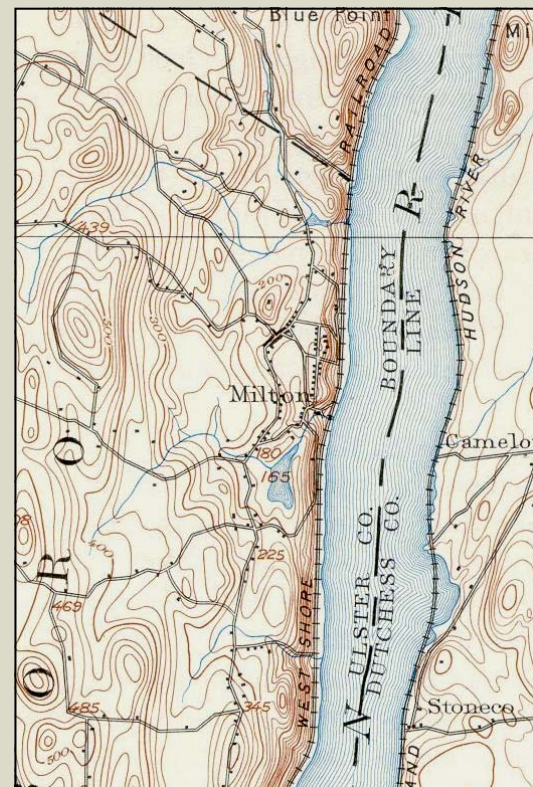
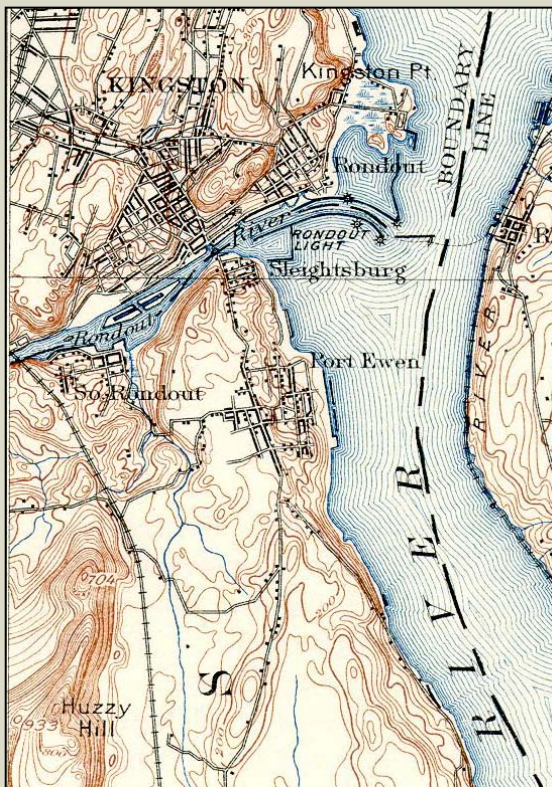


# Planning Ulster

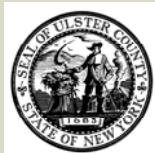


## Ulster County Main Streets: A Regional Approach

Ulster County Planning Department — October 2011



## Hamlets of Port Ewen and Milton Case Studies



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## **1.0 Why do we take a regional approach to Main Streets?**

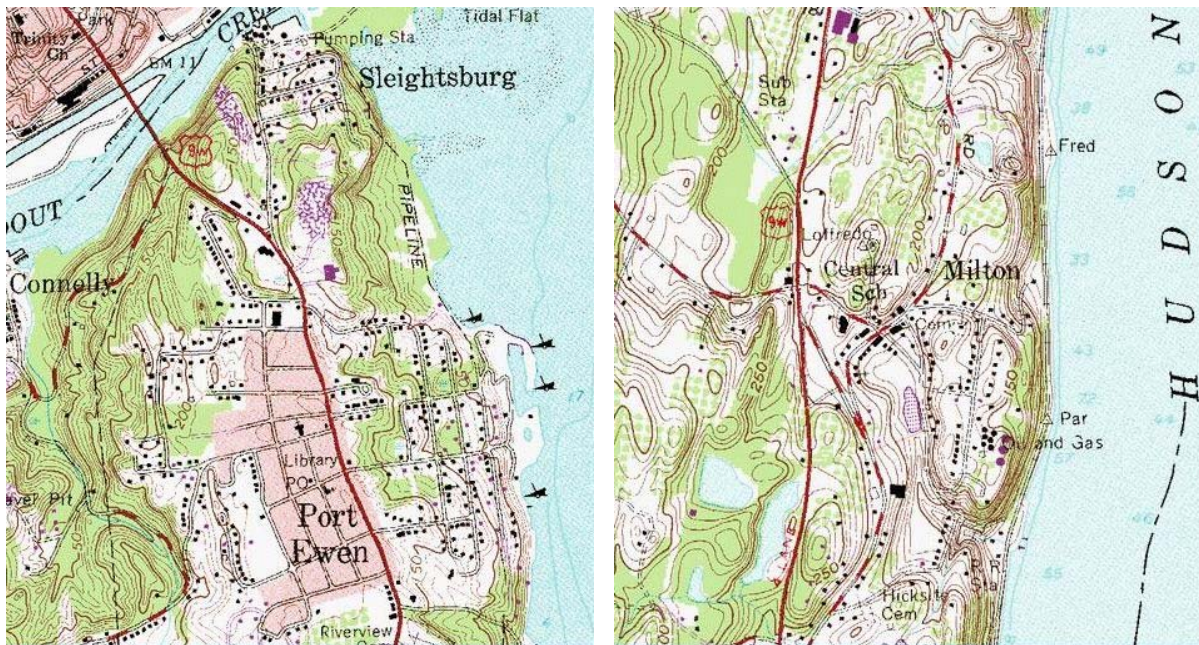
The goal of the Ulster County Main Streets Program is to develop a program based on our region's specific needs, and support appropriate responses and strategies built and sustained from within our communities. The Program is also founded upon the idea that communities are stronger when they work together, share knowledge, leverage their resources, and think regionally to support their "competitive advantage." Many different approaches can support these important commercial and social centers in our local economy. However, a regional approach has us look at the opportunities for and challenges to our communities in a broader context. A regional approach has communities examine how they can complement what other communities are doing and find their own niche. A regional approach to main street revitalization looks to spur revitalization of one community but not at the expense of another.

## **1.1 What is the Main Streets Strategic Toolbox?**

Any successful planning effort requires information as a basis for decision-making. The Toolbox is a resource to help communities create a strong, sustainable strategy for Main Street revitalization. As part of the Ulster County Planning Department's ongoing work with communities, the Ulster County Main Street Program has developed a multi-faceted set of tools to help communities maintain and develop successful and vibrant main streets as part of local economic development goals. Combining models in New York and nationally, with analysis of and direct experiences with Ulster County communities, the Toolbox promotes strategic planning for communities that is locally-driven and carefully evaluates local assets, economic conditions, land use issues, regulatory responses, and the surrounding context to create a comprehensive main street strategy. The Main Streets Strategic Toolbox was supported by an initial grant from the New York State Department of State. See our web pages for additional Planning Guides. For a full list of topics in the toolbox, visit our website at [www.ulstercountyny.gov/planning](http://www.ulstercountyny.gov/planning).

## 1.2 Overview

This report contains two case studies for the hamlets of Milton (Town of Marlborough) and Port Ewen (Town of Esopus). They were conducted during the pilot phase of our Main Streets Program and presents its comprehensive approach to promoting main street revitalization. Conducted in 2009-10, they used various economic and marketing data, land use analyses, field observations, background research, and stakeholder interviews and meetings. Both case studies find the opportunity to increase these hamlets' market share of retail and restaurant sales by expanding its business mix and implementing a series of policy, marketing and physical enhancements. Both communities have the potential to make more of their proximity to the Hudson River waterfront, but various issues would require well-planned solutions to improve waterfront access. These two main streets differ in many respects, though. This report discusses the challenges and opportunities faced by these two hamlets and their main streets, drawing comparative conclusions that promote strategic planning a regional level.



