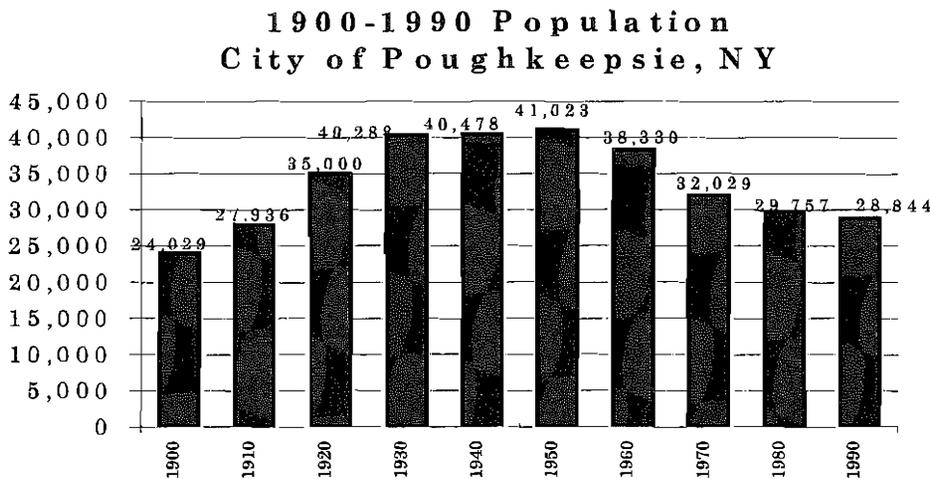


Figure 3.1: Census figures for the City of Poughkeepsie, 1900-1990. Source: US Bureau of Census.

3.1.1 Population Characteristics

The City of Poughkeepsie population has been decreasing since 1950. This represents, in part, the move from city centers to the suburbs. Each decade brought a new suburb, slightly further from the city center. Dutchess County and the Town of Poughkeepsie populations have been on the increase as a result of this trend.

The graph above notes a 29.6% decrease in Poughkeepsie's population from its peak of 41,023 in 1950 to 28,844 persons as reported in the 1990 census. Dutchess County Planning Department estimates for 1995 indicate a resident population of 27,964.¹ The decline can be attributed to a combination of factors ranging from improvements to the road system creating commuter communities and suburbanizing Dutchess County, and to the loss of local manufacturing jobs.

Of the other Hudson Valley small cities, two cities saw population decline until 1980 and then began to increase in size, and one continued to decline. Beacon and Newburgh had a 2.3% and 12.8% increase between 1980 and 1990, respectively. Kingston experienced a 21.1% decline over the 40-year period ending in 1990.

A decline in population is not necessarily a negative attribute. It can mean a reduction in the need for services, and the ability of a community to redirect community resources. Failure to recognize the drop in population, however, may result in misdirected energy and resources. Projections of future population should reflect this trend.

City	1960	1970	1980	1990	Total % Change
Poughkeepsie	38,330	32,029	29,757	28,844	-24.7%
Beacon	13,922	13,255	12,937	13,243	-4.9%
Kingston	29,260	25,544	24,481	23,095	-21.1%
Newburgh	30,979	26,219	23,438	26,454	-14.6%

Table 3.1.1 Regional urban population trends 1960-1990. Source: "Urban Renaissance", Mid-Hudson Patterns for Progress. August 1997.

¹ Dutchess County Forecasting Project Final Report, Fall 1996. Dutchess County Department of Planning & Development and Poughkeepsie-dutchess County Transportation Council.

3.1.2. Housing Stock

In Poughkeepsie, the median housing stock age is 59 years. There are 13,112 housing units of which 730 units, or approximately 5.5% were vacant in 1990. Housing units include institutional housing such as nursing homes, jails, and hospices, as well as vacant housing units.

Median housing values for owner-occupied houses in Poughkeepsie range from \$64,000 to \$184,600 with an overall median value of \$128,700 in 1990. Looking at the comparative median housing values, value is related to age rather than location (Table 3.1.2). Where values are higher on average, the stock is 22 years newer. Further, Poughkeepsie's median housing value was higher than the other Mid-Hudson urban areas in 1990.

	Median Year	1990 Median Value	1997 Median Value
Poughkeepsie	1939	\$128,700	\$ 87,300
Dutchess Co.	1963	\$149,200	\$134,000
T/Poughkeepsie	1961	\$143,300	\$124,000
Beacon	1943	\$119,500	\$ 97,000
Kingston	1939	\$ 95,200	n.a.
Newburgh	1939	\$102,300	n.a.

*Table 3.1.2 1990 Median Housing Values for the City of Poughkeepsie and the Mid-Hudson Region.
Source: 1990 US Bureau of Census, 1997 Mid-Hudson Multiple Listing Service for Dutchess.*

The difference between urban and suburban land use patterns can be seen in the comparison of owner-occupied housing units. Urban areas have the capability for high-density multi-unit structures—typically large-scale elderly housing and apartment complexes—whereas suburban communities do not have the infrastructure to support such high density uses. Poughkeepsie has a greater number of multi-family structures, and a higher percentage of large-scale complexes (greater than 5 units per structure) than the County or the Town of Poughkeepsie. Consequently, the percentage of owner-occupied housing units is substantially lower.

This is also seen in the greater percentage of 1- and 2- person households in Poughkeepsie than in the County or nearby towns. While 64% of Poughkeepsie's households are occupied by 1- and 2-persons, the suburban communities ranged from 51% to 55% small households. Small households were also typical of the other Mid-Hudson cities in the 1990 census.

3.1.3 Housing Strategies

Poughkeepsie's demographics are typical of a small, older, urban area. Small household size and large-scale multi-family housing complexes indicate the ability to accommodate a large elderly population, which is borne out by the age statistics. Absent a large in-migration, the schools and other facilities have seen a shrinking classroom size. Poughkeepsie's elementary classroom size, including special educational classes, averages 20 pupils, the second lowest in the county.²

The current status of older housing stock in combination with a high vacancy rate could provide a number of opportunities for the city. Homesteading of some of the better quality vacancies through city acquisition and resale might attract new families into the city and help rehabilitate older neighborhoods. Older abandoned structures, if unstable, could be razed and replaced with new construction, thereby replenishing the City's stock with newer housing.

Given the population base and the housing stock, there are three areas of growth potential in Poughkeepsie:

- New multi-family housing targeted toward the large college student market can create new opportunities for housing, and add to the City's population base.
- There is room for additional elder care facilities, given the proximity to medical facilities, and existing elderly services.
- Finally, the stock of large homes must be evaluated. In order to maintain their architectural diversity, distinction, and integrity, conversion to owner occupied professional offices should be considered.

² Poughkeepsie Journal, February 1998.

3.2 Education, Employment and Income Data

3.2.1 Education

Poughkeepsie's labor force is fairly well educated, and despite the loss of many IBM jobs in the early 1990's, skilled and professional employees remain. Although the unemployment rate is high relative to the County, it is in good standing compared to other similarly sized cities in the Mid-Hudson area. New employers in the area can draw on a well-established labor force and/or bring employees in to the City where there is an abundance of inexpensive housing stock.

The educational high school achievement rate is lower in Poughkeepsie than most but not all of the other Dutchess County communities. Although Poughkeepsie ranks 3rd lowest in the County for percentage population with high school degrees, it ranks 15th in percentage of the population with bachelor's degree or higher relative to all 30 communities in the county.

3.2.2 Employment and Income

In 1990, most City of Poughkeepsie workers drove alone to work (65.8%), and worked inside the county (89.1%) within a 30-minute commute (75%). Most workers were employed in services, retail, and professional occupations (60%), or were laborers and manufacturing workers (23%).

There has been a 3.0% drop in the total number of employed workers between 1990 to 1995 that may reflect a general decline in the overall population. The most recent unemployment figures show Poughkeepsie's unemployment rate at 6.6% in 1997, twice the County's unemployment rate of 3.9%. Poughkeepsie's unemployment rate, while high, actually represents a substantial drop from its peak of 13.7% in 1993. Available data for Newburgh indicates similar unemployment in keeping with Poughkeepsie at 8.7%³.

³ 1997 Unemployment data was not available for Beacon or Kingston.

1990 Selected Occupations in the City of Poughkeepsie

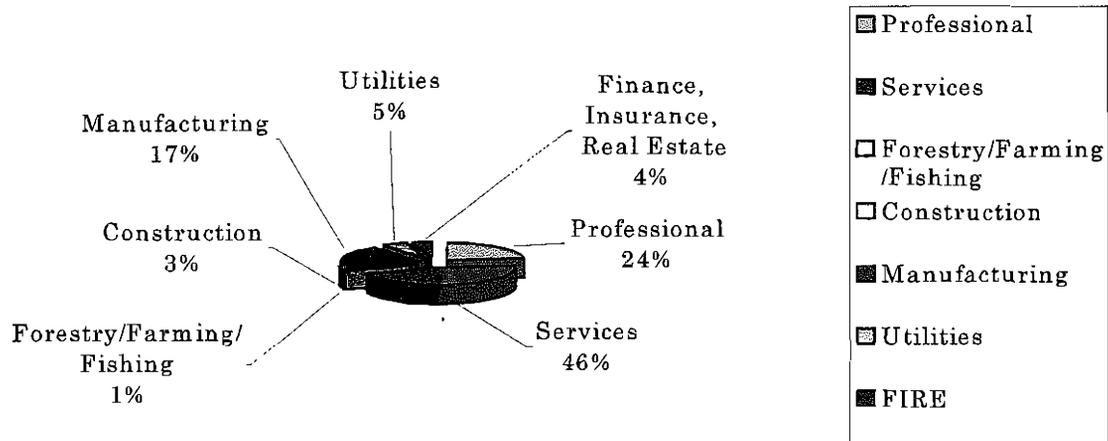


Figure 3.2.2-1 Selected Occupations in the City of Poughkeepsie. Source: US Bureau of Census.

Similar to the statistics on employment and education, income statistics for Poughkeepsie rank low relative to the county and outlying suburban communities. Poughkeepsie's median family income in 1990 was 8th lowest at \$34,211 and per capita income 9th lowest at \$14,936. In comparison to other small cities, Poughkeepsie's per capita income ranked highest, and the median family income fell in the middle of the Beacon, Kingston, and Newburgh cohort (Figure 3-3).

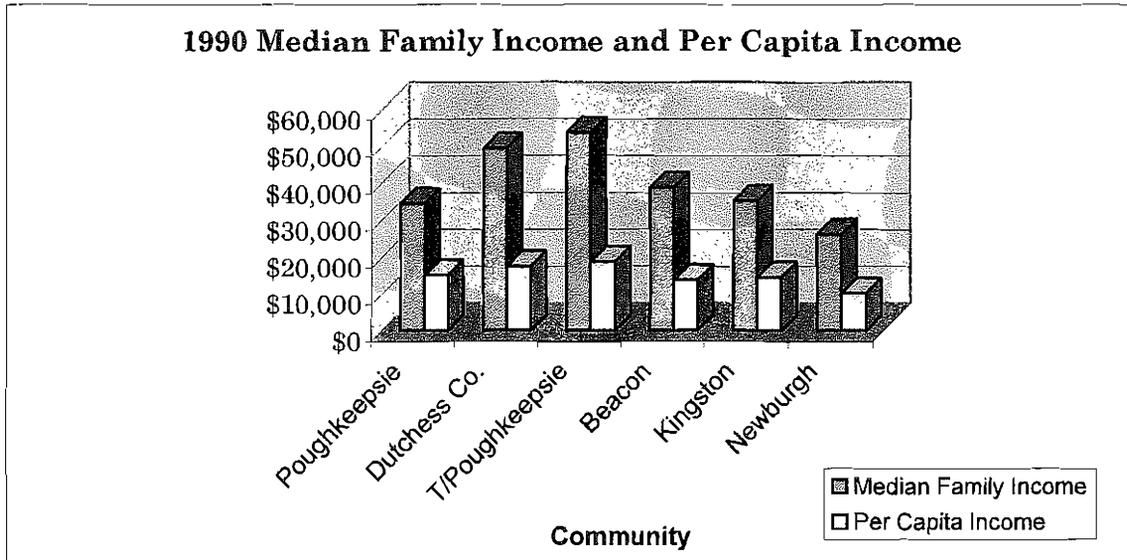


Figure 3.2.2-2. 1990 Median Family Income and Per Capita Income. Source: US Bureau of Census.

3.2.3 Institutions and Major Employers

The City of Poughkeepsie has become a civic center for county, state, and federal governmental offices. Because approximately 40% of the City's property was in institutional use, an inventory of the governmental, cultural, educational, recreational, and religious institutions was performed. Locational data, based on a Dutchess County Department of Planning and Development land use survey in 1995, were updated and employment for select areas and industries was acquired.

Major employers in the City of Poughkeepsie include Dutchess County, with a total of 1237 employees in the City, Vassar Brothers Hospital with 1100 employees on three shifts, and Central Hudson Gas & Electric with 600 employees at the South Avenue office for a total 1196 employees. The City of Poughkeepsie School District has 636 employees working in the City, 85 of them within two blocks of Main Street.

Downtown. Dutchess County employs a total of over 2100 people throughout the County. Of that, 777 County employees work on Market Street. This includes all county employees except the Department of Health, which has 148 employees on the 300 block of Main Street. The courts and related facilities employ another 115 downtown workers.

The next major downtown institutional employer is the City of Poughkeepsie, with 203 employees working at City Hall out of a total 407 employees. To the west on Church Street, the Community Health Plan office employs 230 workers. Poughkeepsie Savings Bank has 185 employees, though not all downtown. The Morse and Smith schools employ a total of 85 staff. On Hamilton Avenue, NYNEX employs another 300 people.

A number of the non-profit and cultural organizations are in the 35- to 40- employee range. These include the Adriance Library, the Cuneen-Hackett Cultural Center, the Civic Center, River Haven, and RSVP of Dutchess County. Together they add another 175 workers to the downtown area combined.

Total estimates, then, for the downtown employment area are approximately 1,700 - 1,900 workers.

Cottage Street Business District. The Cottage Street Business District is comprised of trades and small manufacturing firms. A short list of employers includes: Dorsey Gage, Efcu Bakery, Modern Cabinet, Catskill Art & Office Supply, and Maar Printing, Duso Chemical, Mueller Phipps, and Koshi Maxelum. The total number of workers employed in those industries is 330 persons for 1996, the most recent figure available. Additional small businesses averaging 5 employees or less bring the estimated total to 370.

3.2.4 Economic Strategies

Clearly, the City can use the existing downtown population to attract additional office uses, and capture the trade of the downtown workers and provide additional services on Main Street and the arterials. For example, a health spa or gym could be added to capture morning or afternoon traffic. Service businesses, such as dry cleaning, video stores, grocery stores, and bakeries are absent from the area and might work well in the areas adjacent to the large parking lots.

However, the data indicates that the City can no longer sustain 18 full commercial blocks of a Main Street. The best strategy is to focus commercial activity in the area adjacent to the largest centers of employment and to strengthen the neighborhood commercial areas on the east and west ends of Main Street.

3.3 Institutional Arrangements and Public Funding Sources

3.3.1 Institutional Arrangements

The City has undertaken a number of initiatives in the past 5 years to create a more flexible economic policy and planning process. These initiatives are outlined below. There are several areas where additional measures need to be taken to further the City's economic position in the Hudson River Valley.

City Charter.

The City adopted a new Charter in 1994. One of the stated goals of the City Charter was to facilitate long-range policy planning and implementation. The creation of the Mayor City Administrator form of government was intended by the charter commission to allow the Mayor to concentrate on policy issues for the benefit of the City.

Inter-municipal Agreements.

The City has employed a number of inter-municipal arrangements to accomplish more efficient service delivery, including the use of the County EDC, the joint ownership of its sewage treatment plant and the creation of a library district to serve both the Town and the City. The City can continue to recognize potential economies of scale and other savings available through other joint activities with the county or surrounding towns.

Tax Forfeiture Proceedings.

The City's Administrative Code incorporates an outdated tax forfeiture procedure that does not provide a basis for a clean title policy. The procedure interferes with the efficient disposition of properties and increases the costs and risks associated with a purchase of tax forfeit parcels. The City should consider the adoption of the statutory in rem procedure, and the compliance with procedures necessary to ensure clear title for purchasers or the transfer of tax enforcement activities to the County.

3.3.2 Implementation Agencies

Poughkeepsie Urban Renewal Authority (PURA). The City's urban renewal authority was created in 1965. It has broad powers to implement urban renewal plans within the City, including acquisition, renovation and disposition of property, and borrowing money. PURA could be used as an agent to accomplish the direct development of certain properties that are unlikely to be developed by private parties.

Housing Companies

The City has established a housing finance development corporation that could be used to accomplish some of the housing strategies noted in Section 3.1. Also, not-for-profit housing companies can take advantage of state and federal housing subsidy programs such as the low income housing tax credit and provide a source of affordable housing. A not-for-profit corporation is leading the development of the Garden Street Revitalization Project.

Industrial Development Agencies.

The City's industrial development agency was created in 1974. Industrial development agencies are authorized to issue revenue bonds and enter into payment- in-lieu-of-taxes (PILOT) agreements with private developers to construct or rehabilitate commercial or industrial projects.

The IDA has been relatively inactive in recent years. Some IDA projects located in the City have been financed through the County's industrial development agency rather than the City's. So long as the use of the County's IDA allows the City to make full use of bond financing and PILOT programs, this inter-municipal cooperation is useful. However, the City should ensure that the County IDA's policies regarding financing and PILOT agreements are consistent with the City's special needs and result in a net positive economic impact in the City. The City should conduct a review of the activities of the County IDA in the City and consider

whether the City could more effectively encourage development activities through the use of its own IDA, or whether the City should establish a local development corporation (see below) to fill this role.

County EDC.

The City contracts with the County's Economic Development Corporation for a number of services relating to Economic Development, including administration of the economic development zone, maintenance of a data base on available state loan programs for private development projects, and outreach to small businesses. The City receives benefits from the coordination of this activity with the County and the ability to engage qualified professional staff specializing in economic development activities. This arrangement is effective so long as the County EDC provides particular attention to the City's special goals and needs. The EDC's tasks include working closely with the City's Development Office to implement the strategies identified in this plan.

Local Development Corporations (LDC).

Many municipalities have created local development corporations to carry out economic development activities City-wide or to focus on a particular area or project. Although the County EDC is a local development corporation, it does not currently act as a developer for specific projects. A local development corporation is a special type of not-for-profit corporation that can be created to acquire, develop, sell or lease property, to borrow money and/or act as a conduit for financing, and to encourage particular development activities. For example, a local development corporation sponsored by the City could implement the City's strategies for waterfront development, downtown development, and/or industrial park development.

Business Improvement Districts (BID).

A Business Improvement District (BID) is a type of special assessment district that could be created within the City to finance additional services targeted to that district. For example, other municipalities have created BID's for downtown development districts. BID's can finance capital improvements such as streetscape improvements and lighting, street improvements, and parking facilities. More commonly BID's provide additional services such as enhanced security and sanitation and business promotion activities.

A likely candidate for a BID is the Main Street area between Market and Hamilton Street. A recently formed group, the Main Street Business Association, could steer the process. Goals would include maintenance, security, and marketing. The lower

Main Street/Water Street area might also benefit if the goal were to create additional parking facilities, provide additional security, and/or streetscape improvements.

3.3.3 Funding Sources

Both the City's Development Office and the County EDC regularly track and identify federal and state grant sources that may be available. Practically, the availability from time to time of certain types of grants and loans may require the City to re-prioritize its activities in order to make best use of such outside funding sources. The following is a sampling of some of the more significant funding sources which should be taken into account in implementing the recommendations identified in this plan.

Hudson River Valley Greenway Grant Programs.

The City is currently well positioned to take advantage of the numerous funding opportunities under the Hudson River Valley Greenway Grant Programs. Included as public funding sources are the Clean Water/Clean Air Bond Act of 1996 and the Greenway Small Grants Program.

Under the NYS \$1.75 billion Clean Air/Clean Water Bond Act approved by voters in November 1996, funding is available for clean water projects, safe drinking water projects, solid waste initiatives, air quality projects, and environmental restoration ("brownfields") projects. Among the authorizations is a \$50 million fund for municipal park, historic preservation and heritage area projects, a portion of which will be administered by the Greenway. Eligible projects include waterfront revitalization projects which develop, improve, protect or rehabilitate sites and facilities for public access to water bodies and recreational purposes. Also eligible are projects that include physical development of the Greenway Trail System, including walkways and bikeways, and related projects that would enhance access to the Hudson River. Grants require a 50% match, and requests may range from \$10,000 to \$300,000.

Under the Greenway Small Grants Program, funds in the range of \$2,500 to \$10,000 are available, on a 50% match, for the Greenway Trail System, a regional tourism strategy, planning intermunicipal partnerships, and natural and cultural resource protection.

1996 Bond Act Programs.

In addition to the Greenway-administered programs, there are several other Bond Act grants for which the City may qualify. Relevant programs and amounts

originally authorized include the following: \$420 million for wastewater treatment improvement, non-point source water pollution abatement, aquatic habitat restoration, and pollution prevention; \$200 million for "Brownfields" restoration projects which are either investigations or clean up of municipally owned contaminated properties; and municipal recycling projects.

Environmental Protection Fund.

In 1993, the NYS Environmental Protection Act established a permanent fund known as the Environmental Protection Fund, intended as a dedicated stream of revenues for the following categories of projects: open space land conservation; non-hazardous landfill closures; municipal waste reduction or recycling projects; parks, recreation, and historic preservation projects; and local waterfront revitalization plans and coastal rehabilitation projects. Both the NYS Department of Environmental Conservation (DEC) and the NYS Office of Parks, Recreation, and Historic Preservation (OPRHP) are authorized to undertake open space projects. DEC administers the solid waste and municipal waste projects; OPRHP administers the parks, recreation and historic preservation projects, and the NYS Department of State (DOS) administers the LWRP grants. The Act does not set funding or distribution levels. Each year the agencies involved request funds in their budgets.

Within the OPRHP category, funds may be sought within the City for acquisition, improvement, development, preservation, restoration and rehabilitation of lands, waters and structures for park, recreation or historic preservation purposes. For historic preservation, funds may be sought for acquisition, improvement, restoration, preservation, rehabilitation, protection, or reconstruction or archeological interpretation of a property listed on the State or National Register of Historic Places. Funds may also be sought for acquisition or management of sites for Urban Cultural Parks. Poughkeepsie has numerous sites that could be eligible under this program.

Under the DOS authorization, 50% matching funds may be provided for planning, studies, and preparation of local funds. Funds are also available for construction projects. Finally, once an LWRP is approved, DOS is committed to consult with the Empire State Development Corporation, the Job Development Authority, the Environmental Facilities Corporation, the Department of Transportation, and OPRHP to identify additional funding sources and means of effectuating the program. Upon adoption of the LWRP by the Common council, the City will be eligible for that funding source.

American Heritage Area and Heritage River.

The American Heritage Area designation of the Hudson River Valley was enacted by Congress in 1997, including Poughkeepsie in that heritage area. Pursuant to the statute, the Greenway Conservancy will provide for administration of the funding and is signing a cooperative agreement with the National Park Service. The first allocation of \$200,000 is primarily intended for development of a management plan. Thereafter it is anticipated that approximately \$1 million per year will be directed to the Hudson Valley for Greenway-type projects such as tourism, establishment of the Greenway Trail, and community planning. Designation of the Hudson as a National Heritage River is expected to assure greater coordination of federal funding programs, but not to result necessarily in greater funding. Waterfront strategies that promote tourism, such as improved large scale docking facilities, could be legible under this program.

Community Development Block Grant.

Each year the City prepares a Consolidated Action Plan regarding the proposed use of federal CDBG and HOME grants as well as other federal and state grant sources. A small amount of funds is made available each year for an economic development loan fund. CDBG moneys have also been used to support the EDZ coordinator's position. Subsequent Consolidated Action Plan should take into account the implementation strategies identified in this plan; the City may wish to consider re-prioritizing the expenditure of a portion of its CDBG funds for such purposes, provided such implementation conforms with federal guidelines for expenditure of CDBG funds.

Section 108.

The City may wish to apply for funds under HUD's Section 108 program. HUD guarantees local taxable obligations issued to finance community development activities. In some cases the proceeds of such obligations are used to fund below-market economic development loans to private developers. Section 108 funds have also been used to finance public development costs of projects that would be CDBG-eligible activities.

Section 4.0

Zoning and Land Use

4.0 LAND USE AND ZONING ISSUES

4.1 City of Poughkeepsie Zoning Code

As established by New York State enabling legislation, the purpose of zoning is to protect the public health, safety, and welfare of the community and to guide site specific development of building sizes and massing, to ensure adequate light and ventilation, to reduce traffic congestion, and to protect property values. Municipalities have the right to establish zoning districts and regulations regarding the size, height, and location of structures, and to establish permitted uses within each district.

4.1.1 Existing Zoning Districts

The City of Poughkeepsie Zoning Code contains 21 different zoning districts (Table 4.1.1). There are 10 separate residential districts, 3 commercial districts, 3 industrial zones, 2 special use zones, 1 overlay district, and 2 mixed use zones. However, 11 districts permit mixed use buildings.

In general, low-density residential districts are located at the outskirts of the City, with higher density residential districts located closer to Main Street, the arterials, and Route 9. Commercial districts are located on Main Street and the waterfront. Neighborhood commercial districts dot the City and serve local retail needs. Industrial zones are located at the northern and southern end of the waterfront, and along the Conrail spur in the Cottage Street business area, remnants of a time when industry relied upon major waterways and railroads for transportation of goods.

The zoning districts reflect land use patterns established during the 1930's to 1960's. Modifications to the code have been made to follow current trends—for example, by use of the Planned Residential District to protect the integrity of one of the City's largest historic properties--Springside. Still, the numerous districts, the change in land use patterns and the trend toward a smaller city population, all indicate the need to perform a comprehensive review of the zoning code.

Some of the areas of review should include an organizational review, clearer delineation of use groups, an update for current zoning practices, and a review of the residential districts density allowances. This section identifies citywide zoning code modifications. Area-specific zone changes are identified in the Economic Development sections of the Comprehensive Plan.

There are several neighborhoods (including, but not limited to those specified in Goal #2 of Section 2.2) for which zoning review should fortify the essential residential character of the area while encouraging adjacent neighborhood commercial enterprises. Such zoning should preserve land use and traffic patterns that encourage continued pedestrian enjoyment of the locale, should encourage commercial development that draws pedestrian and vehicular traffic from nearby residential area, and should encourage development that enhances the character and equality of the neighborhood.

The City should actively encourage businesses that enrich neighborhoods by serving area residents, preserved valued or historic and architecturally significant neighborhood buildings, or present specialty enterprises to the City's attractions without detracting from the character of the surrounding neighborhoods.

Zoning policy should encourage architectural designs and building scales that are consistent with the historic characteristics of the area, as well as parking accommodations that do not dominate the street scape and that do not interfere with pedestrian movement in and out of business. Hours of operation, lighting and signage, and impact on area traffic should not detract from the residential character of the residential areas. City ordinances should exact reasonable requirements that property owners provide for reasonable "neighbor friendly" maintenance upkeep of premises. Moreover, zoning policy should encourage the reuse of older buildings and should discourage the kind of strip development that line many major suburban highways. Without performance standards, neighborhood districts throughout the City could be compromised both in terms of the property values and the stability of surrounding residential areas that are at the heart of the City's vitality.

To meet these goals, the zoning code must restrict the bulk specifications in accordance with current development, possible future development and the size and scale of surrounding properties. Furthermore, the zoning code should include performance standards that address the aims noted above as further defined in Section 4.1.3. The thrust of future planning must serve to promote smart commercial growth that will enhance neighborhoods.

Uses	C-1	C-2	C-2A	C-3	I-1	I-2	R-D	PRD	R-1	R-2	R-2A	R-3	R-3A	R-4	R-4A	R-5	R-6	O-R	H-M	W	T
Retail Stores <=8000 s.f.	P	P		P				P											S	P	
Banks	P	P																			
Standard Restaurants	P	P	P	P	P	P	S									P	P			P	P
Personal Service Stores	P	P																			
Single Family Detached	P							P	P	P	P	P	P	P	P	P	P	P	P		
Two family dwellings	P							P			P	P	P	P	P	P	P	P	P		
Three family dwellings												P	P						P		
Townhouses	P							P						P	P	P	P	P	P		
Multifamily dwellings	P	P						P						P	P	P	P	P	P		
Home Occupations	P								P	P	P	P	P	P	P	P	P	P	P		
Municipal parks and rec. facilities	P	P	P	P	P	P	P		P	P	P	P	P	P	P	P	P	P	P	P	P
Rental of 2 or fewer rooms	P								S	S	S	P	P	P	P	P	P	P	P		
Business, Professional, Govt. Offices	P											P	P	P	P	P	P				
Funeral Parlors	S	P		P															S		
Cluster Developments	S								S	S	S	S	S	S	S	S	S		S		
Community Centers	S	P	P																		
Places of worship	S		P	P					S	S	S	S	S	S	S	S	S	S	S		
(Art) Studios	S	P	P	P																P	
Offices	S						P												P	S	P
Motor vehicle service stations and pumps	S		S	P	P	P															S
Nursery, preschool, daycare	S								S	S	S	S	S	S	S	S	S	S	S		
Mobile homes	S																S	S	S		
Day care in home	S								S	S	S	S	S	S	S	S	S	S			
Agency Group homes/residences	S								S	S	S	S	S	S	S	S	S	S	S		
Rooming and Boarding houses	S															S	S	S			
Membership clubs	S		S	S	S				S	S	S	S	S	S	S	S	S	S	S	P	

Table 4.1.1 Zoning District and Permitted Uses

P= Permitted uses.

S=Special permit needed.

Uses	C-1	C-2	C-2A	C-3	I-1	I-2	R-D	PRD	R-1	R-2	R-2A	R-3	R-3A	R-4	R-4A	R-5	R-6	O-R	H-M	W	T	
Mixed use buildings	S		P	P			S							S	S	S	S	S	S	S		
Off street Parking lots	S	S	S	S	S	S	S											S	S	S	S	
Executive Residences	S																					
Fast food restaurants	S	P	S	S																		
Mini-marts	S		S	S	S	S															S	
Printing (<=10 employees)				P	P	P	P															
Manufacturing		P/S			P	P/S	S														S	
Libraries, galleries, museums		P						S	S	S	S	S		S	S	S	S	S	S	S	P	
Private transportation services		P		P																	P	
Auto Rental Office		P	P	P																		P
Taxi Station		P	P	P																		P
Hospitals		S																			S	
Hotels, motels, etc.		S		P	P	P															P	
Educational Institutions		S	S	S	S		S															
Movie/Acting Theaters																					P	
Drinking Establishments																						
Public garages						P	P															P
Commercial Recreation				P	P	P															P	
Recording studios			P	P	P	P																
Transportation Terminals																						P
Wholesale, warehouses, building sales			P	P	P	P	S															
Contractors (Building, electric, plumbing)			P		P	P																
Cold storage plant, Distributors			P	P	P	P																
Motor vehicle sales			P	P	P	P																
Dry Cleaners			P	P	P	P																

Table 4.1.1 Zoning Districts and Permitted Uses

P=Permitted uses.

S=Special permit needed.

Permitted Uses	C-1	C-2	C-2A	C-3	I-1	I-2	R-D	PRD	R-1	R-2	R-2A	R-3	R-3A	R-4	R-4A	R-5	R-6	O-R	H-M	W	T
Retail Sale of garden materials			P	P	P	P															
Public Utility Installations			P	P	P	P															
Research & Development			S	S	P	P	P														
Auto wash			P	P	P																
Veterinary hospitals				P	P	P															
Adult entertainment establish (bar, club, disco.)				S																	
Storage Areas						S															
Oil Storage tanks						S															
Medical Labs							P											S			
High Density Residential							P											S	S		
Pilot Plants							S														
Marinas																					P
Yacht Clubs																					P
Small boat construction and repair																					P
Conference Halls (no overnight rooms)							P														
Nursing homes																	S	S	S		
Boat Charters																					P
Schools									P	P	P	P	P	P	P	P	P	P	P	P	
Cemeteries									P	P	P	P	P	P	P	P	P	P	P	P	
Pet Kennels										S											

Table 4.1.1 Zoning Districts and Permitted Uses

P=Permitted uses
S=Special permit needed.

4.1.2 Permitting

In addition to the complexity of the regulations, the most frequently heard concern is the difficulty of the zoning permitting process. In some communities, permitting is handled through municipal staff “team” meetings, where all necessary staff is involved. This can shepherd complicated projects through the process, and ensure that all components of a project have been addressed. Another method is to create a consolidated ombudsman position for addressing complaints or reducing confusion in the permitting process.

Another permitting technique is to have a “pre-approved” development package. This is used for city-owned commercial properties that are difficult to market but need to be returned to the tax rolls. The municipality establishes a series of uses, building criteria, and general site standards for a city-owned parcel, and performs the necessary SEQRA and permit review. Then, when the property is marketed, the parcel is ready-to-go, while risk and development costs have been reduced.

4.1.3 Performance Standards

Bulk requirements and standard zoning techniques may not be able to foresee all potential impacts of a use on a neighborhood or site. Performance standards are a set of regulations tailored to resolve land use conflicts without setting arbitrary thresholds. For example, industrial uses typically have associated impacts on surrounding uses: truck traffic, noise, odor, fumes, and visual impacts such as outdoor storage of materials. Rather than set arbitrary standards that may be inadequate for some uses or may be overly cumbersome on others, performance standards identify the potential impact and allow the individual applicant to creatively resolve the problem.

In residential districts, uses which might benefit from performance standards are home occupations, multi-family uses, student housing, and professional offices. Enforcing standards such as adequate parking would help to preventing potential conflict. Commercial uses adjacent to residential districts, and industrial districts in general, can be better regulated by performance standards. This would place less impactful uses at the edge of the district, thereby reducing conflicts.

Performance standards can be designed to assure compatibility of the development with the urban, densely developed environment of the City. Key standards will include attractive landscaping, screening of off-street parking areas, and buffers of adjacent residential properties.

4.1.4 *Parking*

On-site parking requirements provide assurance that activities do not congest local streets, and that on-site traffic can be safely managed. The City of Poughkeepsie's parking standards have been cited as too excessive for many uses, and inadequate for others. Development proposals could be stymied, in part, by requirements for too much parking per use. If parking requirements are excessive, too much property is set aside for parking unnecessarily. This creates a loss of economically viable property, an increased cost of construction and too many unattractive parking lots. To review this issue, the Institute of Transportation Engineers (ITE) publication, "Parking Generation" was consulted for standards for multi-family use, convention center hotels, and marinas. If the zoning code is revised, parking requirements for other uses should also be reviewed.

For example, the City of Poughkeepsie zoning code (19-4.3) requires 1.5 spaces/dwelling unit for a one-bedroom residential unit and 2 spaces/dwelling unit for a two-bedroom unit. ITE found parking usage of one vehicle per unit at peak times on average. For convention center style hotel/motels, Poughkeepsie zoning code requires 1.25 spaces/unit, whereas ITE found that peak usage is .81/occupied room. Similarly, while Poughkeepsie code requires 2 spaces per slip for marinas, ITE's data indicated that a ratio of .26 to .46 vehicle/slip is an expected standard ratio for vehicles to slips.

4.1.5 *Home Occupations*

Home occupations and professional offices in residences are increasing as a result of advances in telecommunications technology and quality-of-life issues. Home occupations and professional offices in residences are permitted as of right in all districts in which they are allowed: all residential districts, the hospital medical district, and the neighborhood commercial district. Professional offices in residences are permitted in all residential districts except high-density and urban density residence and office-residential districts.

The current Zoning Ordinance has relatively strict limitations on home occupation and professional offices. Regulations stipulate that home occupations must be uses "customarily conducted entirely within a dwelling," and carried on by the resident of the dwelling in a manner incidental and secondary to the use of the structure as a dwelling. The Zoning Ordinance further provides that no more than two nonresidents may be employed in the home occupation, that it shall not occupy more than 25% of the floor space, that it shall not be in an accessory building, shall not increase vehicular flow by more than one vehicle per hour, shall not involve the use of commercial vehicles, and shall not alter the appearance of the residence. The

minimum parking required for a home occupation is two spaces in addition to that which is required for the residential use.

Professional offices in residences are similarly limited. Only one professional may work in the office, the professional must reside on the premises, no more than two nonresident assistants are allowed, the office may not occupy more than 25% of the residence, it may not be located in an accessory building, and appearance of the residence may not be altered. The minimum parking required is three spaces per office, in addition to that required for the residential use.

In historic districts, home occupations and professional offices in residences under the current Zoning Ordinance cannot result in any change to the exterior of the structure or the residential character of the neighborhood. Should an expansion of home occupations be allowed in an historic district, special permits for such uses should be subject to the review of the Historic District and Landmarks Preservation Commission and the site plan approval process in the current Zoning Ordinances.

In order to conduct a home business, the property owner is required to submit a "Change of Use" application to the Building Department for review of compliance with Zoning and Building Codes. Without proper review, violations can go undetected until the use is fully entrenched. At that point, it can be difficult to reduce the scope of the home business. Even permitted businesses can impact the surrounding neighborhood by overflow of parking as businesses grow beyond the permitted size. Further, it is difficult to determine if a home business is owner occupied. Finally, many small home offices do not create any visible impact on the surrounding neighborhood, and to require permitting would take up City officials' time unnecessarily.

The problems caused by home occupations, then, can be resolved by designation of home occupations into different classes of use, and by use of performance standards. For example, a home office that requires no deliveries, or customer visits, signage, or outside employees, could occur without requiring a permit. All others would require at least Building Department and possibly Planning Department review and approval. Such approval process should be strictly enforced.