**Maps 1 & 2:** United States Geological Survey (USGS) Topographical Maps detail of Port Ewen, Quad 41073h8 (left) and Milton, Quad 410378 (right). These maps show the relative density of these hamlets in their context. They also show the challenge creating waterfront access from the steep 200-foot elevation of these Main Streets to the Hudson River shoreline.

## 1.3 Regional Main Streets

### Program: Case Study Approach

The case study method of analysis allows us to explore complex issues, existing conditions, and real-life situations. The Regional Main Streets Program utilized two case studies, as well as experiences with many other communities in the county, to make comparisons and understand the data and trends at a



*Picture 1: Hidden Harbor Yacht Club on the Hudson River, one of Port Ewen's three marinas.*

regional level. We chose to study the hamlets of Port Ewen and Milton, two hamlets at different phases in their development and with their own unique characteristics. By comparing these two main streets, it reveals conditions that support and are emblematic of many main streets and commercial districts in the county.

Milton, once the main north-south river thoroughfare, is now a small crossroad that became “off the beaten track” when U.S. Route 9W was built upland from Main Street in the 1920s. Since then, the concentration of businesses in the hamlet has declined relative to the 9W commercial district. Several buildings and sites are vacant where thriving businesses once stood. It has lost its critical mass of businesses that would support the hamlet as a destination. Its Post Office building is one of the few anchor destinations. In 2010, the Hudson Baking Company, a café and bakery that had been another anchor destination, closed its doors. The nearby Route 9W contains a number of highway commercial businesses that are fairly dispersed, disparate and unrelated to Milton's Main Street. The nearby waterfront's access is limited to a small site that contains an historic railroad station and adjacent park now being upgraded for community use. The hamlet is surrounded by farmland, a mix of housing types ranging from low to high income, and several small scale accommodations, such as motels, B&Bs, and a luxury inn.

In contrast, as Route 9W goes right through Port Ewen, its main street has a very different composition. Many businesses here cater to the convenience of passers-through, with active businesses including convenience stores and gas stations. The 2007 sidewalk and streetscape upgrade by the NYS Department of Transportation increased the “walkability” of this main street and the surrounding hamlet. However, a number of commercial spaces are vacant and two key destinations – the library and the town hall – have moved out of their central locations on main street to the edges of the hamlet.

Both Port Ewen and Milton have water and sewer infrastructure, the appropriate settings, and various amenities that can serve as tools for revitalization. In both hamlets, the community has demonstrated a clear interest in revitalization.

In our work with Milton and Port Ewen, we conducted a number of specific activities including:

- meeting with core groups of community stakeholders to identify issues, assets and goals
- generating “asset maps” and “opportunities maps” of each community
- providing research and support for grant applications
- providing technical assistance (e.g., mapping, land use analysis, market research) to community organizations and local government for proposed projects
- conducting market analyses, including the real estate analyses, psychographic market data compilation, and surplus/leakage analyses contained in these case studies.



*Picture 2: Esopus Park, Port Ewen by local artist Claudia Engel*

The culmination of these efforts was a successful New York Main Street grant application by both of these communities.

## **1.4 Port Ewen Case Summary**

Port Ewen is located on a busy thoroughfare called Broadway (State Route 9W). Major assets are found all along this main street, as well as adjacent to the nearby Hudson River and Rondout Creek, all of which could be leveraged for economic development.

### **1.4.1 Port Ewen Assets**

Port Ewen's substantial assets show its potential for success:

- Completion of a business district streetscape project in 2007
- Over 11,500 vehicles pass through this hamlet daily on average.
- A tightly knit, walkable residential neighborhood surrounds the Main Street and its connections to the substantial waterfront areas are less than ¼ mile from Broadway
- Three anchor public institutions are within walking distance (library, town hall and post office)
- Hudson River views
- Water and sewer infrastructure
- On-street parking
- Two large public parks within walking distance
- Proximity to the Rondout Creek and Hudson River marinas and public boat launches.
- Several nearby cultural and historic resources and attractions, including the Esopus Meadows Preserve and Lighthouse Park, the Klyne Esopus Museum, and the Rondout National historic district
- Redevelopment potential for several parcels and buildings exist within the core area of Broadway

Even with all of these assets, the main street lacks a cohesive sense of place that would support a revitalization effort. A coordinated market, planning and design approach are discussed in the recommendations at the conclusion of this report.

### **1.4.2 Port Ewen Market Data**

The market data show that Port Ewen could support additional businesses:

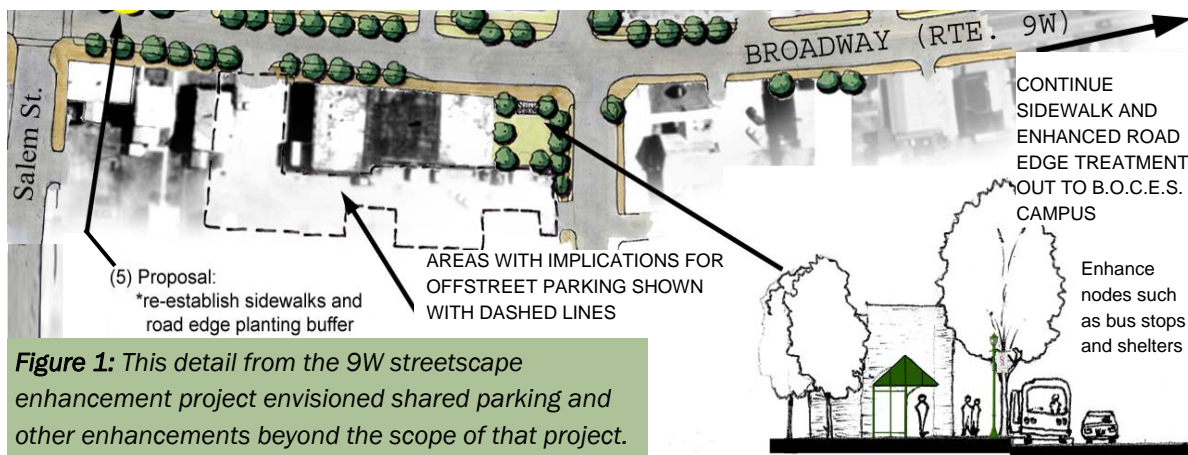
- Retail and restaurant establishments can be supported and fit well into the



# Port Ewen and Milton Case Studies

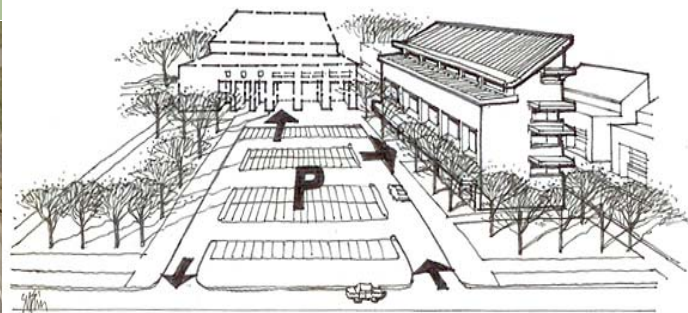
fabric of this very walkable main street, which could also take advantage of its scenic amenity value.

- Gas and certain retail sales in Port Ewen are more than enough to meet demand in the hamlet. Residents from outside the hamlet account for many of these sales.
- Highway businesses have a role in serving the traveling public, but should be required to meet standards of scale, siting and appearance so as not to detract from the main street's character.
- Port Ewen could also increase its income by targeting specific businesses to meet tourist shopping trends and expectations by making greater connections with the cultural/heritage and recreational tourism that are among the region's most valuable drawing cards.



**Figure 1:** This detail from the 9W streetscape enhancement project envisioned shared parking and other enhancements beyond the scope of that project.

**Picture 3:** The Spinnenweber Building (in plan above and aerial below) is an opportunity for a more coordinated, shared parking regime.



**Figure 2:** Shared parking is most effective when different uses have different peak parking times. It can also work successfully as a means of providing safer, managed access to adjacent spaces that may be under-utilized or poorly delineated, as shown in the example above. At left, the area behind the Spinnenweber building is one of several sites with shared parking potential in Port Ewen.

### **1.4.3 Current Planning and Zoning in Port Ewen and Town of Esopus**

The Town of Esopus could capture this additional spending by implementing a more proactive approach to planning and zoning. Such a change would build upon Port Ewen's many assets and potential comparative advantage. The small town feel of Port Ewen is distinctive, and is commonly cited by the residents as something they wish to preserve. The traffic through the center of Port Ewen poses a challenge to this, although the streetscape project significantly "calmed" traffic in the Hamlet. The Esopus Master Plan (1991) and Local Waterfront Revitalization Plan (1988), call for "retaining the distinct character of the older hamlets, the waterfront" and "the protection of historically significant sites and buildings and the Town's scenic views and resources." Implementing these plans would require the town to address specific planning and zoning issues:

- The development of design guidelines to preserve and promote features that contribute to Route 9W/Broadway's value
- No provisions for shared parking areas are found in zoning code
- Incentives for density, housing and multi-story structures are not found
- Mixed uses are not encouraged
- Suburban-style commercial strip land uses abound (gas stations, multiple drive-thrus)

Port Ewen has many things going for it because of its location, but does not take full advantage of its location to get more people out of their cars to patronize local businesses. A different approach to planning and zoning along Route 9W/Broadway can change this. Motorists already patronize gas stations and convenience stores. The opportunity is there to design a place where these same motorists are attracted to Port Ewen because of other businesses, such as restaurants, shops, and professional services.

## 1.5 Milton Case Summary

Milton has a quieter Main Street, “off the beaten track”, that is well-situated to experience a revitalization by taking advantage of its proximity to several amenities, including: scenic Hudson River views, parkland and a community museum at the historic waterfront train station, robust local agriculture, the nearby Franny Reese State Park, the Walkway-Over-the-Hudson and the City of Poughkeepsie.



**Picture 4:** Main Street, Milton

### 1.5.1 Milton Assets

There are numerous assets that could support Milton’s position as a successful Main Street destination for residents and visitors:

- Similar to Port Ewen, the Route 9W corridor carries over 18,500 vehicles near Milton daily. However, the character and function of that major road and the actual Main Street in Milton are completely different and disconnected. There are numerous, although disparate, businesses all across this area .
- Infrastructure upgrades in the last decade now incorporate water and sewer on Main Street and surrounding roads. The Town has been working to extend the sewer infrastructure, as have individual developers, to enable increased density for business and housing opportunities in and around the Hamlet. However, several parcels on Main Street are vacant or underutilized, making these new infrastructure investments underutilized themselves.
- A walkable residential neighborhood surrounds the Main Street, including several historic homes and waterfront views. Milton has an impressive collection of nineteenth century housing on large lots, as well as a full complement of community facilities that include a fire company, library, school and churches. There are approximately 75 properties in the Milton Main Street area that are over 50 years old, or eligible for listing on state or national historic registers. Forty-two of these properties are over 100 years old and 16 are over 150 years old. Several large and valuable historic properties have Hudson River views.
- There is roadway access to a small waterfront park within ¼ mile of Main Street, although the grade is quite steep and there is a railroad crossing that will require safety upgrades for the waterside sections of the park to be further developed. As part of that park, an historic 1883 train station is being adapted as

## Ulster County Main Streets—A Regional Approach

a venue for historic interpretation, cultural events and recreation by the Friends of the Milton on Hudson Train Station.

- A U.S. post office branch serves as an anchor on Main Street and the foot traffic there could be leveraged.
- An elementary school is adjacent to Main Street, although access requires a safer sidewalk system from the school.
- There are some Hudson River views from some parts of Main Street.
- There is some on-street parking and opportunities for shared parking in nearby lots (church, fire station)
- The Kent Farm sits right at the North Road gateway into the hamlet and could be incorporated into a Main Street agritourism strategy.
- Several nearby B&Bs could be incorporated into a tourism strategy.
- As mentioned above, Milton is close (within 5 to 10 minutes) to several valuable resources: the increasingly popular Walkway-Over-The-Hudson, Franny Reese State Park, and the Poughkeepsie waterfront and MTA railroad station.
- The “Meet Me in Marlborough” agritourism campaign has an interest in including Milton as a retail destination for that strategy, given the proximity of many farms and B&Bs to Main Street, including one orchard and two B&Bs within the Main Street area.
- Several parcels on Main Street are vacant and underutilized and are served by water and sewer.

Despite its apparent assets, and particularly since the 2009 downturn, Milton’s Main Street has struggled to maintain more than a handful of retail businesses. The Walden Savings Bank pulled out its branch on Main Street in the last decade. The Hudson Baking Company, a small bakery and coffee shop that served as a sort of anchor, closed its doors recently. A few businesses remain and the Post Office still serves as an anchor, but the chance to create “critical mass” on businesses is at risk.

### **1.5.2 Milton Market Data**

Milton sits in a very active retail market area. The data show the following:

- Retail establishments constituted the single largest sector in the 3-minute drive time, by the number of establishments (9). However, that sector was fourth in employment with 43 workers, trailing wholesale trade (143 employees) and manufacturing (103) from such enterprises as Sonotek. Other major employing sectors within the 3-minute drive time include public administration (86 workers) management of companies and enterprises (24), educational services

(30), and accommodations and food services (20 employees).

- On a per square foot basis, Milton has property values that are above those for the City of Kingston and the Village of Saugerties, but somewhat below those for the Village of New Paltz.
- Commercial property in Milton has market values per gross floor area that are below the county average. The only municipality reporting values below Milton is the Village of Ellenville. However, Milton property costs are comparable to the City of Kingston, and above the Village of Saugerties, but trail behind such municipalities as the Town of Woodstock and Village of New Paltz.
- Housing vacancies in Milton are considerably higher than the county average.
- The overwhelming majority of households in Milton consist of married couples, many with children. They tend to be middle-to-upper-middle income households, employed in manufacturing, construction, health care, and retail trade. Seventeen percent of households derive income from self-employment.
- There is also leakage of essential services and convenience stores in the hamlet, as these are available within the 10-minute drive time (in Marlboro and Highland).
- Highway businesses 9W have a role in serving the traveling public, such as Stewarts, True Value Hardware, and various auto-related businesses, but have little relation to Main Street in character or scale.

### **1.5.3 Current Planning and Zoning in Milton and Town of Marlborough**

The Town of Marlborough has an active Greenway Committee that is working closely with the Hudson River Valley Greenway to create trails and access to its waterfronts. The Town does not yet have an LWRP, but it will participate in the upcoming Ulster County LWRP. In Milton, the municipal government purchased land with the support of an EPF grant, Scenic Hudson, and the Trust for Public Land to develop a waterfront park, and it is also pursuing grants to restore the adjacent historic Milton train station for use as a public venue. On the other side of that park, the municipal government purchased the Agway Suburban site to extend the park access to the waterfront with capacity for a deepwater dock.

With the proper care, development characteristics of a traditional “Main Street” could take root in Milton, despite areas of sprawl. The 2002 Comprehensive Plan recommends clustering, mixed-use, and identifies scenic and conservation overlays, and ridgeline protection as desirable regulations. Implementation of these to

## Ulster County Main Streets—A Regional Approach

maintain community character is necessary. Similar to Port Ewen, there are issues that hamper an improved main street approach:

- The lack of design guidelines overlooks the importance of amenities associated with main street that contribute to its value.
- Zoning makes no provisions for shared parking areas.
- Incentives for density, housing and multi-story structures are not found.
- Despite existing zero-lot lines, the current zoning statute does not allow any structure be built closer to the street than five feet, unless by variance.