4.1.6 Student Housing

Poughkeepsie's proximity to four colleges, combined with its stock of large, older homes, makes it an ideal candidate for student housing. Conversions of older homes on undersized lots, however, can lead to problems with parking, lack of yard space, and noise. In some neighborhoods, student housing blends without a problem, in others, the additional cars, noise, and late-night activity can be disruptive.

In November 1996, the City Council enacted an amendment to the Zoning Code which regulates student housing by registration, and limitation of the number of cohabitating students. Non-conforming pre-existing student housing is required to come into compliance within one year of the ordinance or upon sale of the property. As this ordinance is fairly recent, its affect on the problem has not yet been measured.

In the Mt. Carmel neighborhood, an area of large homes where many have been converted to private student housing, the current R-4 zoning permits conversion from single family to multi-family as-of-right, and houses on undersized lots may be converted by special permit of the Planning Board. This can further cause disruption of single-family neighborhoods.

Parking standards, open space standards, and landscaping may need to be upgraded to reflect the higher use. Additionally, conversions from single family to multi-family may need to be restricted to a special permit use as part of a city-wide zoning code modification due to issues relating to congestion, parking, and lack of yard space.

4.1.7 General Land Use and Zoning Strategies

Simplify and Enhance the City Zoning Law.

The City's Zoning Law, periodically amended but not comprehensively revised in two decades, is overly complex. Further it should be reviewed for consistency with the Comprehensive Plan once adopted. Issues to be addressed in a complete revision include:

- Consolidating districts which are or should be in the same land use categories;
- Changing the configuration of zones to implement the land use changes recommended in the Draft Comprehensive Plan;
- Creating a user-friendly permitting system;
- Reviewing the bulk requirements including the parking requirements;
- Adopting performance standards, including provisions for design review, to ensure high quality building design and site layout;
- Reviewing home occupation by permit to afford better compliance.

4.2 Transportation

The City of Poughkeepsie is served by both passenger and freight rail service, state and county highways, county and City public transit systems, and private carrier and taxi systems. The Hudson River is also used by local industry for wholesale fuel delivery by barge. This transportation system provides an opportunity for economic growth, but also provides a means for safe, convenient regional transportation for residents.

4.2.1 Background

Most recently, the City of Poughkeepsie and Dutchess County Department of Planning and Development completed the "City of Poughkeepsie Transportation Strategy." The purpose of the Strategy was to spur redevelopment by taking a coordinated view of public and private transportation opportunities. The Strategy focused on transportation in the area around Water Street, the Main Mall on Main Street, the City's Northside, and the City as a whole.

The Transportation Strategy focused on truck traffic through residential neighborhoods, confusion due to traffic circulation and signage, the intimidating nature and poor aesthetics of the arterials, the lack of a cohesive, defined and attractive city center, and the desire to enhance the waterfront and invigorate the City.

This Comprehensive Plan generally follows the Transportation Strategy. However, new ideas and issues have arisen from the public process. Many of the Transportation Strategy's recommendations are included in the sections on Main Street, Cottage Street Business District and the Waterfront.

4.2.2 Parking

Major Parking Areas.

Currently, the Metro-North station at Poughkeepsie is the terminus for the Hudson Valley Line and an Amtrak stop. Increased ridership has created a need for expansion of existing facilities and incorporation of bus and taxi traffic. The proposed expansion plan would improve existing parking areas, with a capacity of about 800 vehicles, and build a new three level parking garage for 500 spaces. As the deck would be built in an existing parking area, the plan would yield a net increase of 317 spaces.

Other major parking areas are located downtown. Currently, Allright Poughkeepsie manages 2,147 spaces in 9 lots. Permit parkers make up 44% of the parking, the balance are transient parking. Lots are open daily until 5:30 p.m. The lots are kept open late depending on the needs of the Bardavon, the Civic Center, and other Main Street activities. On weekends, lots are free. Rates are \$.50 /hour, similar to many small cities. Some of the improvements planned for the next year include new booths, new lighting and a new sign on the Cannon deck garage.

On-Street Permit Parking.

Three areas, Mount Carmel, Union Street, and Vassar Brothers Hospital, were identified as having on-street parking problems caused by visitors to the neighborhood rather than by residents.

One possible solution is to create Permit Parking Districts to alleviate the problems. Residents would obtain permits for street parking in the permit districts upon providing proof of city tax payments. Non-residents could purchase permits on a non-discriminatory basis, but presumably would not do so if less expensive parking were available elsewhere.

It is clear under State law that local authorities do not have the power to issue resident-only parking permits for City streets. Such programs have been held to be discriminatory against non-residents and illegal. It has been held proper, however, to implement a permit program available to all persons for a fee. It has also been found proper to charge non-residents from outside the City a cash fee, and to credit the City residents with payment of their City taxes as payment of the fee. The result is to charge the residents no additional payment, but to require non-residents to contribute to the maintenance of the on-street parking locales.

This system would provide some disincentive to non-residents to park on the streets subject to permits. Although all City residents could obtain permits for those streets, presumably those residents not parked regularly on those streets would not bother to obtain a permit. Residents of the area would apply for and receive a permit.

An alternative, but less attractive, approach would be for the City to convert vacant City-owned land to resident-only parking lots. As a medium density neighborhood, parking for residents should be adequate on streets and in driveways.

4.2.3 Public Transit System

Poughkeepsie is served by two transit systems: the Loop system, run by the county, and Poughkeepsie Transit, run by the city. These services could be combined for an

economy of scale. The Loop had a total ridership of 827,000 in 1997 and runs 16 routes, 9 mid-day, with varying schedules. Schedules are not posted at stops. However, there is an information line with regular hours for inquiries, and drivers carry schedules. Service is provided between the Galleria Mall and Poughkeepsie, but after-hours service for employees is not available to Poughkeepsie, but is available to Hyde Park and Beacon.

The City transit system had a ridership of 441,000 in 1997. Transfers to the LOOP are available, with discounts on total fare. The City buses run daily Monday through Saturday until 6:45 p.m., with extended holiday hours. A "Shoppers Special" runs to the shopping centers in nearby towns. Schedules are not posted, but drivers carry schedules and they are mailed out to customers upon request. While noteworthy and considerate, this is not convenient for the new bus rider, or someone attempting to make connections with trains, or buses in other counties.

4.2.4 Strategies for Addressing Local Transportation Concerns

- Create "Permit Parking Districts." Residents would obtain permits for street parking in the designated residential districts in exchange for their payment of City taxes. Non-residents could purchase permits for the same parking zones but would have to pay a fee set by the City. This arrangement could alleviate the problem residents have in several areas of the City.
- Review all of the minimum parking requirements of the Zoning Ordinance and make appropriate adjustments.
- Post City transit routes and schedules at bus stops, and encourage the DC Loop to do the same.
- Service between the Main Mall, and elderly housing projects to the Waterfront and train station should be enhanced.

4.3 Cultural Resources

4.3.1 General Description.

The City continues to be the cultural resource center for the Mid-Hudson area. The 3,000 seat Civic Center attracts headliner concerts, and the Bardavon provides theater, dance and ballet. The Cuneen-Hackett Cultural Center offers a range of activities from dance and films to a small art gallery and poetry readings. An inventory of cultural resources was performed to determine what resources the City

has and, more importantly, what is lacking and could be developed by the City or by private individuals, corporations, or foundations. Types of resources inventoried included educational, arts, entertainment, dance, bookstores, and information resources.

Within and adjacent to the City are four colleges, each with associated cultural and athletic facilities and events. There are 9 art galleries, and several hold classes that are open to the public. Numerous restaurants and nightclubs are found which feature varied cuisine and a range of music, and there are specialized cultural organizations such as the Hudson Valley Philharmonic and different choruses. Dance studios, historic buildings, and history museums are also located in the City.

Poughkeepsie has been experiencing a growth of specialty and ethnic restaurants. These establishments are clustered near the Main Mall, Lower Main Street, and in the Mount Carmel area. The new establishments, and their patrons, have helped other businesses, such as coffeehouses, clubs, and bakeries, to become established and successful.

4.3.2 Cultural Resource Strategies

As a result of the inventory, several opportunities for new cultural activities for the City can be seen. These include:

- The existing museums in the City are open for limited hours and often by appointment only. A river museum, or a multicultural museum, that appeals to a broad segment of the local and regional population, should be encouraged. A children's museum could also be located in the City, perhaps along Main Street.
- A movie theater, perhaps showing both mainstream and artistic films like the Upstate Theater in Rhinebeck or the Spectrum in Albany, would be welcome. The theater should be located where there are ancillary services such as the areas mentioned above in which there are a high concentration of restaurants and coffee shops.
- The City could sponsor outdoor concerts and fairs in addition to events at the waterfront amphitheater. The additional events could be held at College Hill or Spratt Park.
- The City could also continue to sponsor street festivals and parades; themes might include regional history, cultural diversity, or a celebration of Poughkeepsie's youth.

4.4 Parks and Recreation Facilities

4.4.1 General Description.

A park is the focal point of a neighborhood. In an urban environment, parks take on a greater meaning as the density of development and lot sizes usually do not allow for large backyard play areas. Parks become the places that neighbors gather, children play, and the community holds fairs and festivals.

Indoor facilities for youth and teens were identified as lacking in the initial neighborhood surveys, ward meetings, and inventory. During the preparation of the Comprehensive Plan, the Family Partnership, a non-profit community group, is developing indoor recreation facilities and programs at the former Our Lady of Lourdes High School on North Hamilton Street. These facilities are a great asset to the City.

The City of Poughkeepsie has 19 parks, ranging in size from 0.21 acres to 52 acres. Most of the parks are well-maintained and heavily used. From public comment received in the community surveys, the City's parks are very important to residents. The following recommendations are based on National Recreation and Parks Administration Standards (NRPA), inspection of park facilities, and public comments from the public workshops.

Facilities found within the parks vary (Table 4.4.1). There are tennis and basketball courts, soccer and football fields, softball and baseball diamonds, walking and jogging paths, park benches and picnic tables, swimming pools, swingsets and jungle gyms, and vast rolling lawns. In addition, there are two golf courses within the City: a nine-hole and an 18-hole public golf courses and a driving range.

The National Recreation and Park Association (NRPA) published "Suggested Facility Development Standards" based on the number of park and recreational facilities per capita. According to these standards, the City has an adequate minimum number of basketball courts, softball and baseball diamonds, soccer and football fields, swimming pools, and golf courses. The facilities, though, are not distributed evenly. Most ball fields are on the City's south side, while the majority of the basketball and tennis courts are found in North Side parks.

4.4.2 Recreational Resource Strategies

Form neighborhood associations.

"Friends" associations can be created to adopt neighborhood parks and participate in clean-ups, maintenance, and oversight to reduce crime and vandalism, identify appropriate activities and programs, and enhance aesthetics and upkeep.

Improve Existing Parks.

A number of specific improvements to the most heavily used parks are needed. These include increasing the parking and constructing pedestrian trails at College Hill and Morgan Lake. Youth Resources Development Corporation or Americorps volunteers could accomplish the latter. In general, lighting in the parks needs to be upgraded to ensure that all pathways, courts, and fields are appropriately illuminated.

Add New Parks.

The Malcolm X Park on Mansion Street has been transferred to the City. With the assistance of the neighborhood, the City can identify suitable locations for one or more new neighborhood parks in this area to be used primarily by children and teens. Facilities should include a tot-lot and a climbing structure with suitable groundcovers; one or more types of sports facilities, a multi-purpose field, parking, picnic tables, and barbecue grills.

The City also lacks sufficient indoor recreational facilities for children. Community recreation centers would be a great asset and could sponsor after school activities and classes in the arts, music, or dance. One possibility is to use existing school facilities as a community resource.

Enhance Existing Waterfront Parks

The waterfront parks provide the full spectrum of recreational uses. Waryas Park is used as both active and passive recreational areas with a boat launch, playground, picnic tables, docks, and deep-water port. Kaal Rock Park is a passive recreation area that should be connected by promenade to Waryas. These areas are heavily utilized, and can benefit from additional capital improvement programs.

- **Waryas Park.** In the short term, staffing and management of the public boat launch is needed. If funding becomes available the boat launch should be moved to the DeLaval site due to access and parking concerns. The bulkhead should be repaired and a promenade constructed. As funding becomes available, a multi-use ice- and rollerblading rink could be built, as well as a picnic pavilion and service road.
- **Kaal Rock Park.** The park should remain dedicated to its current passive recreational uses, with the possible addition of a car top boat or canoe launch and extension of the promenade. The existing shoreline bulkhead is severely deteriorated and in need of restoration.

- Create a Fallkill Creek Trail. A key historic and natural feature, the Fallkill Creek can provide a variety of landscapes for the hiker. Waterfalls, old mill foundations, and shaded banks are within walking distance of most of the City's residents. A creekside trail can also connect to the waterfront, and provide an additional recreational activity to visitors.

4.5 Historic Districts and Scenic Areas

4.5.1 Background.

The first European settlers of Poughkeepsie arrived in the 1680s. As early as 1699, maps show the platting of the waterfront and reference the Market Street as part of an early north-south trade route that already contained a courthouse. Over the next 300 years, both the waterfront and the area adjacent to the trade route (Albany Post Road) grew, and Main Street connected the two. In 1850, the Hudson River Railroad reached Poughkeepsie. The present Poughkeepsie Train Station design and built in 1918 by Warren and Wetmore, designers of several Vanderbilt homes, remains today as a symbol of the importance of the railroad to Poughkeepsie.¹

With the inception of the Historic Districts and Landmarks Commission, a formal process for creating districts was put in place. Since then 7 districts have been created, 4 "rows" and numerous individual houses are now listed with the Commission.

4.5.2 Historic Resources

Several publications contain descriptions of historic resources within the City. Primary among them are: *The National Register of Historic Places, Dutchess County, New York* published by the Dutchess County Department of Planning (1991) and *City of Poughkeepsie Walking and Driving Guide*, published by the City of Poughkeepsie (1977). Most recently, the pictorial *Poughkeepsie: Halfway up the Hudson* (1997) by Joyce Ghee and Joan Spence, provides a view of Poughkeepsie's recent past.

¹ Poughkeepsie Railroad Station Historic Structure Report. Edmond Geza Loedy. Undated.

PARK	Basketball Courts	Tennis Courts	Ball Fields	Soccer/ Football Fields	Parking Lot	Walking Path	Benches	Swim- ming Pool	Children's Play Area ²	Open Lawns	Boat Ramp
Pulaski	X	X(4)	X		2	X	X	X	X	X	
Wheaton/ Dongan	X				X		X		X	X	
Hulme	X ³						X		X		
Soldiers Fountain											
Lincoln				X							
Eastman			X	X		X			X	X	
Stitzel Field		X	X	X	X						
Bartlett					X		X		X	X	
Spratt	X	X(2)	X		X	X		X		X	
King Street Mansion Sq.		X(4)	X			X	X		X	X	
Reservoir Sq.						X	X			X	
College Hill	X				X	X	X		X	X	
Malcolm X	X(2)	X					X		X(2)		
Waryas					X	X	X			X	X
Kaal Rock Park						X				X	

Table 4.4.1 Park facilities in the City of Poughkeepsie.

² Swingset and or Playground.

³ Lighted.

(#) Number of courts.

Organizations with information on historic properties include the Adriance Memorial Library, the Dutchess County Historical Society, New York Office of Parks, Recreation, and Historic Preservation, and The National Register Branch, Interagency Resources Division, National Park Service. Other historic resources on the National Register and in the Walking Guide include individual buildings and row houses such as Eastman Terrace and Vassar-Warner Row on South Hamilton Street.

There is a potential for additional listings. A downtown historic district, with the potential for listing on the National Register, could be established. Site plan review by the Planning Board would ensure that the guidelines are followed, and historic preservation criteria should be added to the Zoning Law, along with language which authorizes the Planning Board to apply such criteria. In addition, facade renovations in all present and new historic districts should be made subject to Planning Board review.

To provide incentives for facade restoration, efforts should be made to qualify the area for the maximum tax credits available to property owners and developers under the federal tax code. The City should also apply for certification from the Office of Parks, Recreation, and Historic Preservation as a local government qualified to receive State historic preservation assistance. Finally, design guidelines should be reviewed and updated as appropriate to ensure they reflect current knowledge and technology, and that they are appropriate for administration by the Planning Board.

4.5.3 Scenic Areas

The scenic attractions of Poughkeepsie are both small and large scale. Small scale scenery can be found in the many historically and architecturally significant buildings. On a large scale, the Hudson River, the bluffs on the western shore, and the Mid-Hudson and Railroad Bridges are prominent, renowned attractions of regional historic importance and beauty.

There are many points in the City from which one can view the Hudson and bridges. Hulme, Pulaski, and Eastman Parks are City owned properties with notable views. College Hill Park, the highest point in the City, is a spectacular setting, with large trees and rolling lawns, from which one has 360 degree vistas. The waterfront parks and parcels featured in other sections of this Plan provide views up and down the Hudson, in addition to their recreational and aesthetic potential.

4.5.4 Historic Resource Strategies

To protect the City's historic resources, and to encourage the celebration of Poughkeepsie's past, the following initiatives could be undertaken:

- Increase the number of walking tours under development to include additional areas of the City such as the Academy Street and Garfield Place Historic Districts, or combine walking and driving tours.
- Identify funding sources for historic preservation and associated architectural and construction costs and provide assistance to private individuals and businesses in preparing grant applications.
- Identify other buildings and districts in the City that should be recommended for listing on the National Register. One possibility is to declare the entire area between Church, Market, and South Hamilton Streets as an Historic Business District.
- Another area to consider for study and listing is the neighborhood surrounding Mansion Square Park. As seen in the detail of the woodcut (Figure 4.5.4-1), the Square has been in existence since 1836. One house (shown in Figure 4.5.4-2), on the southeast corner of the square, appears to exist intact today (Figure 4.5.4-3).

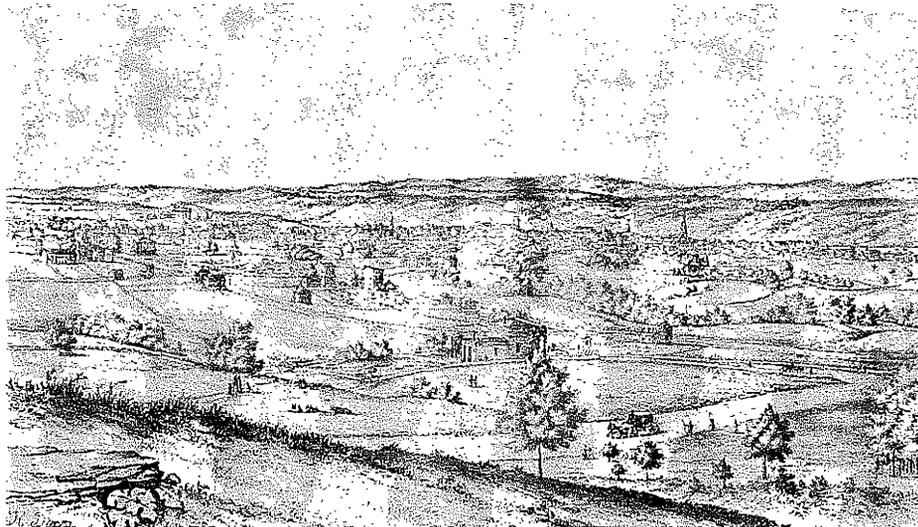


Figure 4.5.4-1 Detail from 1836 woodcut by H. Dacre of Poughkeepsie as seen from College Hill. Courtesy of the Local History Collection, Adriaance Memorial Library. Mansion Square, and the house in Figure 4.5.4-2 below.



Figure 4.5.4.-2 Enlargement of Dacre's woodcut showing Mansion Square and house.



4.5.4-3. House at the corner of Clinton and Mansion Street.

Section 5.0

*Economic Development
Areas*

5.0 ECONOMIC DEVELOPMENT AREAS

5.1 Main Street



5.1.1 Introduction

The Main Mall was created along three blocks of Main Street in 1976 in response to the development of several large strip malls on Route 9. At that time, it was estimated that the “outlying centers”¹ contained approximately 1 million square feet of retail. The Main Mall was created to compete with suburban malls’ infringement on what had once been a captive retail market.

An unanticipated consequence was the creation of the New York State arterial system in 1978, necessary to move east-west traffic around the now-closed Main Street. Unfortunately, one of the long-term results of the arterials was the abandonment of Main Street by many commercial retailers. The suburbanization of shopping, combined with a substantial City population decrease over the same period, made it impossible to maintain 18 blocks of commercial activity along Main Street.

Today, Main Street has several identities: lower Main Street from Columbus Drive (44/55) west to the Hudson River, Main Mall area from Columbus Drive (44/55) to Clinton Street, and upper Main Street running east from Clinton Street to the City/Town line. The Main Street study area is inextricably linked to the east and west arterials, and therefore the arterials are included as separate areas of study. Each area is described below by current land use, streetscape, access and linkage to surrounding neighborhoods and potential re-use. Possible strategies for each area are found at the end of the section.

5.1.2 Lower Main: Columbus Drive (44/55) to the Hudson River

Existing Land Uses/Linkages/Neighborhoods

Lower Main varies greatly from block to block. Beginning at Columbus Drive (44/55), the first block of lower Main Street is an unplanned, uncoordinated mixture

¹ A Study of the Main Street Corridor. Friedberg, et al. Undated. p.2.13.

of new and old architecture and uses. It includes multi-family residential buildings with an art gallery, retail and insurance services. There are three burned out buildings, the historic architecture of the Vassar Brothers Building and the modern lines of the Social Security offices, a sculpture park, and a newly landscaped parking lot on this block as well. The area lacks unity—architectural or otherwise—despite the tree plantings and lighting that compose the streetscape along lower Main. Union Street Historic District, the east end of Mt. Carmel, and the surrounding neighborhoods maintain separate identities from this section of Main Street.

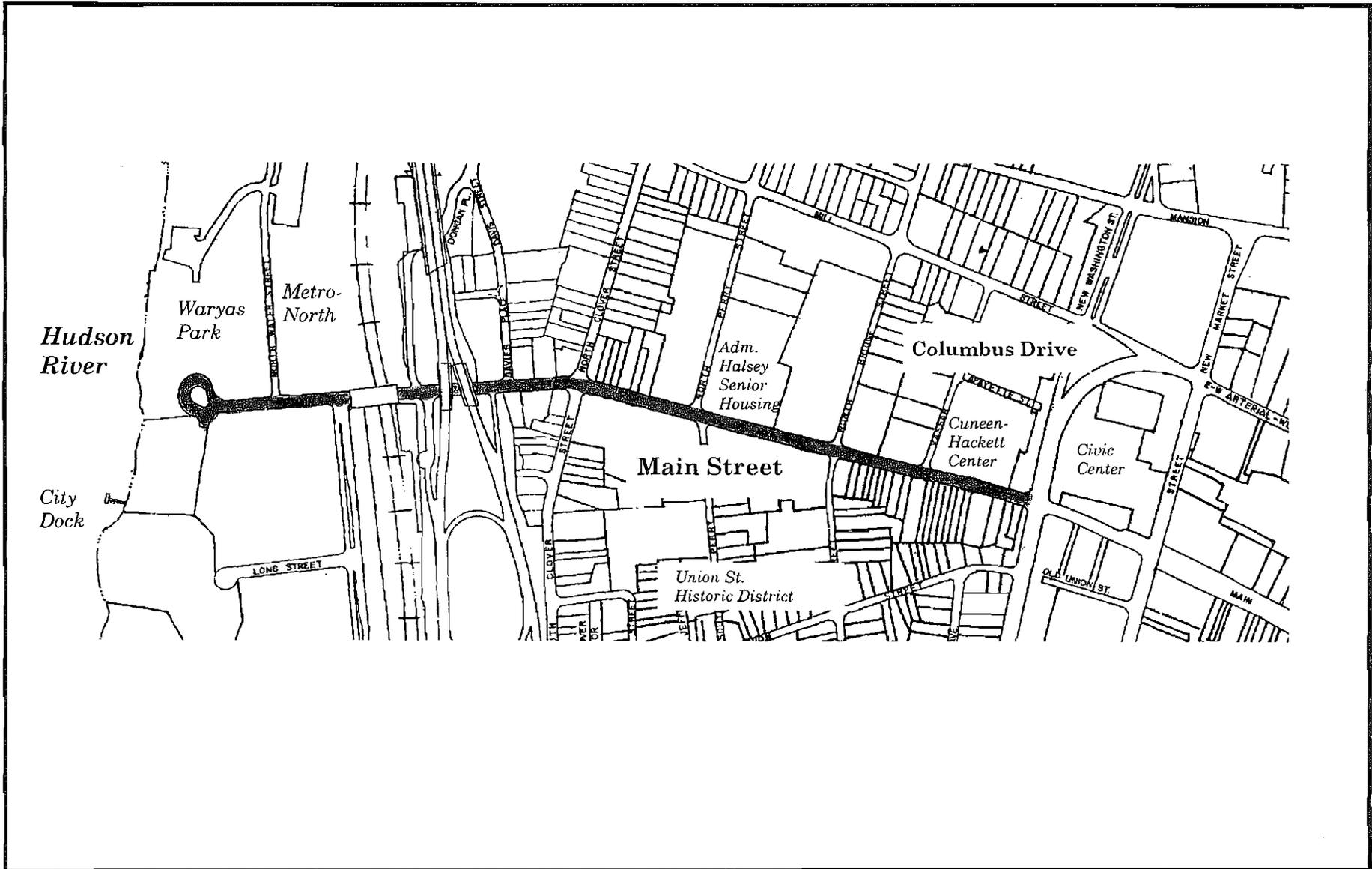
The second block has fewer current uses in that it contains the mid-rise Admiral Halsey elderly housing complex opposite a City-owned unimproved parking lot. The lot is in the process of being redeveloped as a convalescent facility. The third block begins a series of restaurants, small shops, and nightclubs that extend to the end of Main Street. At the corner of Main and Perry sits a large office building and private parking lot. This block has the benefit of its proximity to Route 9 and the train station, adequate side lot parking, on-street parking, views to the river, and a compactness of uses. Adjacent neighborhoods include Mt. Carmel, and the Union Street neighborhood.

The last block of Main Street, beginning at the west side of Route 9 and extending to the river is comprised of the train station/JD Johnson complex, a laboratory facility, the River Station restaurant, and the Riverview/Rip Van Winkle apartment complex. This area is also directly connected to Waryas Park and the Hudson River. There is a residential neighborhood on Rinaldi Boulevard to the south. The linkages to the train station and Route 9 greatly influence the amount of traffic and activity. While this area has no architectural unity, the train station, the river, and Waryas Park are the defining elements.

Potential Future Uses

The first block of Lower Main adjacent to the arterial is a gateway block. It is here that the arterial has had the greatest impact and now offers the greatest redevelopment opportunity. The row of three- and four-story buildings on the south side of Main Street need to be restored, rehabilitated, or, if beyond repair, removed. The existing small shops and offices on the first floors should be retained. If the buildings are removed, they should be replaced with those dedicated to similar commercial uses.

The mid-blocks of Lower Main Street work well, have a unity of uses, and the zoning is appropriate to the uses. The redevelopment of the vacant lot on the second block will round out the block and provide additional activity. The fourth



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CITY OF POUGHKEEPSIE
Lower Main Street
Columbus Drive to the Hudson River
 CITY OF POUGHKEEPSIE, DUTCHESS COUNTY, NEW YORK

Figure 5.1.2
 November 1998
 Page 5-3

block could be further developed to capture additional commercial activities. Rehabilitation of the JD Johnson building, and perhaps additional development on the south side of Main Street adjacent to Rip Van Winkle, could supplement the existing development.

5.1.3 Main Mall: Columbus Drive (44/55) to Clinton Street

Existing Land Uses/Linkages

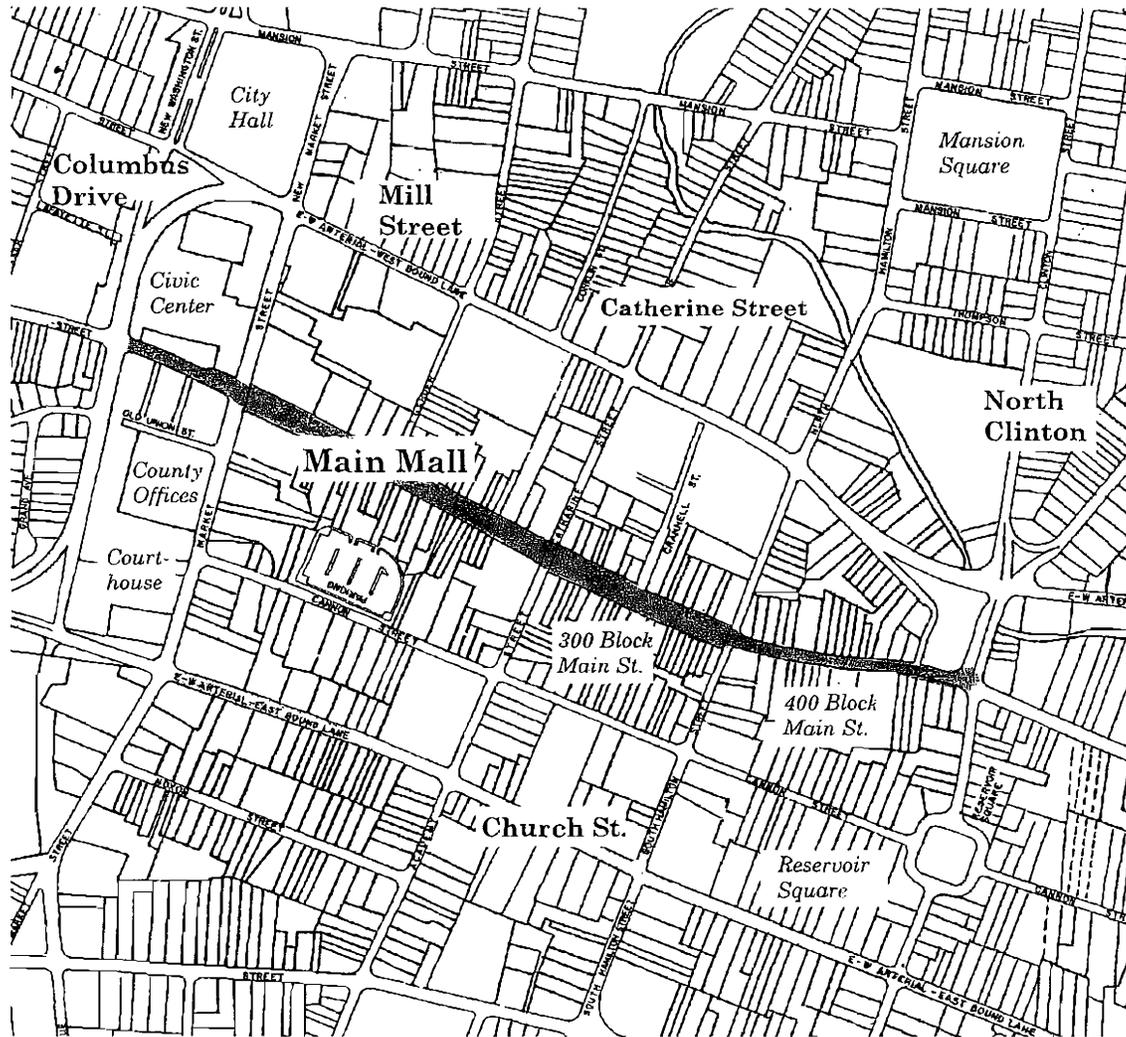
Perhaps the most studied area in the past twenty years, the Main Mall was thriving into the late 1980's. While initially an aggressive marketing device to combat the burgeoning suburban malls, the Main Mall fell prey to the enclosed mall. Suburban strip malls of the 1970's still required outdoor pedestrian movement, but the new enclosed malls offered climate control: cool in the summer, warm in the winter, and relative personal safety as well².

In 1988, a design firm hired by the City of Poughkeepsie performed a façade study of the Main Mall from Market Street to Hamilton Street. Although originally intended to establish design guidelines, it also provides a baseline reference of first floor businesses and vacancies. At that time, 18 buildings had vacant first floors of the 160 buildings surveyed. An update of that survey performed in December 1997 as part of the Comprehensive Plan found 63 of the 160 surveyed buildings with vacant first floors. Table 5.1.3 indicates the number and type of commercial first floor uses remaining in 1997.

In general, retail shops are the primary commercial use on the mall, although department stores have not stayed. Instead, small shops of 1000 s.f. or less have stayed and new ones opened at the mall. Service-oriented businesses such as printing/copying businesses, hair salons, and travel services are the next largest category, followed by financial services and restaurants. Overall, the vacancies occur in large buildings, and increase from Garden Street east.

The last two blocks in this area, the 400 and 500 blocks, are perhaps the most blighted. This area is characterized by vacant, boarded up buildings (some are fire damaged), large vacant lots, few commercial uses, and conversion of commercial storefronts to residential uses on the first floor. A few neighborhood commercial uses, such as delicatessens, convenience stores, and hair salons remain. The area is not visually connected to the Main Mall in part because it does not share the streetscape elements such as landscaping, brick sidewalks, and period lighting. The 400 block is included in the 1988 survey of uses; however, the 500 block was not in the earlier study.

² Rubenstein, Harvey M. *Pedestrian Malls, Streetscapes, and Urban Spaces*. 1992. p. 225.



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CITY OF POUGHKEEPSIE
Central Main Street and Main Mall
Columbus Drive to Clinton Street

CITY OF POUGHKEEPSIE, DUTCHESS COUNTY, NEW YORK

Figure 5.1.3
 November 1998
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First Floor Use	Number of Establishments	Establishments Present 10 Years +
Retail	22	14
Service	17	8
Banks/Insurance/Finance	16	8
Retail/Food	15	6
Offices	15	3
Retail/Services	5	4
Religious	4	2
Residences	2	1
Parking Deck	1	1
Vacancies	63 ³	10
Totals	160	57

Table 5.1.3 Survey of Uses on the Main Mall, 1997. Based on the City of Poughkeepsie Downtown Design Manual. December 1988. Saratoga Associates.

Traffic/linkages

There have been several studies performed on the viability of inner city pedestrian malls. Success is based on a variety of factors, among them are: population base with significant disposable income within walking distance; accessibility; and whether there is a "sense of place" or a set of specialized merchandise

³ This includes the Cast Iron Building which has upper floors occupied; the Woolworths which is occupied with the Hudson Valley Food Works; and the Barney Building.

opportunities⁴. Others cite a need for warm climate, an existing tourism destination, or nearby college⁵ to draw on for marketing. Of those most similar to Poughkeepsie, those that re-opened to vehicular traffic experienced a 20% jump in retail sales, and a drop in vacancies from 80% to 40%⁶.

In addition to the arterials, the internal circulation was further restricted by designation of a series of one-way streets, making cross-town traffic and access to the Main Mall area difficult. By 1990, the 300 block of the Main Mall was re-opened to one-way traffic with some success. Store owners there found a general increase in business⁷. However, from the number of vacancies present on the 300 block, that alone was not enough to turn around the Mall. Other attempts at increasing parking and increasing special events on the Mall have also met with mixed success.

A further attempt in 1997 to connect the Main Mall with cross-town traffic through the elimination of the one-way traffic restriction on Academy/Catherine Streets has been successful for increasing traffic flow. Clearly there is a need for flow-through traffic in this area.

The Dutchess County Bus Loop stop at Market Street provides a primary connection point for services to outlying town and commercial centers. The City Transit system navigates most of Main Street and also connects at Market Street to the County Loop system.

Potential Uses

No single effort will revitalize Main Street; however, using the successes of other small cities that have re-invented their downtowns, several themes emerge. A holistic approach includes creating a specialized identity, addressing accessibility issues, meeting the needs of the existing market, residential uses, and establishing programmatic controls to ensure that the downtown is well-maintained and safe.

Accessibility: Re-opening the Mall to Vehicular Traffic

Studies have found that only 20% of lunchtime shoppers will walk more than 9 minutes or three blocks⁸. This accounts for the increasing number of vacancies with increasing distance from the offices on Market Street. Clearly, to expand the

⁴ An Information Brief on Urban Pedestrian Malls. Amanda B. West. National Trust for Historic Preservation National Main Street Center. Undated.

⁵ *When Shoppers Walk Away from Pedestrian Malls*. The New York Times. 11/5/96.

⁶ West. p.7.

⁷ Main Street Community Association meeting, 12/15/97.

⁸ Ibid. Rubenstein. p.225.

market, through traffic is needed to bring other shoppers to the downtown. More shoppers will increase the number of shops and create a cycle of expansion instead of contraction.

Further, there is a distinct need to make the traffic pattern convenient and logical for first time visitors. This includes eliminating many of the one-way traffic patterns as well as re-opening Main Street. However, this should not be done at the cost of pedestrian traffic. Wherever possible, pedestrian sidewalks should remain at least 15' feet wide, with room for sitting areas⁹.

The Main Mall should be re-opened to traffic, and economic revitalization should be supported by a broad-based approach to support business development on Main Street and mixed use in surrounding areas. With respect to the design of Main Street, the recommended approach is to retain maximum flexibility by opening the street to a width which would support two lanes of traffic and parallel parking on both sides of the street. Whether traffic is limited to one-way, and whether diagonal parking is preferred, can be decided at a later time based on experience once the Mall is re-opened. The design of the re-opened Main Street must be pedestrian friendly. Figure 5.3 is a perspective of a possible streetscape layout as viewed from the Market Street/Main Street intersection. The perspective shows a streetscape that would accommodate the pedestrian and vehicle traffic comfortably. Equally important if for the construction necessary to accommodate the re-opening to be done such that existing businesses are not impacted. Maintenance and protection of pedestrian safety during the reconstruction should be a priority.