The location off the beaten track and certain physical constraints, such as narrow and shallow lots, have prevented some damage to the fabric of Main Street but have also limited its development potential. In terms of a traditional main street character, the Marlborough Zoning Statute has broadly written regulations governing mixed uses and site planning that should not hamper main street development in Milton. In the commercial zone serving the center of Milton, no side yards are required, allowing zero-lot line development. In other words, buildings can be constructed right next to one another, supporting walkable, context-sensitive designs. However, architectural design guidelines are not found in the Statute, opening the possibility of buildings better suited to a highway commercial corridor and other auto-oriented areas.

## **2.0 Key Recommendations: Port Ewen and Milton**

Many opportunities exist to increase commercial activity in Port Ewen. The retail and dining leakage for Port Ewen is significant. Many parcels are underutilized. Zoning does not reinforce a pedestrian and business-friendly main street. More could be done to organize, coordinate and promote businesses, and activities that identify Port Ewen as a destination. In Milton, increasing business activity will require a much more targeted, organized campaign to create enough critical mass to generate more commercial activity; little retail or dining is found along Main Street in Milton. Many parcels are underutilized. The following are recommended for a coordinated approach to economic restructuring, planning and zoning, organization, and promotion.

### **2.1 Economic Restructuring**

Working in coordination with the Meet-Me-In-Marlborough agritourism campaign (for Milton), the Esopus Business Alliance (for Port Ewen), and any other local groups or organizations involved in economic development and planning, the two town governments should consider constituting a committee to address economic development and planning. The committees should explore how to:

- Work collaboratively with landowners of key sites on redevelopment plans.
- Develop reuse plans for underutilized parcels and buildings and that encourages density and connects them to the street.
- Utilize market data to identify uses with leakage “recapture” potential and incentives to attract new businesses and investors.
- Maintain a “main street first” database that includes market supported data for needed businesses on main street.
- Ask existing business owners to be available for business prospects
- Work with building owners on modifying rental rates to discourage vacancies and encourage more residential occupancies over retail.
- Develop available funding sources through local banks and government grant programs.

## **2.2 Planning and Zoning**

Utilize planning and zoning to encourage redevelopment, improve main street appearance, and provide a critical mass of appropriate uses. Consider how zoning could be revised to make economic development more feasible, including a change in the configuration of the business district and lot size requirements to permit a more successful main street. In Milton, this should include an analysis of the relationship between Route 9W and Main Street and whether these two disparate commercial areas could become one commercial district with better interconnections and a shared “sense of place.”

## **2.3 Community Character**

To protect to value of community character, towns should:

- Create design guidelines for the main street area that include building to the street, landscaping and architectural details, and signage.
- Amend the zoning statute to encourage increased density, including second floor residential and provide for shared parking and use of on-street parking.
- Provide for fast-track approvals for vacant building or redevelopment sites including pre-approvals for various uses
- Amend zoning to discourage or eliminate unwanted uses from main street.
- Gateways into the main street area should be clearly defined in the zoning statute as parcels that deserve increased attention, with the possibility of signature buildings and forms that would create a stronger sense of arrival on Main Street.

## **2.4 Streetscapes**

The streetscapes of Port Ewen, whether on Broadway or its side streets, have scenic value. Building upon the success of the DOT streetscape project, which installed sidewalks, street furniture, lighting and trees, create a coordinated “wayfinding” that directs visitors to parking, the waterfront, retail establishments and various cultural offerings and picks up the “Promoting Pride in Port Ewen” branding efforts.

The streetscapes of Milton are narrow, and may not permit elaborate changes, but they can better connect to the neighborhood fabric with more distinctive sidewalks,



street furniture and wayfinding. In particular, the sidewalk to the elementary school and pathways to the waterfront should be “safe routes to school.” Clearly marked on-street parking spaces and lines or some kind of varied paving pattern would better define the space of the street and calm traffic.

### **2.5 Parking**

An issue of concern in any business district, implementing a program of shared parking, parking upgrades, and a wayfinding scheme. All of which would support visitation, enhance the streetscape, improve signage for retailers and visitors, and reduce the perception of a lack of parking options. Revising the zoning and seeking opportunities to implement “shared parking” among contiguous sites is highly recommended for both main streets. In Port Ewen, shared parking may be achieved behind the Spinnenweber building, in certain larger lots on Broadway, such as the shopping center between Sunset Drive and Horton Lane, between 135 and 151 Broadway, and possibly in arrangements with various churches near Broadway (there are 3 right off Broadway). In Milton, there are several lots at the south end of Main Street that could share parking, including the ones at the elementary school and the church.

### **2.6 Waterfronts**

In Esopus, revise the Town’s Local Waterfront Revitalization Plan (LWRP) and other local planning and zoning regulations to support more contextual site redevelopment, improve existing shared parking, cross-connection access, and possible capital investments in better access from Broadway to waterfront sites.

Marlborough has no LWRP, and access to its waterfront is quite limited by the presence of the West Shore Railroad line and few at grade crossings, as well as the very steep grade along its shore. However, where visual and physical access to the waterfront does exist, obstacles to waterfront development should be removed, even if to create a stronger sense of connection to the river where no physical connection exists. This would include phasing out zoned uses on the waterfront that do not support this goal and identifying sites with scenic value that can

cultivate this connection.

The Ulster County Planning Department is about to begin its work on a county-wide LWRP that could facilitate and coordinate with these updates. Access to the waterfront and improvement of its amenities should be a high priority for the Town of Esopus. Because of the deep water harbor in the Rondout Creek, one of the few in the Mid-Hudson Region, the Kingston and Port Ewen waterfronts have several marinas and boat launches. The popularity of this area as a destination for boaters is increasing. In the case of Milton, the relationship with the waterfront park and historic train station should be strongly reinforced.

## **2.7 Organization**

Increase cooperation between the public and private sectors to support the two previous recommendations and to create a Main Street Committee, either freestanding or as part of another municipal or business entity. Neither municipality has an ongoing economic development committee that addresses main street issues. Outside government, current associations include the Esopus Business Alliance (that can continue the work of “Promoting Pride in Port Ewen”) and Meet Me In Marlborough. Meet-Me in Marlborough and the Friends of Milton-on-Hudson Train Station have websites and conduct social networking activities. These groups should be organized to cross-promote any existing main street activities. Main Street committees should be charged with generating ongoing activities to promote foot traffic and visitation to Main Street. They can maintain up-to-date information on business and tourism offerings, and offer support to the retail community through cooperative advertising and ongoing promotional. They assist with the upkeep in the hamlets. Specific assistance includes upkeep or renewal of the tugboat sculptures in Port Ewen, attract and create exhibits for the Milton-on-Hudson Train Station, and help with signage and façade improvements.

## **2.8 Promotion**

Generating an image, opportunities, and events related to the waterfront would help build the hamlet’s reputation as a waterfront destination. Specific businesses,

indicated in the market analysis, including waterfront recreation and tourism-related businesses should be targeted for growth and/or attraction. Promotional techniques include:

- Developing main street identity signage and promotional campaigns
- Encouraging main street business and property owners to act as “ambassadors” for main street.
- Coordinating events at public institutions and parks with main street promotions. This may also involve coordination with community and non-profit organizations working in the area, such as the Klyne Esopus Museum, The Save Esopus Lighthouse Commission, Scenic Hudson, and the Town of Esopus Library.

## **3.0 Data Sources and Methodology**

The Regional Main Street study relies on data and analysis of economic and market conditions, land use regulations and zoning, tax assessments, transportation patterns, and water/sewer connections. These data serve three purposes. First, the data provided background information for Ulster County Planning Department’s own work in the Main Streets Program. Second, the data will help inform those who will take leading roles in revitalization efforts. Third, learning where and how to collect this particular data standardized methodologies for conducting research for the Main Streets Program. These methodologies became part of the Main Street Strategic Toolbox to be used consistently to gather information for any community involved with the Main Street Program in the future. Every reasonable effort has been made to ensure that the data reflect the most accurate and reliable information possible.