Meeting the Market: Niches and Themes

The primary customers are moderate-income commuter office workers and professionals. Secondary customer groups include young adult and college students, and school-age children who visit Main Street after school and on weekends. The goal is to make Main Street a destination for existing customer groups, and to attract new recreational shoppers and tourists. Three themes can be encouraged to meet the needs of all three markets:

- **Specialty Food/Services/Retail.** Hudson Valley Foodworks is underway as an incubator food processing plant and can create spin-offs in gourmet food/supply shops, home-meal replacement, and other specialty foods. Specialty merchandise retail such as ethnic specialty shops, book stores/coffee shops, music shops, and antique centers would work well here. Other service retail can include day-care centers, florists, and dry cleaners.

⁹ Ibid. Rubenstein, p. 228.

- **Arts and Entertainment.** There is a shortage of art galleries, museums, theaters, and clubs in the City. The lower floor of the Cast Iron Building, part of the City's artist loft project, is a logical art gallery location, given its many artists tenants. The Up-to-Date building potentially could be rehabilitated as a cultural/entertainment facility, such as a children's museum, or fine arts film. Other entertainment uses include additional nightclubs and fine dining restaurants. Live work spaces for artists should be encouraged.

- **Historical/Educational.** Multi-culturalism has become a major tourism and educational theme for many downtown areas. Additional non-profits or a community center could be located on Main Street to provide a diversity of uses and activities. Marist College has opened an outreach office on Main Street near Market. Vassar, Dutchess Community College, and the Culinary Institute of America should be encouraged to follow suit. Strong efforts should be made to bring the college students and college student housing to add to the Main Street area.

Programmatic Controls

An organizational structure is needed to provide continuity of special services needed to make a downtown work. These structures include paid staffing such as a Main Street manager, business associations, or a Business Improvement District (BID). Whether to ensure that festivals are fully staffed, streets are swept, facades improved, or adequate security provided, these tools are imperative to create a functioning downtown. City government commitments to increased security, such as bike patrols, and initiatives such as funding for facade improvement programs will also be needed to support existing businesses and attract new retailers to the area.

Design Counts

In 1988, the City, in cooperation with the City of Poughkeepsie Partnership, prepared a design manual for the downtown district. The manual identifies the original architectural styles of 160 buildings in the downtown core. Utilizing the Department of Interior's *Standards for Historic Preservation Projects*, various types of building treatments were identified. The treatment options range from complete restoration to focused maintenance of the upper facades and rehabilitation of the first-floor storefronts. The manual also offers design guidelines for facades, including suggestions for windows, doors, awnings, colors, and signage. The recommendations of this manual should be implemented as buildings become reoccupied.

Beyond the Mall

The 400 and 500 blocks of Main Street in their current state have a negative redevelopment value, and further, reduce the likelihood of a successful Main Street revitalization. Similar to the inventory of the 400 block, the City should commission a building by building assessment on the 500 block to inventory those structures that are economically feasible to rehabilitate, and those which are unsafe or beyond repair. An active program of removal of unsafe buildings, coupled with strict code enforcement, would assist in the redevelopment of this area. Streetscape improvements to complement that found on the 200 and 300 blocks and a façade improvement program should also be implemented. Most re-openings of pedestrian malls have included funding for improvements in the surrounding neighborhoods¹⁰. In this instance, rehabilitating the surrounding blocks would be especially important so visitors are not deterred from travelling on Main Street.

5.1.4 Upper Main Street: Clinton Street to Grand Avenue

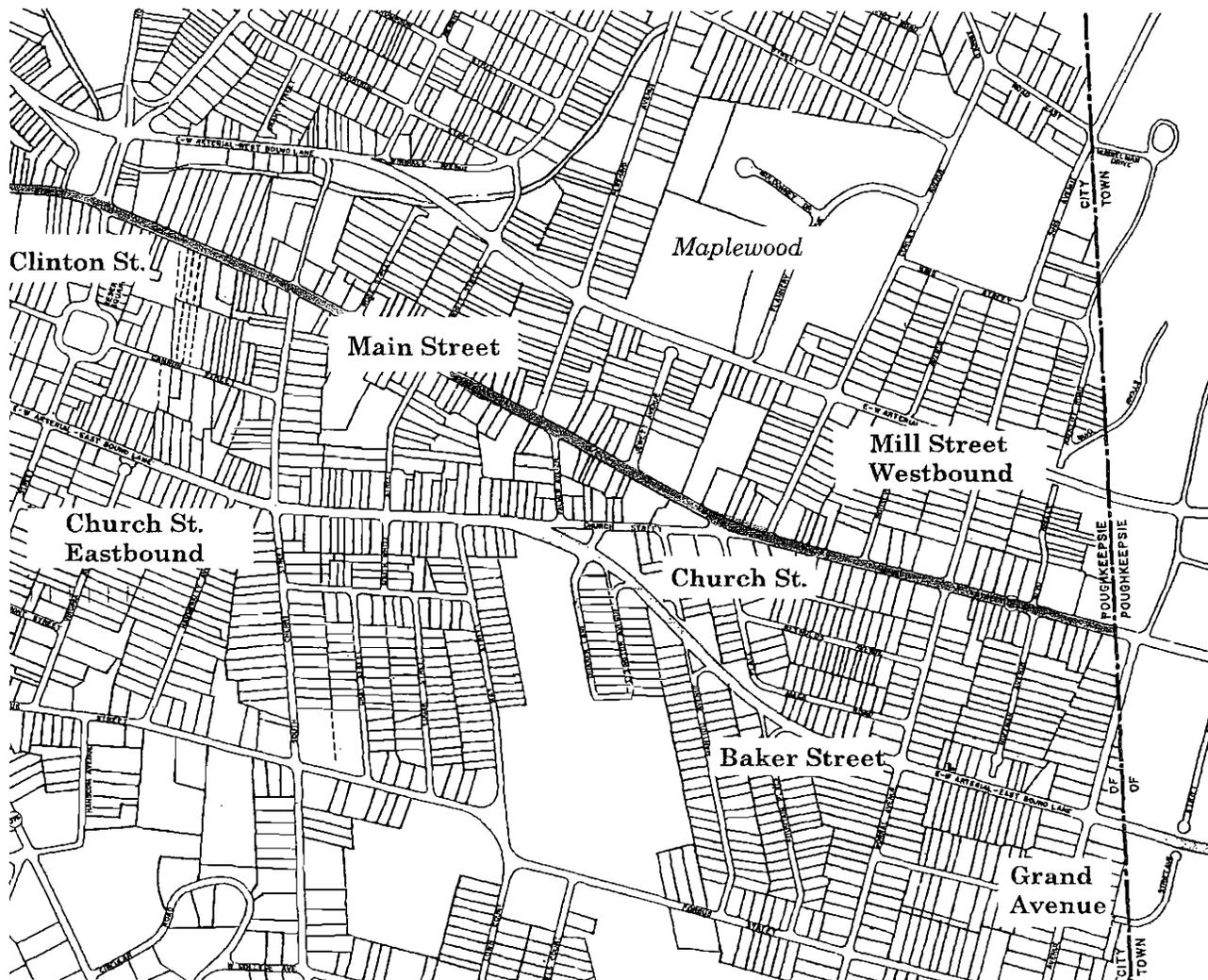
Existing Land Uses/Linkages/Neighborhoods

Between Clinton Street and Pershing Avenue, Main Street is veritably empty. A few neighborhood commercial uses remain, and social service non-profits, such as the Salvation Army Vassar Warner Home, Volunteer Caregivers Program, Dutchess Outreach, and Good Counsel, Inc are located either on Main Street or the surrounding cross-streets. Many of the structures are converted commercial buildings which now provide housing.

Beyond the Pershing Avenue intersection at Main, the vacancies begin to drop off. The uses are generally commercial in nature, including various hardware and plumbing businesses, heating businesses, and service commercial. There are a few single-family residences along Main Street.

From the Church Street intersection to Grand Avenue, a substantial improvement is seen in the maintenance of structures. There is an increase in activity, both pedestrian and vehicular, and fewer vacancies. Predominant uses are automotive services, restaurants and small delicatessens, banks, convenience stores, and service commercial such as bakeries, hair salons, consignment shops, and dry cleaners. A few single family houses remain on Main Street but appear to fit in with the surrounding uses.

¹⁰ Ibid. Rubenfeld.



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CITY OF POUGHKEEPSIE
Upper Main Street
Clinton Street to Grand Avenue
 CITY OF POUGHKEEPSIE, DUTCHESS COUNTY, NEW YORK

Figure 5.1.4
June 18, 1998
Page 5-11

The principal residential neighborhoods are to the south, between the arterial and Main Street, and the apartment complex to the north between Mill and Main Streets. A substantial part of the traffic is local, from surrounding neighborhoods north and south of the arterials, and from the arterials.

Potential Uses

The 600 and 700 blocks of Main Street and the side blocks to the arterials will require a building by building analysis and similar enforcement process as the 400 and 500 blocks. There are a number of fire-damaged buildings in this area, and others that are boarded up. This area will require both aggressive enforcement of code and investment of streetscape amenities to make it an attractive connection between Upper Main and downtown.

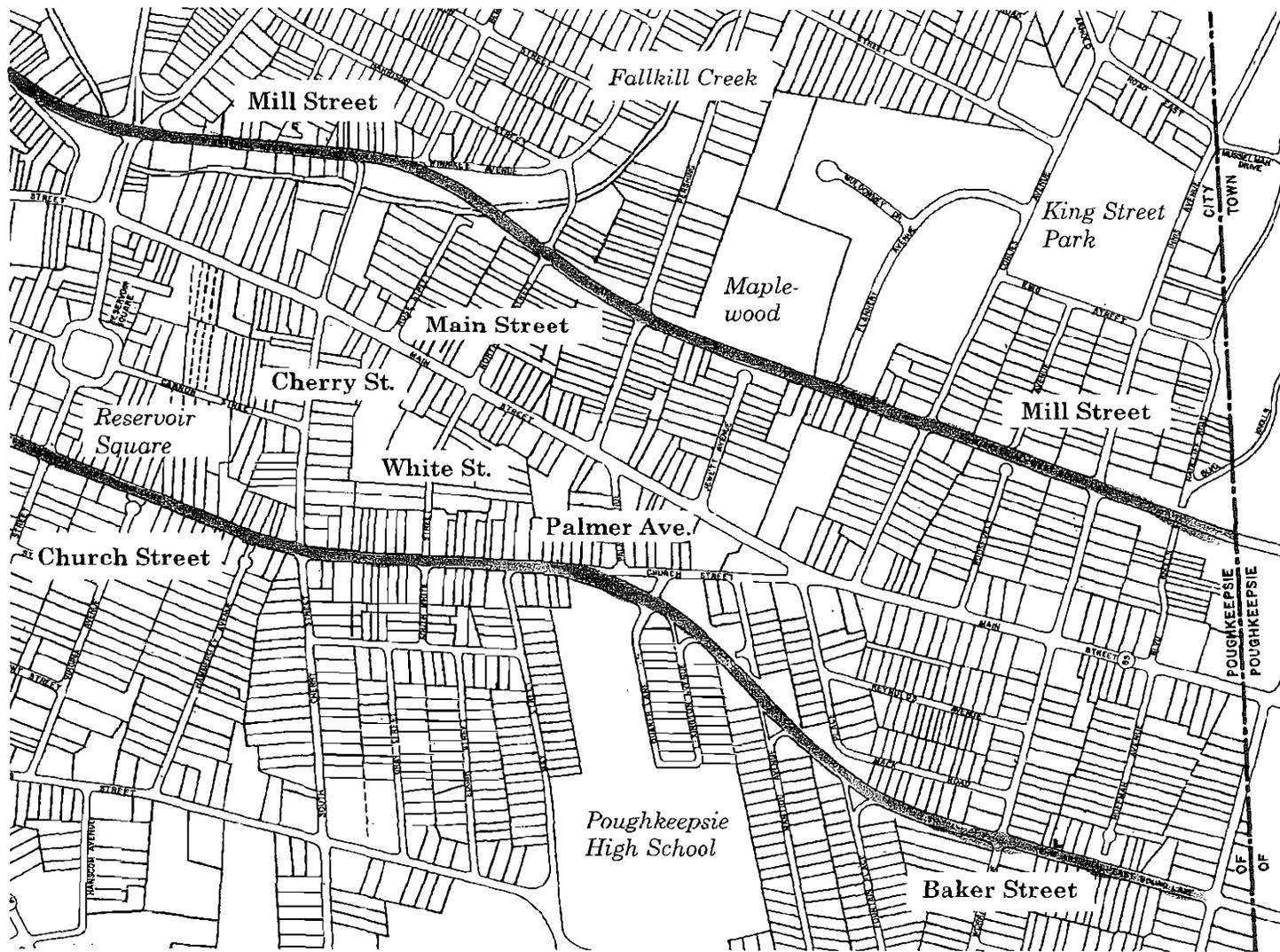
East of Pershing Avenue is a healthy neighborhood commercial area. Its continued growth can be enhanced by streetscape improvements, improvements at intersections for pedestrian safety, and the creation of a bike lane. It is likely that the few remaining residential uses will be converted to office residential or service residential. However, this will only have a beneficial impact on Main Street and the connected residential neighborhoods between the arterials.

5.1.5 The Arterials: Church/Baker Street and Mill Street

Existing Land Uses/Linkages/Neighborhoods

Church Street/Baker Street (Eastbound Arterial). Beginning at Columbus Drive, the predominant use is office/retail, including converted housing stock and newer offices. A few houses remain that have been converted to multi-family residences. The nearest neighborhood is on the south side of Church in the Academy Street Historic District. Beginning at Hamilton Avenue, and continuing to Grand Avenue, both sides of Church/Baker Street are made up of large Victorian-style homes, many converted to multi-family housing. Some are well-maintained, but there are vacancies and five boarded up structures. Lot sizes are small, with little off-street parking available, and some cars are forced to park on the sidewalks to discharge passengers. There is no access to the rear of many of these houses. Therefore, access, garbage pick-up, deliveries and guest parking are forced onto the arterial, creating a visual eyesore as well as a traffic hazard.

In the area between Church Street and Main Street is a single family residential area beginning at Reservoir Square and continuing to Grand Avenue. Parking is not as much of a problem here as on Church Street. The condition of the residential neighborhood varies, but in general improves from Palmer Street east to Grand Ave.



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The Arterials
Mill Street and Church / Baker Street

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Figure 5.1.5
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Mill Street (westbound Arterial). Beginning at Grand Avenue and continuing to Pershing Avenue, the predominant use progresses from single-family residential to highway commercial. The residential lots are adequately sized to accommodate off-street parking and are well-maintained. From Pershing Avenue west to Columbus Drive, Mill Street is almost entirely comprised of commercial uses—retail,

construction services, automotive services, offices, restaurants, and large lot parking areas—with a few remnant houses between Corlies Avenue and Pershing Avenue. There is Dutchess County Loop service along Mill Street.

Intact neighborhoods exist primarily on the north side of Mill Street. The area between Mill Street and Main from Corlies Avenue west to Pershing is comprised of poorly maintained multi-family housing with many abandoned buildings.

Potential Uses

Church Street/Baker Street. The first three blocks from Columbus Street to Hamilton are zoned OR, Office Residence. This permits professional office uses compatible with surrounding residential uses to the south and east. It is likely that the large residential housing stock will remain, and the housing directly on the arterial will continue to be problematic. Further conversions, either to additional units of multi-family permitted under zoning, or to professional offices, without addressing the lack of off-street parking, will exacerbate existing traffic problems.

Mill Street. There is a potential for infill of additional commercial uses. This would not create problems, provided that provisions are made for adequate off-street parking, and safe access from the arterial.

5.1.6 Strategies for Revitalizing Main Street

Re-Open Main Street.

Main Street should be re-opened to vehicles with two-way traffic, on street parking, and wide pedestrian sidewalks. Wherever possible, pedestrian sidewalks should include room for sitting areas. As many communities have found, the process of re-opening a pedestrian mall to vehicular traffic is more successful if improvements are made to the surrounding city blocks. In this case, the accompanying streetscape improvements should extend from Market Street to the 500 block of Main Street and from Mill Street south to Church Street.

Eliminate One-way Streets in the Downtown.

To make Main Street function properly, the traffic pattern must be convenient and logical. This requires elimination of the one-way traffic patterns, arterials excepted, though not at the expense of pedestrian convenience. To assist in determining how this should be accomplished, traffic data and analysis is needed.

Restore the Look of Main Street.

There is still a critical mass of architecturally intact buildings to support a 19th century Main Street. Façade improvements and streetscape design should be in keeping with the historic character of the area. New construction should blend with the surroundings, and design standards should be instituted.

Establish Retail Themes for Downtown.

The primary customers are moderate-income commuter office workers and professionals. Secondary customer groups include young adult and college students, and school-age children who visit Main Street after school and on weekends. The goal is to make Main Street a destination for existing customer groups, and to attract new recreational shoppers and tourists.

Concentrate the Central Business District.

The current zoning on Main Street is too permissive in many ways and covers too broad an area. The zoning district should be reduced to form a concentration of downtown commercial uses in the core between Market Street and Hamilton Street between the arterials, with professional offices surrounding the downtown. Mixed uses should be allowed, with preference given to commercial retail on the first floor, with offices and residential uses above.

From the 400 block east, neighborhood commercial uses interspersed with new construction, and low-density multi-family residential structures would provide an anchor to the area. Conversions of commercial structures to residential uses should be discouraged unless accompanied by high standards of architectural and design review. First floor residential use in converted buildings should be allowed only by special permit with very specific design criteria. Performance standards for appropriate densities, parking, and architectural design will be necessary to ensure that the new residential construction blends with the existing uses and sets a precedent for future uses on the block. First floor residential use in new construction is preferred as higher quality housing can be built and maintained, and the site can be planned to accommodate necessary parking and amenities.

Plan for the Arterials.

The arterials present a challenge. The three lanes of rapidly moving vehicles have disrupted the vitality of the area neighborhoods. The westbound arterial, originally a commercial and industrial corridor, has adapted better than the eastbound arterial, which remains today a residential district. As a result, both arterial areas will continue to be in transition.

Church Street (Eastbound Arterial). From Market Street to Hamilton Street, the eastbound arterial streetscape is comprised of older Victorian houses, many of which have been converted to offices, new office buildings, and large parking lots. As this is the first glimpse of Poughkeepsie for many visitors, every precaution should be taken to create a streetscape that fits the image the City wants to project. This part of the arterial should be rezoned to professional office/retail. Over time, remnant residential uses will be converted to professional office use and the new uses should incorporate the surrounding design elements to provide visual continuity.

Church Street east of Hamilton Street is currently residential. However, the presence of the arterial has caused conversions to multi-family uses, which have in turn created congestion and disinvestment. Given the volume of traffic, further disinvestment is likely and long-term changes in use are expected.

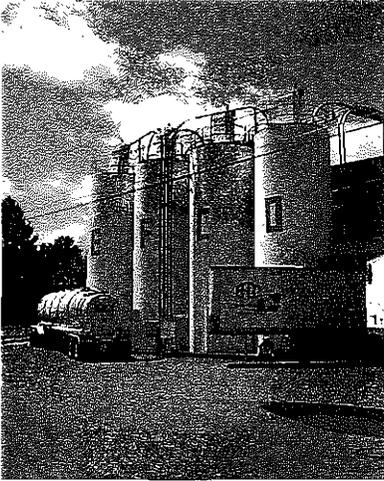
To allow for a transitional period, one or both sides of Church Street should be rezoned to permit both professional offices, limited commercial, and residential uses. This allows for the retention of significant architecture seen in some of the structures, and provides for a transition period. Non-residential uses can be reviewed to provide significant landscaping and site treatment details to preserve the views, as well as significant rear yard buffers to prevent destabilization of adjacent residential zones.