### **3.1 Market and Real Property Data**

For land use and real property information, the most recent tax assessment data were used to track property values by property type and use. Data on the parcels with municipal water and sewer capacity for Milton and Port Ewen helped reveal water and sewer capacity, development potential and relative value of parcels. The following items were examined:

- acreage
- setback depth
- frontage
- location
- sale date and price
- property class
- property class description
- commercial building perimeters
- number of commercial sites
- number of commercial buildings
- number of residential sites
- square footage of livable area
- land value of tax assessments
- total value of tax assessments
- gross floor area of commercial buildings

### **3.2 Zoning Regulations**

Zoning analyses evaluated how zoning laws handle traditional “Main Street”

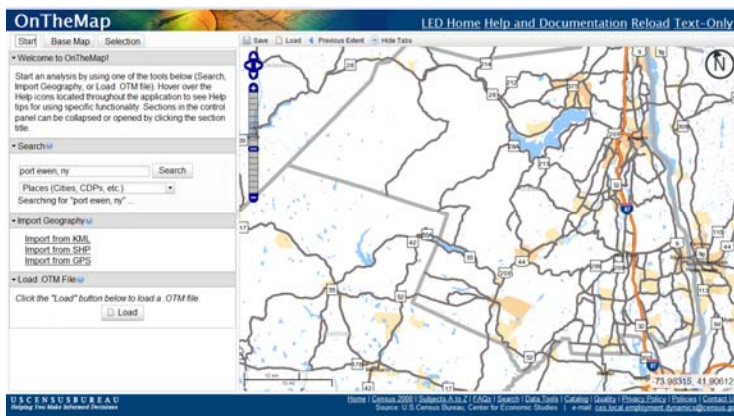
development, and addressed the following items:

- architectural review
- building and lot coverage
- building frontage
- building heights
- commercial uses
- mixed-uses
- parking
- residential uses
- setbacks
- sidewalks

The zoning analyses allowed staff to assess how much work is necessary from a regulatory standpoint to encourage revitalization with the density and mix of uses seen in successful examples across the country. Staff found that Milton already allowed mixed-use development at considerable density. Port Ewen was found to have a number of zoning restrictions not conducive to promoting a traditional “Main Street”. For example, side-yard setback requirements were shown in the Esopus Zoning Statute (Port Ewen) to disallow zero-lot-line development i.e. constructing buildings right next to one another.

### 3.3 Transportation Networks and Trends

The Ulster County Transportation Council (UCTC) provided data for commuting patterns, traffic accidents, modal split, traffic count, and travel time data. UCPD staff used an online mapping website called *On the Map* to learn regional commuting patterns for the two hamlets.



Picture 5: OnTheMap: <http://lehdmap.did.census.gov/>

*On the Map* makes use of address information on W-2 forms to map where people live and work. This service is offered by the U.S. Census Bureau’s Local Employment Dynamics Program. The Commute Shed Analysis and Labor Shed Analysis features show where an area’s workers travel for employment and where an area draws workers employed within its boundaries, respectively.

## Ulster County Main Streets—A Regional Approach

Focusing on the Commute Shed Analysis, staff learned that Milton sees regional commuting patterns with strong ties to Poughkeepsie and Newburgh, with a small, but significant minority with their primary place of employment in New York City. While Port Ewen also has a significant number of people whose primary place of employment is New York City, Kingston attracts the most Port Ewen commuters in any given day.

UCTC staff ran its regional transportation model to see where Milton and Port Ewen residents commute to work. (The regional model is not designed to determine an accurate labor shed i.e. it cannot calculate the number of non-Ulster County residents working in a particular area of the County.) The numbers for out-commuting from its regional model and *On the Map* are similar.

The UCTC's own regional model showed that most Milton and Port Ewen residents have commute times of around a half hour. It also showed that most residents travel alone to work by car. This modal split reflects the lack of transit necessary to support an alternative choice. Other UCTC databases provided information on traffic accidents and traffic flows. The UCTC receives accident data from the New York State Department of Transportation (NYSDOT). Most traffic accidents in these hamlets are vehicles colliding with other vehicles. NYSDOT also conducts traffic counts in both of these hamlets. Port Ewen had counts taken along Route 9W, as well as roads other than this major thoroughfare. Neither main street experiences congestion as defined by UCTC.

### **3.4 Drive Time Data**

In order to understand market potential, drive time data were obtained from ESRI , a commercial mapping and database enterprise. The data are provided for three geographic areas. The three-minute drive time from a designated central location in each hamlet provides an overview of the characteristics in an area that approximates the “walkable” core of the hamlet. The ten-minute drive time captures the area that serves as a local market for the hamlet. The thirty minute

### **Box 1: Drive Time Analysis**

A “Drive-Time Analysis” is one method of defining a geographic market area to collect data on the supply and demand of retail opportunities within that area. Both Nielsen Claritas and ESRI are commercial services that enable you to order data for subareas within a single larger market area. For example, it is possible to order data through standard geography (e.g., cities and towns), concentric circles of varying distances (e.g., ½-mile, 1, mile, etc.) or by various “drive times” from a designated point on a map.

For each category of retail stores, the analysis shows current sales by existing stores. This is the “supply” of retail stores in that category for that geographic area. Second, the analysis provides an estimate of current purchases in that type of store given the income levels and demographics of shoppers in that geographic area. This represents the “demand” by residents for goods in that retail category for that geographic area.

Finally, the analysis uses the difference between “supply” and “demand” to identify the extent to which “leakage” or “surplus” exists in that retail category for that geographic area. Leakage exists if the projected demand for purchases in that category *is greater than* the sales by existing stores. This means that the local demand is being met by stores outside the geographic area. In other words, sales are “leaking” out of the local market and into other areas. Surplus exists if the projected demand for purchases *is less than* sales by existing stores. It means that the retail stores in that sector are serving demand from outside the area.

Where leakage exists, there may be an opportunity for new businesses in the local area. Where surplus exists, the local area is a destination for consumers from outside the area. ESRI Business Solutions provides data on supply, demand and an assessment of leakage or surplus for a variety of different retail categories.

## Ulster County Main Streets—A Regional Approach

drive time portrays the characteristics of the larger regional market in which the hamlet is located. Note: for purposes of the drive-time analyses, the intersection of Route 9W and Main Street is used as the center for the Port Ewen hamlet. The map on this page shows the boundary for the hamlet area for Port Ewen (a 3-minute drive from the hamlet center), a convenience market (a 10-minute drive time from the hamlet center) and a destination retail market area (a 30-minute driving distance from the hamlet center).



### Box 2: Organizational Psychology

A number of community development approaches form the basis for this work. They are generally related to a body of work that demonstrates the role of “social capital”\* and participatory planning\*\* practices as fundamental building blocks for human and economic development. A good example of this is illustrated in the illustration below known as the “Tupelo Model,” named for the economically viable development approach that incorporated all the human resources in the community.

The Tupelo Model - Human and Community Development form the Foundation for Economic Development



A study (of this very successful Mississippi city’s turnaround found that “[e]conomic development . . . came about because community development - the ability of citizens to identify and work together on issues of common concern, their dedication to educating children and adults, their constant search for ways of providing each other with the resources and skills they need to help themselves both as individuals and as communities – made it possible.” The process can be illustrated as a pyramid. The base of the process is human development and the target is to build social capital.\*

\* **Social capital** is a concept used in business, economics, organizational behavior, political science, public health and the social sciences in general to refer to connections within and between social networks.

\*\* **Participatory planning** is an urban planning paradigm that emphasizes involving the entire community in the strategic and management processes of urban planning; or, community-level planning processes, urban or rural. It is often considered as part of community development.

## **4.0 Specific Economic Trends and Drivers in Ulster County**

Like other areas of the United States, Ulster County is feeling the effects of the national recession with significant job losses over the past year. However, when examined over a six-year time period from 2002 to 2008, both the County and US show positive employment despite the drop from 2007 to 2008.

Box 3 on page 23 provides an overview of the structure of the County's economy. Major sectors in the economy are indicated by spheres, with each sphere sized according to the size of employment in that sector. In turn, each sector is arrayed along two axes. The vertical axis shows the average annual wages for each sector in 2008. The horizontal axis shows the percentage change in employment for each sector from 2002 to 2008. In addition, the green line on the horizontal axis shows the average US wage rate for 2008. The blue line shows the average annual salary for all industries in Ulster County. The figure can be viewed in terms of four quadrants providing an overview of the potential for sectors in each of those quadrants. Tourism/hospitality and retail trade are two of the largest employers in the County, with tourism employing 7,000 workers and retail trade accounting for 9,000 workers. As shown in the figure, both of the sectors pay wages below the County average and have experienced employment growth below the US average of 5.2 percent.

### **4.1 The Role of the Service Sector**

While this analysis has focused on the retail potential of the hamlets of Milton and Port Ewen as a key part of any main street, another important sector in the mix of main street businesses is services. This includes personal services from hair styling to spa treatments as well as professional services such as real estate agents, lawyers, architects and health care professionals. Service sector data are not included in the “surplus/leakage” analysis, nevertheless they are an important part of any healthy main street. Milton and Port Ewen already have a strong presence of service

businesses. Service businesses employ almost 20 percent of those working within the 3-minute drive time of Milton. They make up over half of the employment in the 3-minute drive time of Port Ewen. A strong mix of both retail and service businesses complement each other on a healthy Main Street.

### **4.2 The Shift to a “Knowledge-Based Economy”**

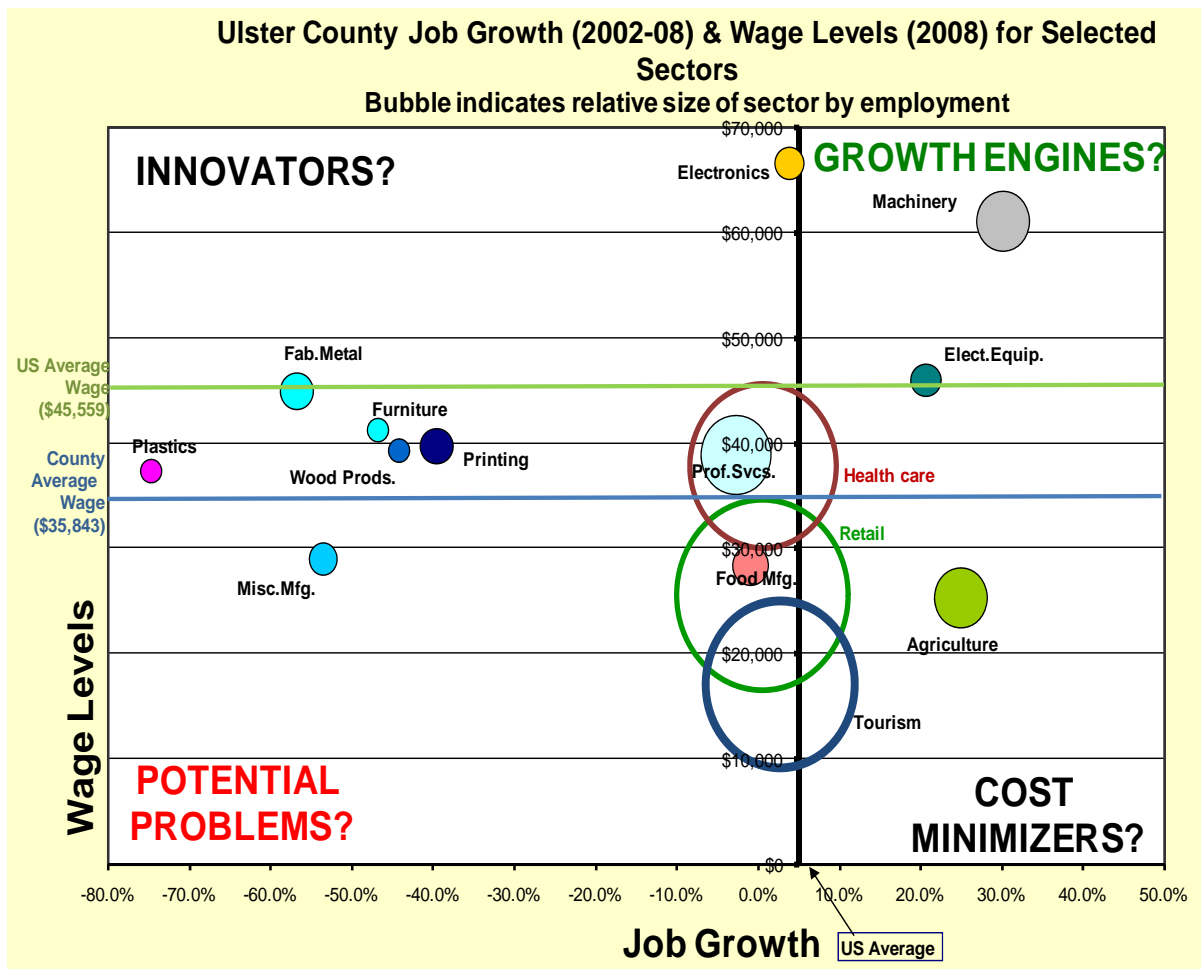
A “knowledge-based economy” refers to the use of knowledge technologies to produce economic benefits and spur job creation. In a *knowledge-based economy*, knowledge is a tool. In today’s global economy, the interconnectedness of activities that make up our “information society” will produce increasing benefits for communities that understand how to leverage their expertise as an economic resource. Proximity to a major metropolitan area such as New York City, while not a necessary element of all successful knowledge-based economies, still provides an advantage for Ulster County. As Professor Lester Thurow (Dean of MIT’s Sloan School of Management) has argued

The education and skills of the workforce will be the key competitive weapon in the twenty-first century. The reason: there is a whole set of technologies coming along that will demand that the average workers ... have skills that have not been required in the past. These skills go beyond the narrow duties of doing one’s job, to a broad skill set to adapt to new technologies and change in the workplace.\*

### **4.3 The Special Case of the Creative Industries in Ulster County**

The arts and “creative industries” are an important sector in Ulster County. According to data from the Empire State Development Corporation, 4,477 Ulster County residents were employed in “arts, design, entertainment, sports, and media occupations” in 2009, just over 5 percent of the working population. Their share of employment in Ulster County was 33 percent greater than the share of employment in New York State as a whole (including New York City) and almost twice as high as the artists’ share of employment in the entire United States. This preponderance of artists in the County presents special opportunities for its Main Streets.