Mill Street (Westbound Arterial). The westbound arterial has appropriate land use patterns with only a few discordant areas. These include the area from Pershing Avenue to Bement Avenue which has remnant residences surrounded by general commercial uses. With modifications to require off-street parking, and performance standards and buffers similar to the eastbound arterial, this area could be suitable for general commercial uses. Residential uses should be phased out.

From Smith Street west to Market Street, general commercial uses are appropriate. Similar to the eastbound arterial, care needs to be taken in designing storefronts and streetscapes to create a well-designed gateway to the downtown core. There is an industrial zoning district on Mill Street near the Fallkill Creek that should be changed to a general commercial use.

5.2 Cottage Street Business Area

5.2.1 Introduction



The Cottage Street business area evolved as an urban industrial park and manufacturing center due to the presence of the Conrail spur. Many of the businesses provide employment for local residents and contribute substantially to the health of the City's economy. The surrounding neighborhood is a stable, predominantly single-family residential district. Further, there are two schools in the area and heavy pedestrian traffic, particularly at corner grocery stores. Neighbors have raised concerns about noise, fumes, and visual impacts from the industrial uses, and much of the truck traffic travels on residential streets designed for passenger vehicles. This focus area was reviewed for strategies that allow the industrial area to grow in a manner protective of the existing residential neighborhood.

5.2.2 Land Use and Zoning

A survey of commercial and industrial uses was performed in December 1997 in the Cottage Street business area and vicinity (Figure 5.2.2). The study area includes the industrial zone from the Fallkill Creek south to Parker Avenue, Oakely Street, Cottage Street and Smith Street. Using the zoning map, properties were identified by use, zoning district, and general condition. In general, most industrial uses required open storage of materials or trailers, and in most cases these were not sufficiently screened from the street or surrounding residential areas. Access points were poorly defined, and signage was minimal. Most of the buildings were in fair to good condition, although many of the structures could benefit from facade improvements. There were a surprising number of construction trade wholesale businesses in close proximity to each other, perhaps indicating a central industry with growth potential.

Residential uses directly adjacent to the industrial uses varied from multi-family to single family residential. In general, the properties were well-maintained and lot sizes were adequate for parking and other amenities. A few neighborhood commercial uses—delis and laundromats—were also present and did not appear to be problematic from a traffic standpoint. Table 5.2.2 summarizes the land use inventory.



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Cottage Street Business Park
 Study Area
 December 1997

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Fig. 5.2.2
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Land Use	Acreage	Land Uses Present
Residential (28 properties)	8.55	Single family residences, duplex and triplexes
Public Institution (15 properties)	13.00	Army Reserve, Dutchess County Jail, Central Hudson Station, places of worship
Commercial (22 properties)	14.73	Auto repair facilities, liquor store, storage, grocery stores, open storage, delis, laundromat
Industrial, R&D (42 properties)	49.90	Plumbing and heating contractors, maintenance, refrigeration, printing, warehouses, roofing contractors, manufacturing, food distributors, chemical manufacturing, junkyards, ambulance, auto body repair
Vacant Land (23 properties)	33.48	32.6 acres zoned industrial
Total	119.66	

Table 5.2.2 Land use inventory summary. December, 1997.

In general, the area is appropriately zoned for the existing uses. Roughly 37% of the area is used by light industry, 36% remains vacant, and 21% is in commercial or public institutional use. The vacant land is suitable for industrial use due to the availability of public sewer and water and has few constraints. Residential uses are scattered throughout, and a small area adjacent to Garden Street includes a number of non-conforming residential properties, most of that are multi-family.

5.2.3 Transportation

The principal transportation issue is the lack of a posted truck route to handle the existing truck traffic. As seen in Figure 5.2.3, without a clear truck route

delineated, semi-tractor trailers and local buses compete for space on local streets. Turning radii at intersections are inadequate to handle such traffic, and often trucks end up in areas of heavy pedestrian traffic such as the area adjacent to Morse Elementary School. A clearly marked truck route would better serve both businesses and residents alike.



Figure 5.2.3 Intersection of North Hamilton and Mansion Street.

5.2.4 Infrastructure

During the public meetings, residents noted that the stormwater, water supply, and sewer capacity were problematic and should be upgraded at the same time that the park is expanded. Water table is high adjacent to the Fallkill Creek, and the existing stormwater system capacity should be investigated prior to increasing the impervious surface that accompanies new development. Similarly, water and sewer capacity should be upgraded, if necessary, to meet the needs of the new development.

Infrastructure concerns also included the need for communication facilities to meet future needs. There are two providers of fiber optic services through the City: Bell Atlantic and AT&T. The trunk lines run through the Cottage Street Business area. Currently, tie-in to the system is demand-driven, and cost efficient for large commercial/industrial users.

Finally, marketing the city-owned property on Smith Street is made more difficult by the lack of easy access. A railroad spur owned and operated by Conrail runs

from Parker Avenue parallel to Cottage Street and provides limited service to one of the industries, but does not serve the business park on Smith Street. Long-term solutions to the access issues need to be implemented.

5.2.5 Strategies for Strengthening the Neighborhood and the Business District

Using a combination of zoning code and capital improvements, potential conflicts between residential and industrial uses can be reduced. Establishment of a truck route, and elimination of truck traffic on the residential side streets can immediately address truck traffic issues. Land use issues such as noise, fumes, and visual impacts can be addressed through zoning code modifications. Also, capital improvements can be made which can create new truck routes and divert additional business park traffic from the residential neighborhood, and can be used to improve the overall streetscape in the vicinity of the business park. Finally, the district can be expanded through development of access to the City-owned acreage, and ultimately, development of this parcel.

Provision of Services to the Business Park.

Currently, the City owns 9 acres of vacant land on Smith Street zoned R-D, Research and Development. The property is accessed via an unimproved street that also serves several other existing businesses. Constructing a paved drive to other city-owned property on Smith Street would increase the marketability of the property, and correct access issues in the area. As noted above, water and sewer capacity should be upgraded to meet the needs of the new businesses, and stormwater control measures installed to mitigate increases from impervious surfaces accompanying new development.

Truck Traffic Rerouting

Dutchess County's 1997 Transportation Strategy suggests that an immediate remedy would be to establish a posted truck route on the following streets:

- From the east: Innis to northern Smith Street to Cottage
- From the north/Rte. 9: Washington to Parker (9G), to North Clinton
- From the Mid-Hudson Bridge/Rte 44/55: North Cherry to Mill Street to Clinton to Cottage or Oakely.

All truck routes should be signed, and weight prohibitions placed on the surrounding streets to ensure the routes are followed.

While the Transportation Strategy's plan addresses most of the issues, the City would need to make improvements to some intersections to facilitate the route. Also, the Clinton Street area is a well-established neighborhood, and is not necessarily the best route for trucks. An alternative route, which would also require investment by the City but would divert a greater number of trucks from heavily populated areas, would be to route the truck traffic from the south, the Mid-Hudson Bridge, and the eastbound arterial to Pershing Avenue.

Currently, Pershing Avenue ends at the industrial district on privately owned property. However, if the property owner is amenable, the City could acquire a right-of-way over the industrial property to connect with city-owned property on Cottage Street. Pershing Avenue has few residential uses, and the route would divert trucks from schools, residential neighborhoods, and awkward intersections. The area involved is approximately ½ acre, and would require minimal grading and relocation of a truck loading bay. However, the area abuts the rear yards of several residential properties, and a noise-barrier would need to be included in the design for the re-routing through this property.

A third alternative to the overall truck traffic concerns would involve the acquisition of the Conrail line by the City, and placement of a paved street over the right-of-way. Costs could be minimized if the street is created without infrastructure, as this would be for vehicular traffic only. This route would take all truck traffic to and from Cottage Street. The area involved is about 4.82 acres, and would not require grading. Creation of this street would have an added benefit of opening up about 14 acres of additional landlocked property to industrial development along the new street. Should Conrail wish to donate this land, the City may be in a position to achieve this access route.

Zoning Code Modifications

Permitted Uses. Overall, there are few non-conforming uses in the business park area, and these relate to residential uses in commercial or industrial districts. However, the research and development districts (R-D) on Oakley and Smith Streets are fairly restrictive, and hence, much of the property in those districts is unoccupied or underdeveloped. A combination of research and development uses and light manufacturing zones with performance standards as described below might create the environment necessary for new development.

Site Planning Issues. For existing uses, the zoning code needs to be strengthened to mitigate the noise, lighting and visual impacts of industrial uses adjacent to

residential uses. The current code on landscaping requires a 3' wide evergreen planting or an opaque fence. However, these may not be adequate for the types of uses permitted. For example, a noise barrier may be required if a use requires a large volume of truck traffic, truck unloading, or use of outdoor heavy machinery. The zoning regulations could also be modified to require that lighting be lowered and directed in toward the lot.

Upgrading the zoning code only affects new uses or changes to existing sites. City initiatives may be needed to improve the streetscape in the older area of the business park where no new development is occurring. The investment in landscaping and street repair would be returned as property values increased. Some standards for buffering are shown below. The City may also consider offering revolving loan funds for reinvestment by existing businesses to encourage physical improvements to facades and storage areas.

Future Land Uses. The inventory indicated that there are complimentary manufacturing and warehousing of bulk construction materials that might be attracted to the Cottage Street Business Park. These include:

- Concrete, masonry, and lumber yards, HVAC, electrical, and plumbing supply houses;
- A garden center or wholesale landscaping;
- Additional printing shops;
- Fencing businesses;
- Wholesale bakery;
- An incubator for small construction and landscaping businesses.

Businesses that should be discouraged from locating here include truck-oriented distribution centers such as fuel oil distributors, or moving and storage facilities.

Given the combination of employees from the existing businesses and the nearby neighborhood residents, a small retail/service commercial area should be set aside to encourage the development of lighter retail.

5.3 Poughkeepsie Waterfront Area



5.3.1 Introduction

Poughkeepsie is endowed with 2.5 miles of shoreline, much of which is physically accessible, and 1.25 miles of which is publicly-owned. What makes Poughkeepsie's waterfront unique is its extensive acreage between the shore and the railroad tracks. Few Hudson River communities can compete with Poughkeepsie's 175 acres of accessible, developable land on the river. The future of this property creates a wealth of opportunity for a variety of activities: new development, new public access, and new ties to the river and other communities. While the shoreline and waterfront should be accessible to the public to the greatest extent possible, different sections of the shoreline can have different functions, based on the physical constraints, natural settings, accessibility, and utility of the land.

The waterfront study area consists of four contiguous planning areas which are located in the central portion of the shoreline and have development potential either for residential, commercial, or open space/recreational use. The balance of the shoreline is privately held property north and south of this area and currently in industrial use.

Over the past several years, a number of studies, plans, and development proposals have been prepared for the waterfront. These include the draft Local Waterfront Revitalization Program (LWRP), a proposal for a conference center, a residential development proposal, and a waterfront development plan included in the 1997 Transportation Strategy. All have spurred public debate on the appropriate allocation of uses for the greatest benefit to city residents.

A general synopsis of the areas and potential uses was presented to the public during workshops, and in public surveys distributed at the meetings as part of the Comprehensive Plan. Additionally, a feasibility study of recreational uses for the waterfront was prepared on the viability of certain recreational uses. Finally, the Waterfront Advisory Committee and the Master Plan Task Force provided guidance on long range plans for the waterfront.

5.3.2 The Waterfront Planning Area

The Waterfront Planning Area consists of the shoreline properties of (1) northern Waryas area (including two-privately held properties to the north of the park), (2)

Waryas Park, (3) Kaal Rock Point and Kaal Rock Park, and (4) the DeLaval and the former Sewage Treatment Plant property. With the exception of the two properties north of Waryas, the City of Poughkeepsie holds all of the property in the planning area.

Northern Waryas

This area includes the Central Hudson property, the Fallkill Creek, the Berncolors property, and the section of Waryas Park that lies north of the public boat launch. Both the LWRP and the Transportation Strategy propose that development includes a mix of public and private uses. Topography in this area drops from the ledge beneath the Poughkeepsie Railroad Bridge to a relatively flat shoreline adjacent to the Fallkill Creek. The area is in the 100-year flood hazard zone, and from historic maps and photos of the area, has been developed for most of the past 150 years. An existing bulkhead is substantially eroded.

Currently, the two privately held properties contain the Hoffman House (c. 1790) on the Central Hudson property, and the Berncolors building. The shore area contiguous to northern Waryas Park is vacant. In northern Waryas, a large enclosed field has been used as a temporary amphitheater for public concerts staged by the Bardavon Theater. A paved road from Water Street loops down to the public boat launch.

Waryas Park

Perhaps the most heavily used area of the park, Waryas Park has multiple uses from the boat launch south to the municipal dock. Personal watercraft, motorized boats, and canoes launch from the launch area, and a concrete promenade runs south along the shore to the dock in front of a picnic area. The Ice House, a remnant from the park's industrial days, is now home to a food concessionaire. A playground and additional park benches under stately shade trees provide additional recreational activities. The promenade continues to the municipal dock and connects to lower Main Street.

This area functions well, and enjoys great popularity. The Ice House is not fully utilized and could house a visitor center, harbor manager, a tourboat ticket stand, public restrooms, and other public and private uses. The boat launch is over utilized and in the long term, may need to be relocated to DeLaval to the south. In the interim, a boating permit system and on-site management are recommended.

Kaal Rock Point and Kaal Rock Park

Kaal Rock Point and Kaal Rock Park are geologically connected but serve very different functions. Kaal Rock Park, south of the ledge outcrop, is a 6.6-acre passive recreation area. An existing bulkhead and walkway run the 700-ft. length of Kaal Rock Park. Both are in disrepair from wave action and winter ice scour at the park. The surrounding properties are in private residential use.

Kaal Rock Point, a 3.8-acre property at the top of the ledge outcrop, has been the subject of a residential development proposal and some controversy over its long-term use. The LWRP allows limited residential development at the Point, with setbacks from the edge of the point and height restrictions commensurate with scenic qualities of the Poughkeepsie shoreline.

DeLaval and the Former Sewage Treatment Plant

Both the 13.4-acre DeLaval site and the 7.1-acre former Sewage Treatment Plant (STP) are city-owned. The DeLaval site was acquired with Outdoor Recreation Bond Act funding in 1965 with the intent of creating public recreational uses on site. Both properties are developable, with few natural constraints, though the former sewage treatment plant site contains a number of utility easements and an active pump station. Located on Rinaldi Boulevard, an arterial with direct access to Route 9, the sites are easily accessible.

5.3.3 Waterfront Development

While public recreation and accessibility are important components of the Hudson River, not all land must be dedicated park in order to serve the public interest. In fact, urban waterfronts typically provide a mix of commercial services and activities that add to the enjoyment of a visit to the shore.

Commercial uses require locations accessible to large numbers of people, compatible uses nearby to enhance sales and visibility, and developable land. Poughkeepsie's waterfront has all of these. In general, the land is flat, views up and down river are spectacular, and major rail and highway transportation routes serve the waterfront.

In particular, the LWRP notes that at least three areas are suitable for private development: northern Waryas, Kaal Rock Point, and the DeLaval/STP site. Of the three, Waryas and DeLaval have greater potential. The 1997 Transportation Strategy presents a concept plan for the area adjacent to the MetroNorth Train Station, and inclusive of the Park, which calls for two and three story residential and commercial retail and office space along Water Street and in northern Waryas.

Northern Waryas:

The Fallkill Creek/Hoffman House area, with the Poughkeepsie Railroad Bridge as a backdrop, has the potential for eventually being developed for public-private enterprise. For the Fallkill, a trail system, including fishing trails, may be appropriate. An environmental education system, a police substation, or an historic interpretive center on the grounds of the first settlement site of Poughkeepsie's waterfront could compliment the overall recommendations of the comprehensive plan.

The Berncolors property could serve as the northern commercial anchor to the area as it has a substantial acreage of developable land, better access on Water Street, and a visual connection with the park. A commercial enterprise can provide activity and security at this end of the park.

The city-owned northern Waryas could support development initiatives along North Water Street, but physical constraints such as flooding and limited access may prohibit developing to the water's edge. Development along North Water Street could soften the visual impact of the three-story parking structure at MetroNorth, and economic activity could offer additional opportunities at the waterfront as well. Development should be sensitive to both a front and back "porch". Initial development should be situated so as to allow full development of Waryas.

Bardavon is proposing to continue to use northern Waryas as an amphitheater, and has presented long-term plans to the City to create a permanent stage and production building, either there or at the Delaval site. This does not necessarily preclude other public or private uses in this area. However, since large attendance is anticipated during the season, potential traffic issues should be detailed in a traffic analysis.

Additionally, the water depth at Waryas is suited for a tour boat tie-up, and auxiliary marine services for transient boaters normally associated with a marina could be operated commercially here.

Kaal Rock Point

The LWRP suggests the preferred use of this area is as open space but also that it may be suited for limited development. If Kaal Rock Point is retained as open space, it has potential to serve as tradelands that may occur along North Water Street. If development should occur, it should incorporate the scenic significance of the area, and should be sensitive to architectural style, design, material, scale, proportion, composition, and landscaping in keeping with its role in the waterfront.

DeLaval and the former Sewage Treatment Plant

This 21-acre area is separate from other waterfront uses, yet is highly accessible to Route 9, and provides a clean slate from which to design. Although fairly narrow, it has sufficient acreage to carry a number of private and public uses found in an active, working waterfront. Possible uses include marine-related retail, a transient boat marina center, a convention center and restaurant, an entertainment center, a tour boat home, and a public boat launch.

The current demand for new marinas is poor. Most Hudson River marinas are operating below capacity, and the capital investment costs associated with a stand-alone marina at this site may be prohibitive. A marina may be created and viable as an accessory to intensive on-site development such as a hotel or convention center. The river trade can be seen as an additional market.

Not all uses on the site need be water-dependent. Water enhanced uses might include a blend of residential/multi-family, commercial service retail and office, and sports or other event center.

5.3.4 Design Guidelines

One of Poughkeepsie's strengths is its history as a River city, revealed in many historic buildings in commercial and residential areas. In an effort to preserve and restore the unique architectural resources, development should be in harmony with the City's historic architecture and adheres to carefully developed design guidelines. The City can influence positively the quality and compatibility of design for new and altered structures. Other Hudson River cities, such as Hudson, Kingston, and Peekskill, have shown that preservation of historic architecture can play a significant role in economic revitalization.

In the waterfront area, design guidelines should address the coordination of open spaces, pedestrian walkways and public activity areas; relationship of facilities to the waterfront development area in design and theme; public accessibility to the River; appearance of the waterfront from the River; preservation of River views; and scale, form and materials in harmony with the scenic setting.