## Box 3: Growth in Ulster County

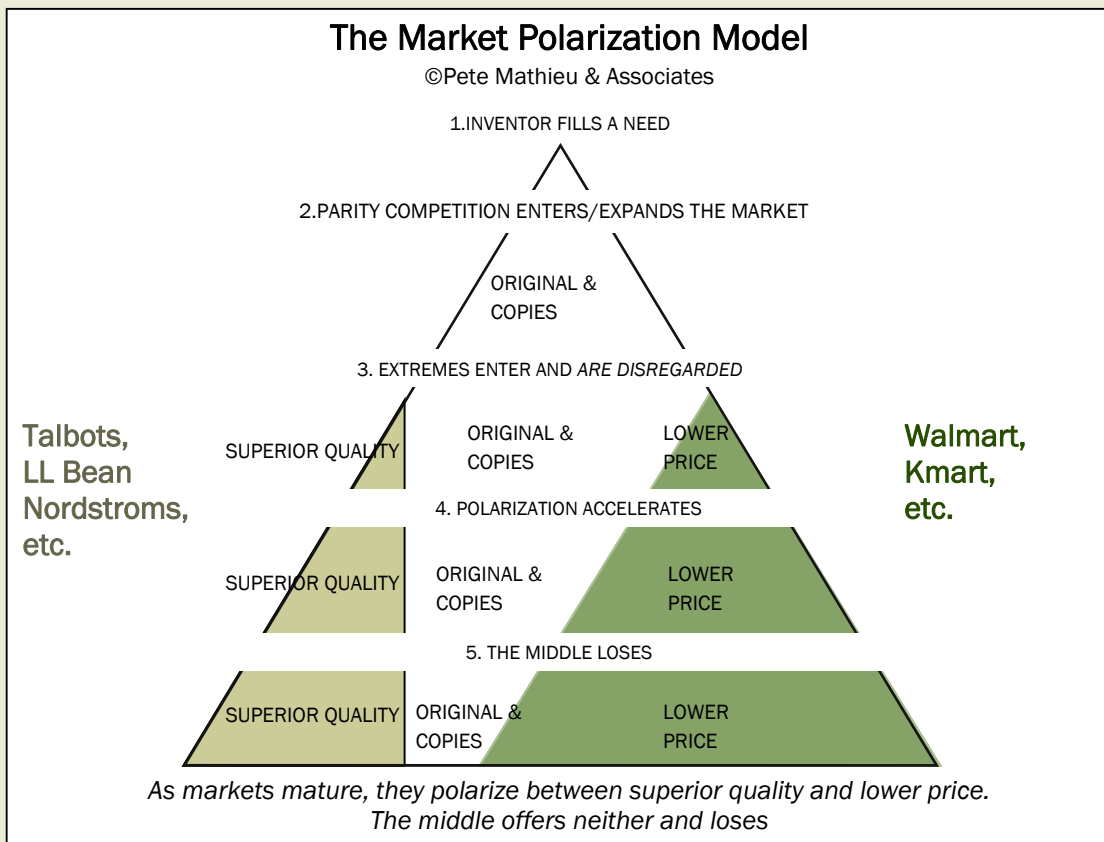


- **Innovators:** the upper left-hand quadrant identifies sectors with relatively high wages and shrinking employment. These are sectors that could be using technology to improve productivity to boost wages while eliminating jobs.
- **Potential Problems:** The lower left-hand quadrant identifies sectors with relatively low wages and shrinking employment. These are sectors that could be suffering from a lack of competitiveness and are thereby losing employment and they lose business to competitors.
- **Cost Minimizers:** The lower right-hand quadrant shows sectors with relatively low wages and above-average employment growth. These are sectors that could be competing for new business by controlling costs (including wages) to sustain a competitive advantage.
- **Growth Engines:** The upper right-hand quadrant shows sectors with both relatively high wages and above-average employment growth. Sectors in this quadrant could be important sources of high-wage job growth in the future.

**Box 4: Emerging Trends in Retailing**

**Market Polarization**

This model, developed by advertising and marketing consultant A.H. Pete Mathieu, shows how retail has changed in the past three decades. The essential tenet of the model: as markets mature, they polarize among competitors offering either superior quality or lower price. Those competitors in middle of the market have difficulty offering either, and consequently end up losing substantial market share.



**Retail Polarization**

Retail itself has undergone market polarization over the last 30 years. For example, approximately 100 years ago, Sears, JC Penney and Montgomery Ward were major national competitors in the general merchandise market. They remained industry leaders throughout the 20<sup>th</sup> century. However, during the 1970s, the retail market began to polarize. Premium firms like Talbots and L.L. Bean entered the national market (followed shortly thereafter by Nordstrom and others). At the same time, Kmart and Walmart began serious expansion as “big box” operations offering low-cost products and discounted merchandise. As this model predicts, the market polarized between superior quality and lower price. For Main Streets to compete in this environment, retailing needs to specialized, offering “experienced-based retail” to meet the needs of shoppers who look who look for niche products and entertainment while shopping.

**Box 5: The Move Toward “Experience-Based” Retail**

Superior quality offerings are changing the shape and size of retail location. This suggests that retail will be based increasingly upon niches and the replacement of obsolete formats and concepts. This table (below) summarizes the transition to “experience-based retail” as the model for premium retail locations, as they adapt and change to meet the needs of younger shoppers who, “...aren’t interested in just shopping, they want to be entertained.”.

Extensive market research shows that United States is undergoing a momentous demographic event as the two biggest consumer cohorts: Baby Boomers and Gen Ys. The effect on retail will be profound. “Centers will become the **‘third place’** in people’s lives, and customers will shop when they go out rather than go out to shop.” (Kramer, 2008).

The Retail Transition	
From	To
Location	Access/Popularity
Generalists	Specialists
Times when we do	Moments when we might
Store as a warehouse	Store as a showroom/theater
Store as a transaction point	Store as an information point
Retailer power	Consumer/broker/distributor power
Convenience	Relationship and trust
Value for money	Value for time coupled with value for money

Source: Excerpted and adapted from Yvonne Court (2005), *Future of Retail Prosperity—Online Retailing: The Impact of Click on Brick*

Consumers now *expect* a social or cultural experience when they go out. While that was once the regional mall, shoppers are looking for a more appealing, “unique” experience.

Repositioning existing centers to create a stimulating and entertaining environment that people want to be a part of, targeted to niche and emerging market segments that fit consumer’s lifestyles (or the lifestyles that they aspire to), is

the goal of experience-based retail. So-called “lifestyle centers” like the Grove in Los Angeles have become popular, while many malls have been redeveloped with a lifestyle component. Retailers that are succeeding are responding to consumers’ increased use of the Internet to select or even buy products by capitalizing on this aspect of shopping and continually adapting to the public’s taste in social settings, the need for community, and the search for entertainment (see *Planning Guide: Social Networking for Main Street*). Examples of such environments are outdoor public spaces and clusters of restaurants and movie theatres that have become successful, established anchors in the last ten years.

Despite the current slowing in the pace of retail development, population growth, along with increasing density in existing centers will increase the market demand. In order to attract today’s experience-seeking shoppers, Ulster County hamlets must endeavor to reposition themselves as a premium products in the commercial real estate market.



**Picture 6:** Water Street Market in New Paltz is a small-scale example of a “lifestyle center” in Ulster County.

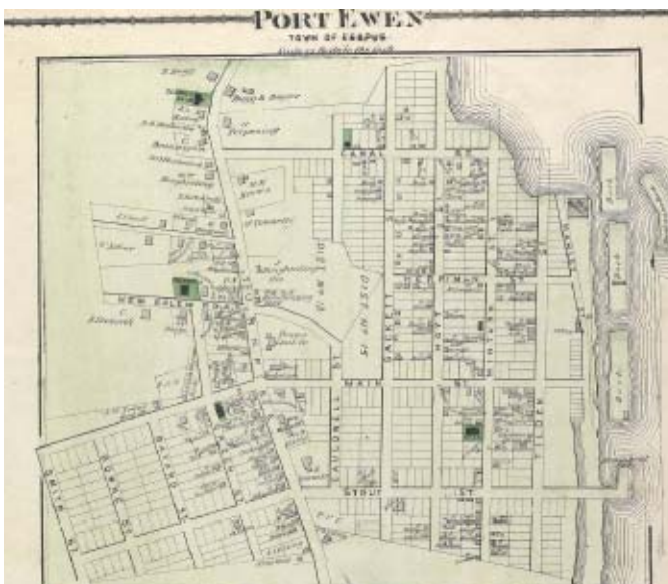
## 5.0 Port Ewen History and Existing Conditions

Although surrounded by a relatively strong economy and (up to 2008) a quickly escalating residential real estate market, the commercial district of Port Ewen has suffered the fate of many other declining upstate New York communities and small commercial districts across the country.