5.3.5 Waterfront Recreation and the Hudson River Greenway

The individual areas along the Poughkeepsie's waterfront each lend themselves to different uses. Waryas is the most highly active park accessible from the Railroad station and Main Street. Kaal Rock Point is a dramatic promontory, while Kaal Rock Park has a more contemplative environment for passive recreation and quieter activities. And finally, the 21-acre DeLaval and STP properties could include both

public and private development that takes advantage of its waterfront views and location.

Linked together by a Greenway trail, they comprise a unique waterfront that few Hudson River communities possess, and represent a singular opportunity for the City to guide its future development and integrate its waterfront with the revitalization of the city as a whole.

Most of the existing and proposed recreational opportunities are described in Section 4.4 *Parks and Recreation Facilities*. Large scale recreational facilities such as the amphitheater and relocation of the boat launch should be coordinated with the City's plans for waterfront development plans.

An open-air amphitheater is a desirable feature for Poughkeepsie's waterfront and should be fully integrated with other tourist-related uses. It is appropriate at either the northern end of Waryas Park or at the Delaval site.

Currently, Bardavon is proposing to continue to use northern Waryas for summer concerts, and has presented long-term plans to the City to create a permanent stage and production building either there or at the Delaval site. This does not necessarily preclude other public or private uses in this area. However, since large attendance is anticipated, on the scale of 5-10,000 people 3 nights per week during the peak season, potential traffic issues should be detailed in a traffic analysis.

5.3.6 Transportation and Circulation

An issue identified in both the LWRP and the Transportation Strategy was the need for increased circulation in the planning area. For example, truck traffic through residential neighborhoods could be reduced or rerouted if the Hoffman Street Bridge were realigned.

Water Street runs parallel to Waryas Park on the east side, and adjoins the MetroNorth Train Station, parking area, and the JD Johnson buildings. This area was a primary component of the Transportation Strategy's development plan. MetroNorth is constructing a three story parking deck that would include an overlook onto Water Street and the park. The Transportation Strategy shows a substantial development initiative along Water Street and into Waryas Park that would complement the parking deck and take advantage of the commuter traffic.

If intensive development occurs along North Water Street, it may necessitate additional vehicular access through the park. The Transportation Strategy called for a new "Front Street" to run through Waryas that would serve as access to new

development in the park. Should development dictate, then it will be appropriate for the City to consider such access.

Two other transportation connections that could be made include a trolley/shuttle bus which would run between Main Street and the waterfront during special events, seasonal weekends, and lunch hours, and a jitney/shuttle running laterally along Rinaldi and Water Street for events parking, and to connect DeLaval to other areas of waterfront, train station, and Main Street.

5.3.7 Waterfront Strategies

Urban waterfronts are successful when they promote a mix of recreational and commercial services and activities. Primary customers are office workers, commuters, and college students. Secondary customers are tourists. Commercial uses require locations accessible to large numbers of people, compatible uses nearby to enhance sales and visibility, and developable land. Poughkeepsie's waterfront has all of these. In general, the land is flat, views up and down river are spectacular, and major rail and highway transportation routes are nearby.

Given the waterfront's great potential for connecting Main Street to the river, for providing new economic growth, and increasing the variety of public access to the river, there are a number of strategies available to increase the waterfront's allure and marketability.

Develop a Working Waterfront.

The City's recent grant for a market feasibility study on North Water Street, the potential marketing of DeLaval and the Sewage Treatment Plant, and encouragement of private ventures such as the summer concert program at Waryas Park will contribute to a lively urban waterfront with a variety of uses and activities.

The City has circulated a Request for Proposals to developers for the development of the DeLaval, PURA #14, and Sewage Treatment Plant parcels. In the interim, the City could complete as much of the SEQR work as possible so that these properties would be "pre-approved" for development. Key SEQR issues would be traffic, water/sewer availability, and drainage.

Build A Promenade from Marist College to the Poughkeepsie Rural Cemetery.

The City's Greenway initiative should include a long-term strategy of connecting the entire shoreline with a continuous walkway. The current plans to repair the bulkhead at Waryas and Kaal Rock Parks, the old Sewage Treatment Plant (STP),

and DeLaval and extend the existing promenade north to the new waterfront facilities at Marist are important first steps in this process. The Ice House, a delightful remnant of Poughkeepsie's port era, is currently used as a food concession. It could double as a visitor center and comfort station for the trail. Should the funding opportunity arise, connection between the Mid-Hudson Bridge and the waterfront parks or the rehabilitation of the Poughkeepsie Railroad Bridge as a connecting pedestrian and biking trail across the Hudson and trail construction east along Fallkill Creek should be explored.

Increase Management at Waryas Park.

Much of Waryas Park is devoted to active recreational use, including a summer concert venue. Creating a presence at the waterfront, whether through a Harbor Manager to monitor boat ramp usage, police substation, or increased patrols, will increase the use of the Park and reduce vandalism. Improved lighting will help to create a safer atmosphere.

Enhance Transportation Linkages.

The City can build on existing and planned transportation improvements to create linkages while keeping costs down. This includes working with MetroNorth on the new parking deck to ensure that it can be used on weekends and evenings for events at the waterfront. The City should work with NYSDOT on the improvements to Route 9 to obtain better access and signage to the waterfront. The DC Loop could create a shuttle for special events and arrange for a weekly tour bus of historic sites/waterfront parks.

The Hoffman Street Bridge should be improved to reduce the truck traffic on North Water Street, improve circulation in the Waterfront area, and provide better delivery access to Water Street businesses. An additional vehicular bridge crossing the Hudson River would not be desirable if it would further bifurcate the City and harm existing neighborhoods.

Investing in the Waterfront.

The capital improvements noted above for the Waterfront area can be prioritized as follows:

- Bulkhead repair at Waryas and accompanying riverfront promenade;
- Repair the bulkhead at DeLaval and incorporate a step down in the design to allow transient parallel dockage;

- Permanent amphitheater at northern Waryas or DeLaval;
- Creation of a walkway extending from the north end of Waryas Park to the south end of DeLaval including a walkway around Kaal Rock Point to connect Waryas and Kaal Rock Parks;
- Harbor manager/police substation at Ice House;
- Shuttle for seasonal/event trips between downtown and the waterfront;
- Hoffman Street Bridge Improvements.

Additionally, the City can engage in public/private partnerships to accomplish many of the goals of this section. Among these, the City can join with Bardavon for continuing the amphitheater programs, with DC Loop to initiate a trolley to and up Main Street, with the County Sheriff's Department for a harbor master, and with a developer and NYS Department of Environmental Conservation at DeLaval to create a new boat launch.

Section 6.0

Final Recommendations & Strategies

6.0 STRATEGIES FOR 21ST CENTURY POUGHKEEPSIE

6.1 Policies and Capital Improvements.

The City recognizes that a strategy is needed for the community to move forward. New industries, new jobs, fresh housing stock, maintaining neighborhoods, and creating new opportunities for recreation cannot be accomplished without the background data necessary to make informed decisions. The Comprehensive Plan with concomitant strategies for policy and capital improvements, establishes a program for development of the city. These strategies fall into three principal categories: modifications to the regulatory framework in the Zoning Code; a capital improvement program; and policies necessary to implement the strategies. These strategies are meant to be concurrent activities: zoning without the accompanying capital improvements, for example, will not yield the desired results.

Table 6.1 represents the strategies outlined in the Comprehensive Plan and the specific initiatives needed to implement each strategy. The initiatives are prioritized based on importance to accomplish the Plan's goals. Next, the organizational needs are described. This helps identify the need for additional staffing or organizations to carry out the initiative, which are indicated by an asterisk (*). The timing of each initiative is then rated as immediate, short term, mid term, and long term corresponding to the City's ability to accomplish each task. Last, costs and funding sources are identified for capital improvement projects.

6.2 Proposed Land Uses.

In addition to policy implementation and capital improvement, the Comprehensive Plan has outlined proposed future land use. The principal changes are proposed in the three economic development areas: Main Street, Cottage Street, and the Waterfront. These are shown in Figures 6.1 to 6.3. Discussions of the land uses accompany each map.

As noted elsewhere in the document, there is a need to perform a major overhaul of zoning districts. As the City contemplates eliminating or combining some of the existing 21 zones, it may be necessary to perform additional small-scale rezonings not specifically called out in this land use plan.

The proposed land use maps are not to identify specific parcels or properties for rezoning, but instead represent a class of land uses that are suitable for the general area. Nor does it preclude commercial uses in the downtown core other than those listed in the Plan, such as a large supermarket, or anticipate all possible future uses that might seek to locate in a specific area.

STRATEGY	INITIATIVE	PRIORITY	ORGANIZATION	TIMING	FUNDING
Housing	Homesteading	High	HDFC	Short	Government/ Private
	Renovate/remove abandoned and boarded up houses	High	Continued Building Department Enforcement	Immediate.	First time homebuyer program, HOME, CD RAP home improvement programs
	New multi-family for student housing	Medium	None.	Mid	Private sources
Zoning	Clarify zones	High	City Council		None needed .
	Streamline permit process	High	Team approach or ombudsman	Short	None needed.
	Include performance standards	High	City Council	Short	None needed.
	Modify parking requirements	High	City Council	Short	None needed.
	Home occupations and multi-family conversions by special permit	High	City Council	Short	None needed.

Table 6.1. Comprehensive Plan Strategies.

STRATEGY	INITIATIVE	PRIORITY	ORGANIZATION	TIMING	FUNDING
City-wide Transportation	Permit parking districts	High	City Council/Allright	Short	Self-funded.
	Post transit routes and schedules	High	DC Loop and Transit	Immediate.	Low/no cost
	Encourage new DC Loop for elderly residents	High	DC Loop	Immediate	Unknown, fares to offset cost
Cultural Resources	Create a museum	Medium	Non-profit*	Mid-range	OPRHP Bond Act, private
	Outdoor concerts and fairs	Medium	City Council, neighborhood block groups, civic organizations	Short to long	Low or no cost
Parks & Recreation	Neighborhood associations	Medium	Parks & Recreation, ombudsman, block groups	Short	Low or no cost
	Improvements to existing parks	Medium	Parks & Recreation, Americorps and volunteers	Short	Unknown; Americorps and volunteers to offset costs
	New park(s) in 3 rd Ward	High	Parks & Recreation	Immediate	\$350-\$500,000 Title 9 and EPF of the Bond Act

Table 6.1. Comprehensive Plan Strategies.

STRATEGY	INITIATIVE	PRIORITY	ORGANIZATION	TIMING	FUNDING
Parks and Recreation (cont'd)	Repair bulkhead, create riverside promenade	High	DPW	Immediate	\$450-500,000 Phase I Greenway/Bond Act
	Amphitheater	High	Bardavon	Short	\$300,000 EPF and private sources
	Fallkill Creek Trail	Medium	City/Parks & Recreation	Long	Unknown; Greenway Bond Act
	Shuttle/tour bus to waterfront	Medium	DC LOOP	Short	Little or no cost; fares
Historic Resources	Increase walking tours	Medium	Historical Society	Immediate	EPF/Greenway funding
	Find new funding for historic preservation	Medium	City Planning	Short	OPRHP
	Create a Market Street Historic District	High	Historic Landmark Commission	Short to Mid term	Little or no cost
	Create a Mansion Square/Emeline Patrice Park Historic District	High	Historic Landmark Commission	Short to Mid term	Little or no cost

Table 6.1. Comprehensive Plan Strategies.

STRATEGY	INITIATIVE	PRIORITY	ORGANIZATION	TIMING	FUNDING
Revitalize Main Street	Rezone downtown core	High	City Council	Immediate	No cost
	Reopen Main Street	High	City Council/DPW	Immediate	\$1.5 –2.0 million; Member Item
	Initiate themes	High	Main Street Business Association/ City/ EDZ	Immediate.	Marketing costs; ESDC
	Programmatic Controls	High	MSBA/ City	Immediate	MSBA; CDBG
	Enforce design guidelines	Medium	Planning Board	Short to long term	Little or no cost
	Plan for the arterials	Medium	City Council/Planning Board	Short to long term	Little or no cost
Cottage Street Business Park	Upgrade infrastructure	High	City Council/DPW	Short	\$1,500,000; ESDC, DOT, general obligation bonds
	New access to City-owned parcel	High	City Council	Immediate	\$500,000; DOT, general obligation bond
	Establish a truck route	High	City Council	Immediate	Little or no cost

Table 6.1. Comprehensive Plan Strategies.

STRATEGY	INITIATIVE	PRIORITY	ORGANIZATION	TIMING	FUNDING
Cottage Street (cont'd)	Modify zoning to industrial park and include performance standards	High	City Council	Immediate	Little or no cost
	Create new truck route	Medium	City Council	Short to mid term	Unknown; Federal NEXTEA
Waterfront Strategies	Develop a working waterfront	High	City EDA	Long term	Unknown; Greenway, EPF, Bond Act, American Heritage
	Harbor management	High	Harbor manager*	Immediate	Permit fees to cover costs
	Enhance transportation linkages—Hoffman Street Bridge	Medium	DPW	Mid to long term	Unknown; NEXTEA

Table 6.1. Comprehensive Plan Strategies.

6.2.1 Main Street and The Arterials

In keeping with the economic trends of the past thirty years, the types of proposed land uses along Main Street reflect those of a small, urban center: a downtown core surrounded by professional offices, neighborhood commercial uses, and a mix of office and residential uses surrounding the linear Main Street corridor. The proposed land use plan for this area recognizes the existing general commercial area at the east end of Main, and the neighborhood commercial area at lower Main Street. This approach, as mentioned earlier, focuses a retail core of uses in the area between Market Street and the 400 block. Proposed uses along the arterials strengthen this development pattern, with professional offices or office residential uses located along most of the arterials.

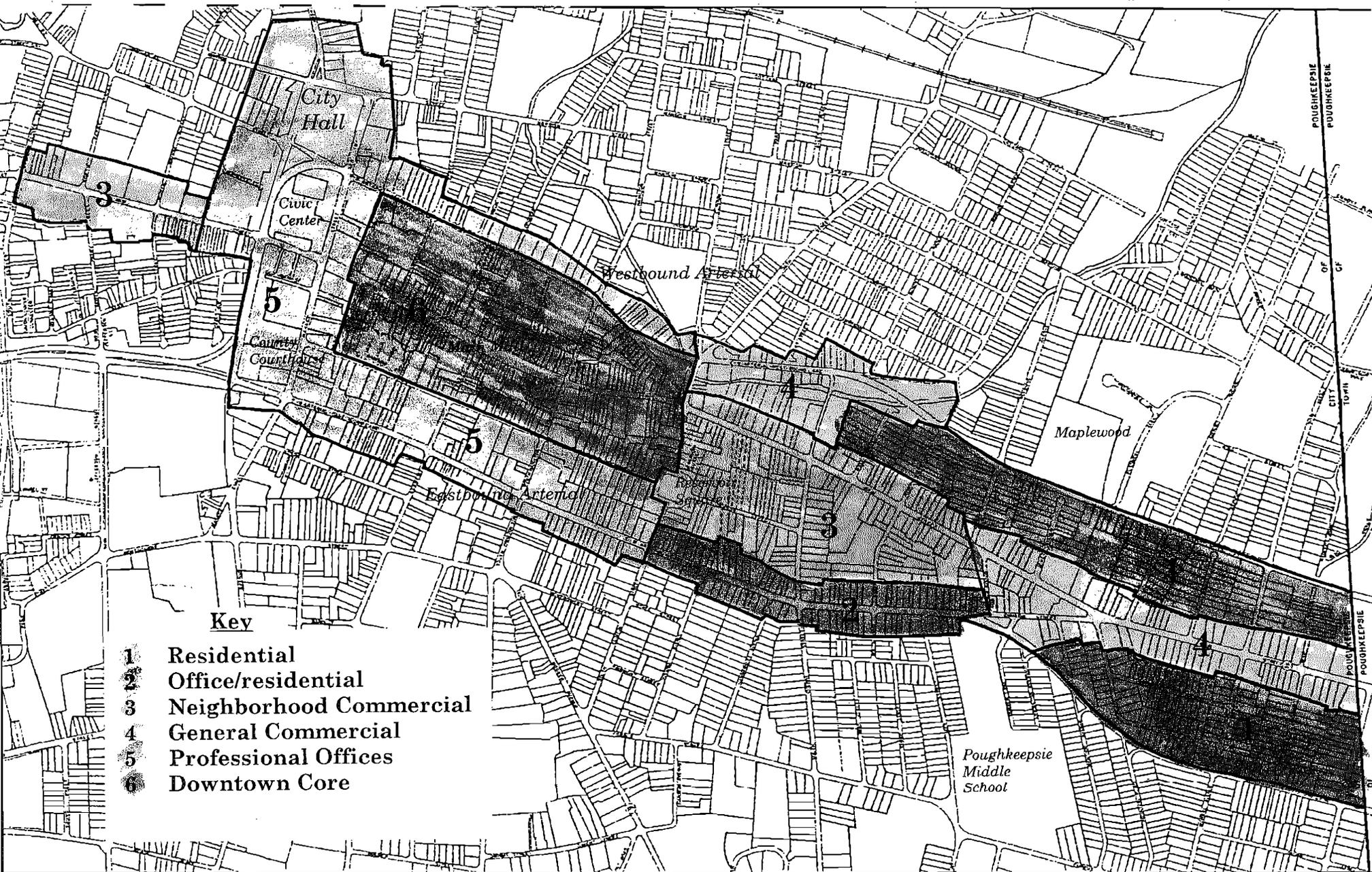
6.2.2 Cottage Street Business Area

The proposed land use map for the Cottage Street Business Area shows five principal uses in a combination that softens the edges of the more intensive businesses. Neighborhood commercial and general commercial uses surround much of the light manufacturing area. Some areas that are currently zoned for industrial use, but located on small lots or are used residentially, are shown as residential. Two areas shown as governmental/institutional include the County Office Buildings and the County Correctional Facility.

6.2.3 Waterfront Development Area

While much of the proposed land uses at the waterfront have been discussed previously, the proposed land use map includes the northern and southern industrial sites. If those properties become available for re-use, it is possible that other, non-industrial uses might be beneficial. However, the properties provide an economic base for the City and a source of employment, and so future uses should also remain in some form of commercial use. The southern site is shown as commercial/light manufacturing due to its limited accessibility. The northern site, with better access and proximity to Marist might be better suited to a mix of residential and commercial uses.

Other proposed future uses along the waterfront include the continued use of approximately one-third of the shoreline as public park. The proposed land use map indicates the addition of some part of Kaal Rock Point as open space. The DeLaval property, the old Sewage Treatment Plant, and the area along North Water Street between the Hoffman House at Fallkill Creek south to Main Street are shown as mixed use, including tourism, entertainment, commercial and residential uses.



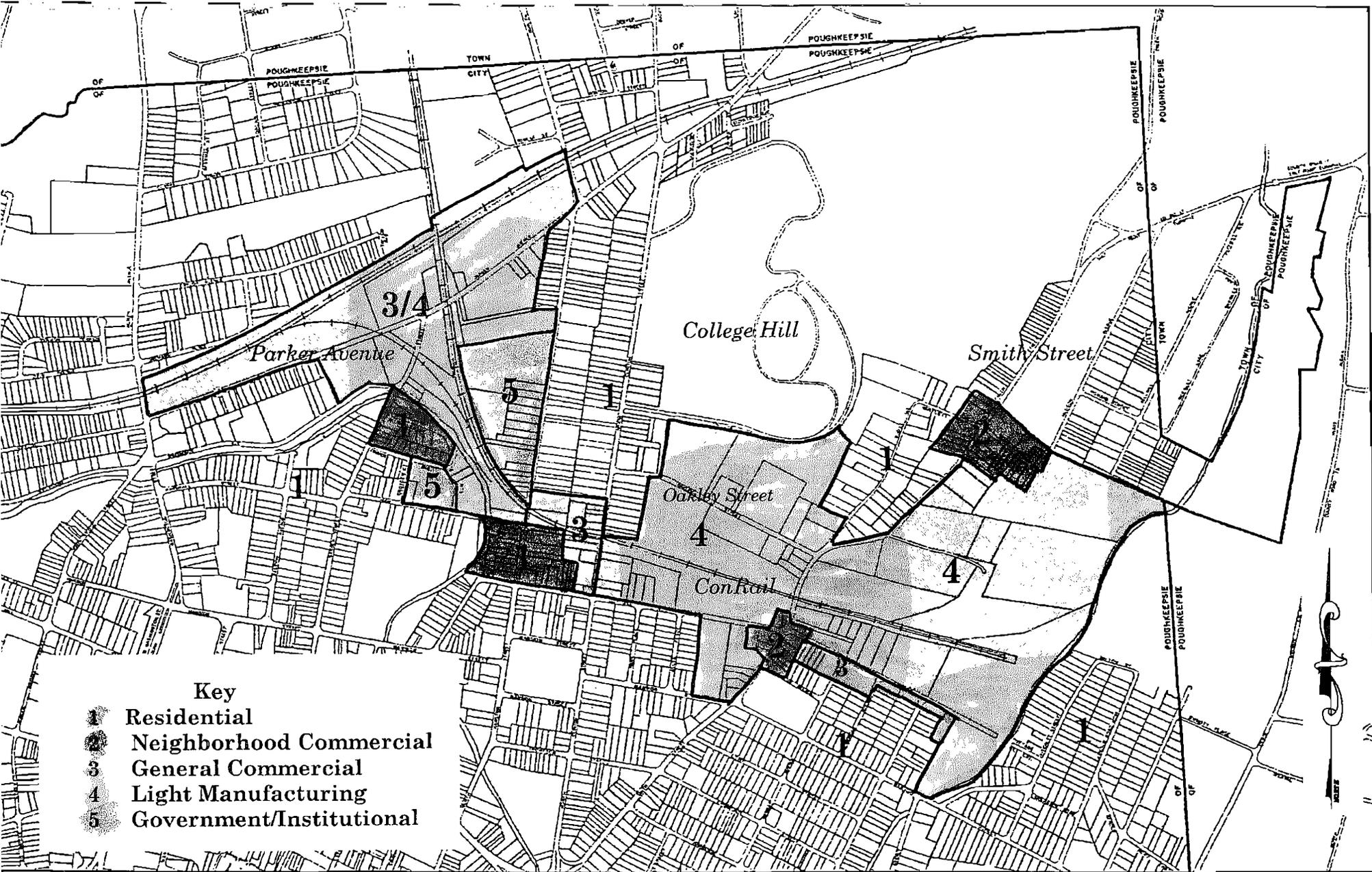
Key

- 1 Residential
- 2 Office/residential
- 3 Neighborhood Commercial
- 4 General Commercial
- 5 Professional Offices
- 6 Downtown Core

THE
Chazen
COMPANIES
Engineers/Surveyors
Planners
Environmental Scientists

CITY OF POUGHKEEPSIE
Proposed Land Use Plan
Main Street and The Arterials
CITY OF POUGHKEEPSIE, DUTCHESS COUNTY, NEW YORK

Figure 6.1
November 1998
Page 6-8



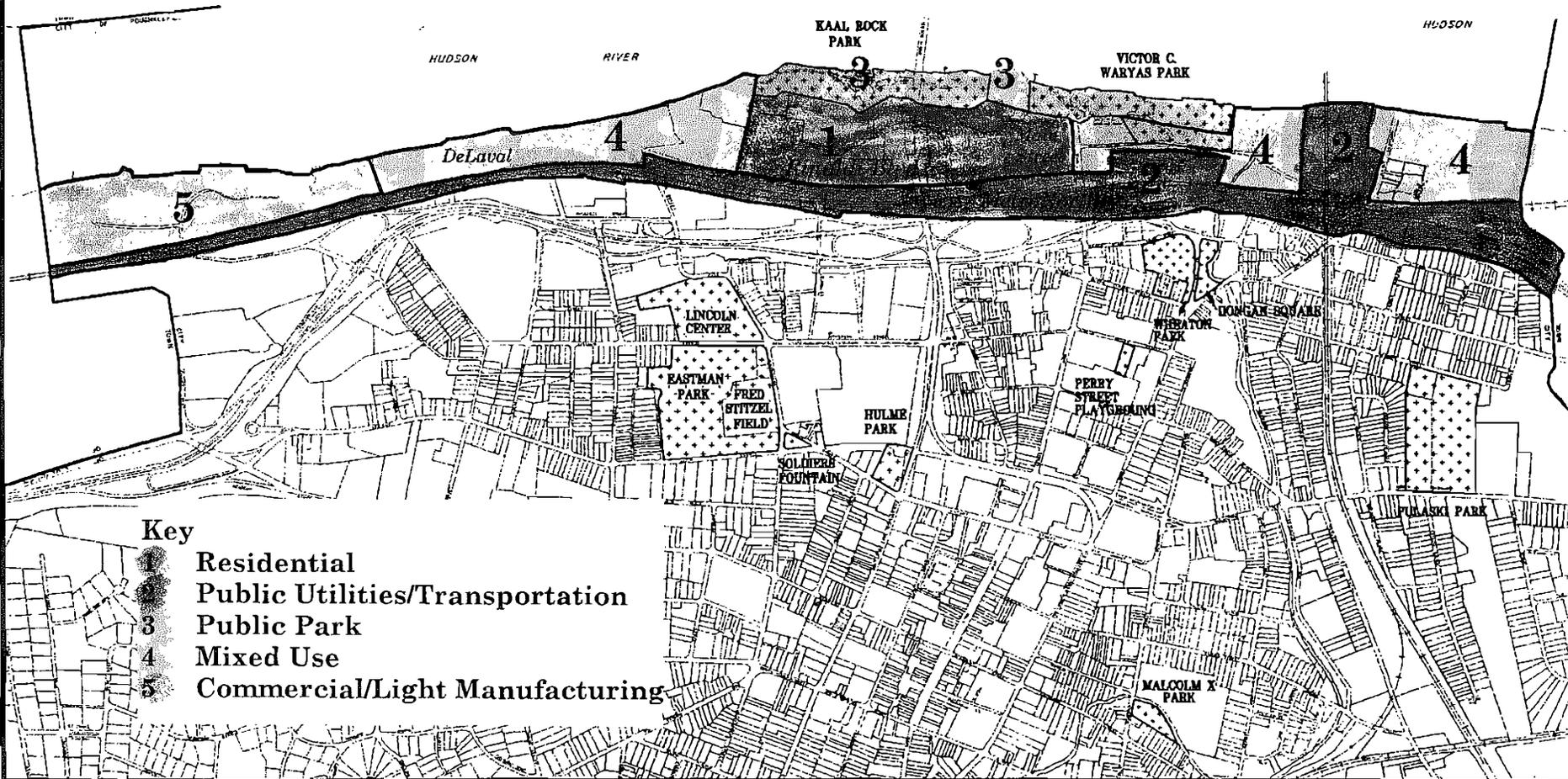
Key

- 1 Residential
- 2 Neighborhood Commercial
- 3 General Commercial
- 4 Light Manufacturing
- 5 Government/Institutional

THE
Chazen
COMPANIES
 Engineers/Surveyors
 Planners
 Environmental Scientists

CITY OF POUGHKEEPSIE
Proposed Land Use Plan
Cottage Street Business Park Study Area
 CITY OF POUGHKEEPSIE, DUTCHESS COUNTY, NEW YORK

FIGURE 6.2
 November 1998
 Page 6-9



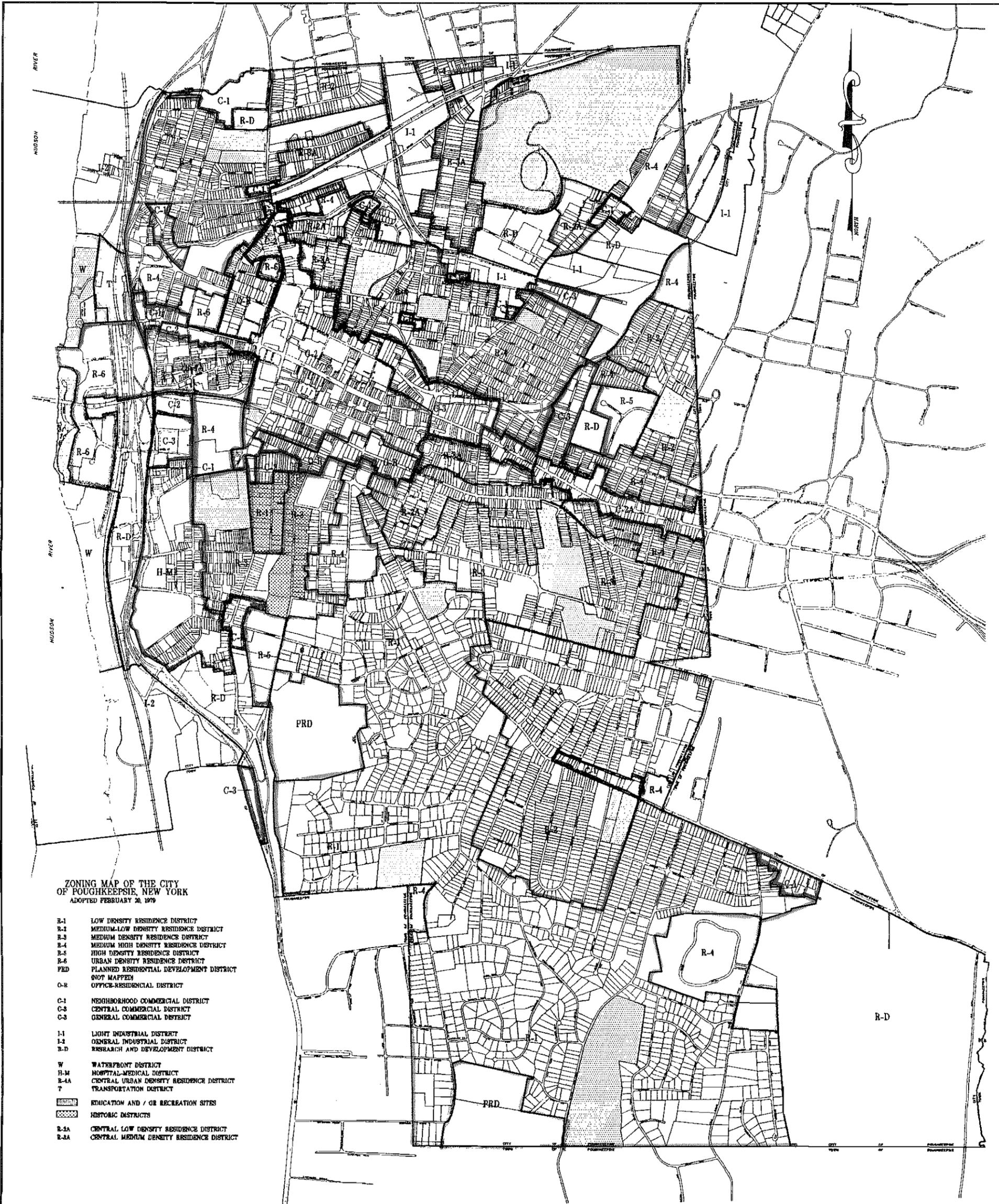
- Key**
- Residential
 - Public Utilities/Transportation
 - Public Park
 - Mixed Use
 - Commercial/Light Manufacturing

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Planners
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CITY OF POUGHKEEPSIE
Proposed Land Use Plan
Waterfront
CITY OF POUGHKEEPSIE, DUTCHESS COUNTY, NEW YORK

FIGURE 6.3
November 1998
Page 6-10



ZONING MAP OF THE CITY OF POUGHKEEPSIE, NEW YORK
ADOPTED FEBRUARY 20, 1979

- R-1 LOW DENSITY RESIDENCE DISTRICT
- R-2 MEDIUM-LOW DENSITY RESIDENCE DISTRICT
- R-3 MEDIUM DENSITY RESIDENCE DISTRICT
- R-4 MEDIUM HIGH DENSITY RESIDENCE DISTRICT
- R-5 HIGH DENSITY RESIDENCE DISTRICT
- R-6 URBAN DENSITY RESIDENCE DISTRICT
- PRD PLANNED RESIDENTIAL DEVELOPMENT DISTRICT
- NOT MAPPED
- O-R OFFICE-RESIDENTIAL DISTRICT
- C-1 NEIGHBORHOOD COMMERCIAL DISTRICT
- C-2 CENTRAL COMMERCIAL DISTRICT
- C-3 GENERAL COMMERCIAL DISTRICT
- I-1 LIGHT INDUSTRIAL DISTRICT
- I-2 GENERAL INDUSTRIAL DISTRICT
- R-D RESEARCH AND DEVELOPMENT DISTRICT
- W WATERFRONT DISTRICT
- H-M HOSPITAL-MEDICAL DISTRICT
- R-4A CENTRAL URBAN DENSITY RESIDENCE DISTRICT
- T TRANSPORTATION DISTRICT
- [Pattern] EDUCATION AND / OR RECREATION SITES
- [Pattern] HISTORIC DISTRICTS
- R-2A CENTRAL LOW DENSITY RESIDENCE DISTRICT
- R-3A CENTRAL MEDIUM DENSITY RESIDENCE DISTRICT

SCALE IN FEET
1"=500'



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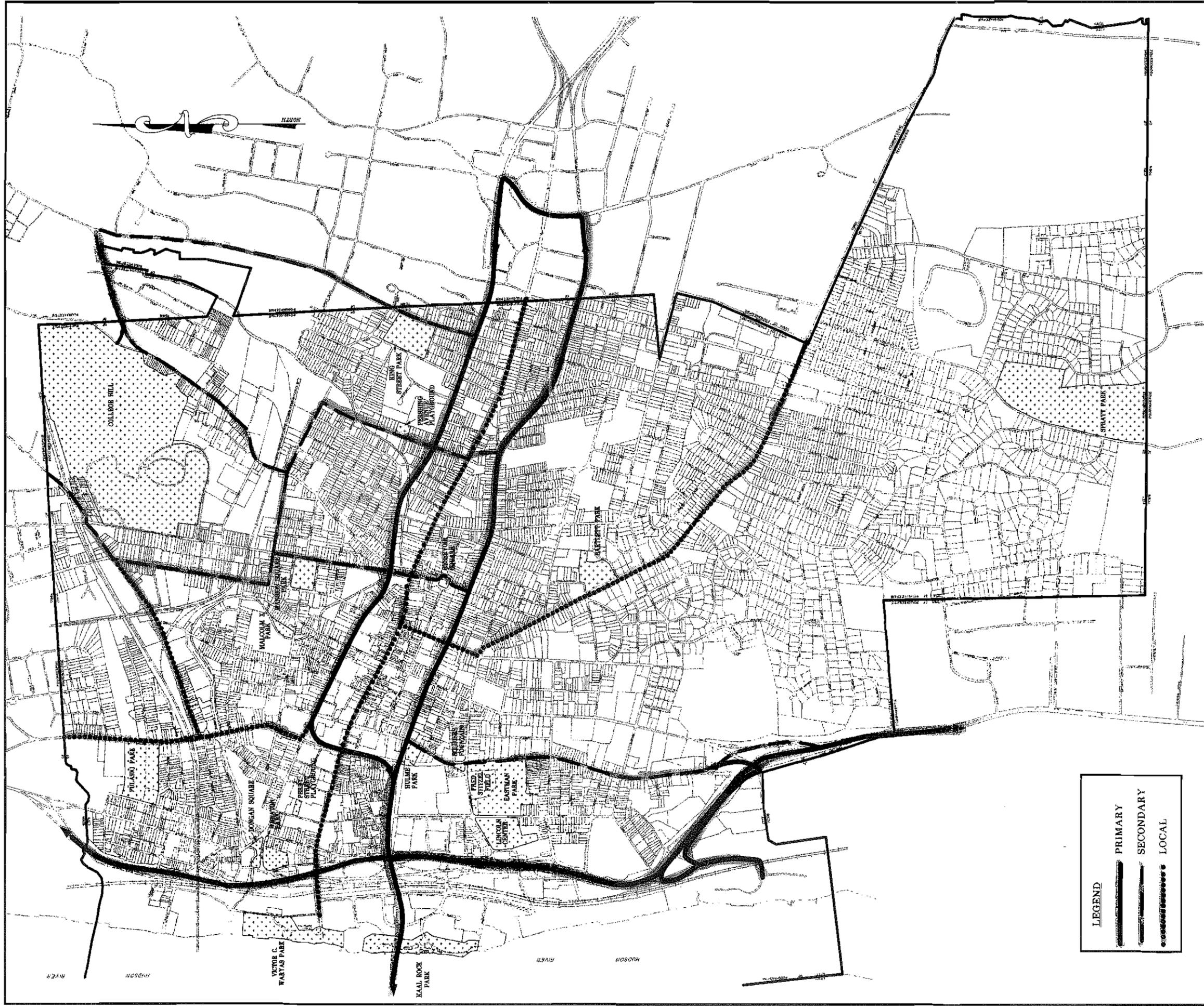
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 518-861-1114
 518-861-1115
 518-861-1116
 518-861-1117
 518-861-1118
 518-861-1119
 518-861-1120

CITY OF POUGHKEEPSIE
ZONING MAP
CITY OF POUGHKEEPSIE, DUTCHESS COUNTY, NEW YORK

REV.	DATE	DESCRIPTION

FIGURE 1

NAME	DATE
DESIGNED BY	J.P. 04/27/98
CHECKED BY	J.S. 04/27/98
DRAWN BY	MLM 04/27/98
PROJECT NO.	19704.00



LEGEND

- PRIMARY
- SECONDARY
- LOCAL

SCALE IN FEET
0 100 200

FIGURE 4

DESIGNED BY:	MLK	DATE:	05/04/08
CHECKED BY:	JLK	DATE:	07/01/08
DRAWN BY:	MLK	DATE:	07/01/08
PROJECT NO.:	19704-00		

NO.	DATE	DESCRIPTION

CITY OF POUGHKEEPSIE
TRUCK ROUTE
CITY OF POUGHKEEPSIE, DUTCHESS COUNTY, NEW YORK

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