At the end of the 19<sup>th</sup> Century, Port Ewen was a busy manufacturing and transshipment center. According to the Klyne Esopus Museum in Port Ewen, the hamlet was founded in 1851 when the Pennsylvania Coal Company built a depot at the mouth of the Rondout Creek. This took place as the Ontario and Western Railroad was supplanting the Delaware and Hudson Canal as the major means for transporting coal, cement and other goods from the Delaware and Rondout valleys to New York City, Boston and other major settlements.

When the Pennsylvania Coal Company established itself in the area, it named the settlement after company president John Ewen. Pennsylvania Coal also named streets throughout the hamlet after various company officers. In 1865, the Pennsylvania Coal had a dispute with the Delaware and Hudson Canal over freight charges and abandoned the Canal and Port Ewen to set up operations in Newburgh. By the end of the 19<sup>th</sup> Century, much of the former Coal Company property along

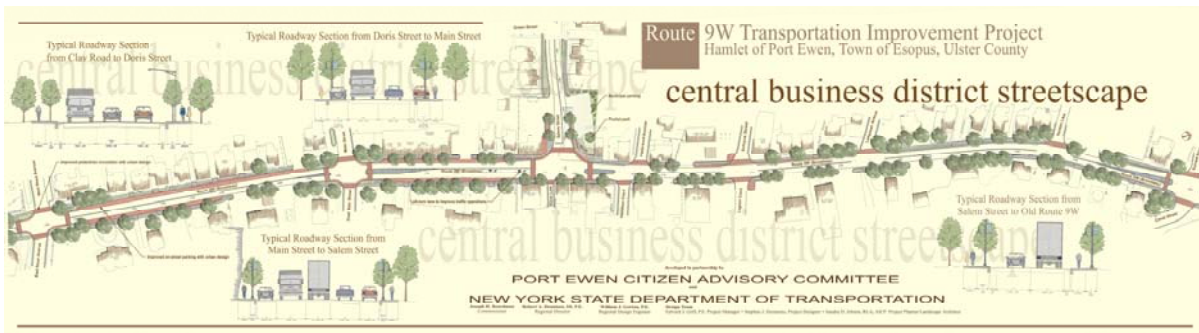
the riverfront was devoted to tourism and brickyards.



**Map 3:** This map (left) shows Port Ewen circa 1900. Note that the street grid is virtually complete, although many of the residential lots in the hamlet were still undeveloped at that time.

## 5.1 Geography

Port Ewen is a hamlet (and census-designated place) located on the west bank of the Hudson River at the mouth of the Rondout Creek and sits right on U.S. Route 9W just south of the City of Kingston, NY. The hamlet sits on a bluff that has sweeping views of the Hudson River and the Rondout Creek. It is blessed with a great deal of accessible waterfront area dotted with public parks, boat launches, private marinas, and private properties. This setting is unusual, as only the City of Kingston and Village of Saugerties have similar access to navigable ports among communities in Ulster County. In fact, with the exception of the historic cities, very few Mid-Hudson River communities have waterfront access, as much of the



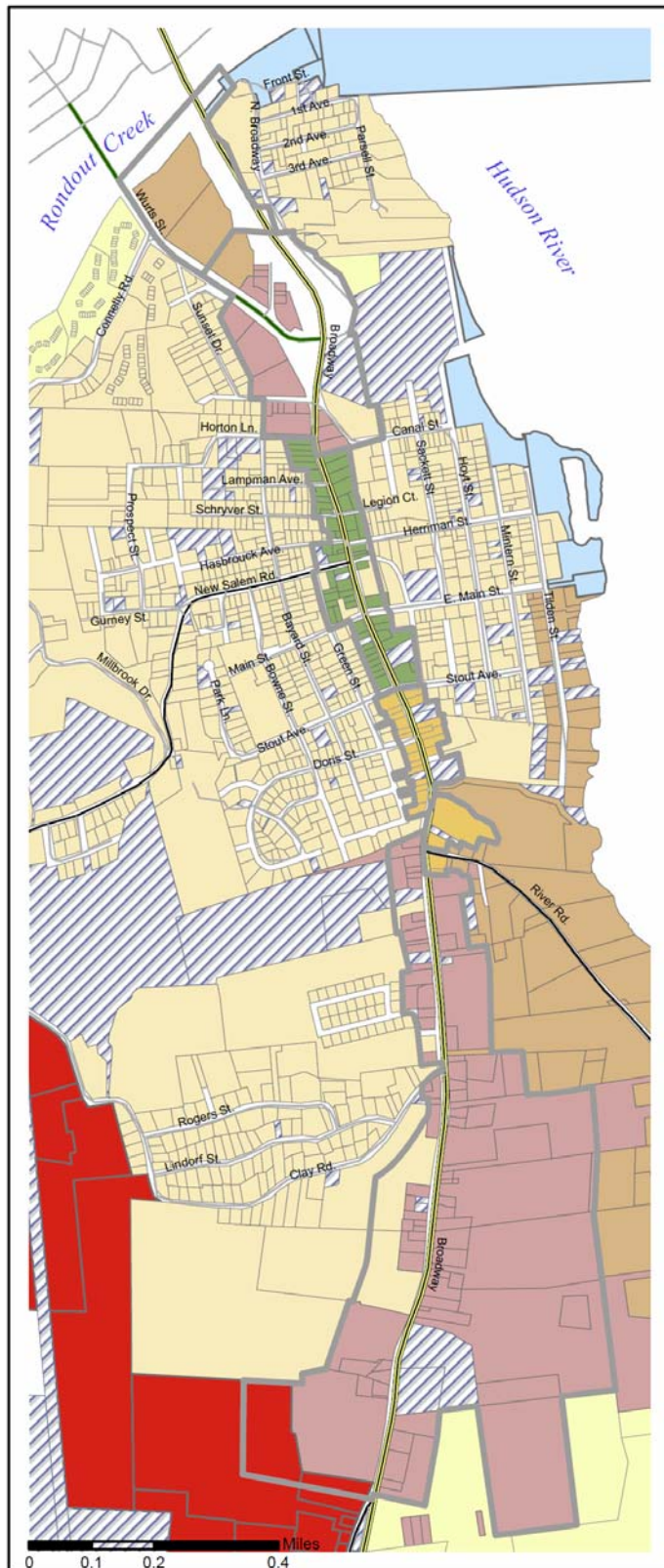
**Figures 3 and 4:** Route 9W Transportation Improvement Project (2007). Below, a detail of main signalized intersection.

shoreline is either completely cut off by railroad tracks, industrial sites or private properties on both shores. Despite the advantageous setting and proximity to the waterfront (a quarter to a half mile), the business district is cut off from this amenity by a lack of sidewalks and the change in elevation as Main Street is elevated approximately 180 feet above the waterfront.





# Ulster County Main Streets—A Regional Approach



## Land Use and Zoning along Route 9W/Broadway Port Ewen, NY

### Legend

Proposed Broadway Overlay District

### Roads

#### Road Type

Local Road

County Road

NYS Route

Broadway - Route 9W

### Esopus Parcels and Zoning

#### ZONING

No Zoning Information

Broadway Commercial

Neighborhood Commercial

General Commercial

Planned Unit Development

R12 - Residential

R40 - Residential

Light Industrial

Waterfront & Waterfront Recreational

Note: R-40 Residential Districts include most areas of Esopus which are not generally served by central sewer or water systems, and exclude denser hamlets in town.

Areas in and around Port Ewen within the water and sewer districts are in R-12 Moderate Density/Hamlet Residential Districts.

Map 4



**North Gateway**  
streetscape, design issues,  
underutilized parcels, views



**Shopping Center**  
commercial anchor potential



strip center retrofit (example)



**Sojourner Truth Park**  
new public space



**Spinnenweber Bldg**  
commercial anchor



façade retrofit (example)



**Streetscape**  
new DOT improvements



signage, wayfinding (examples)

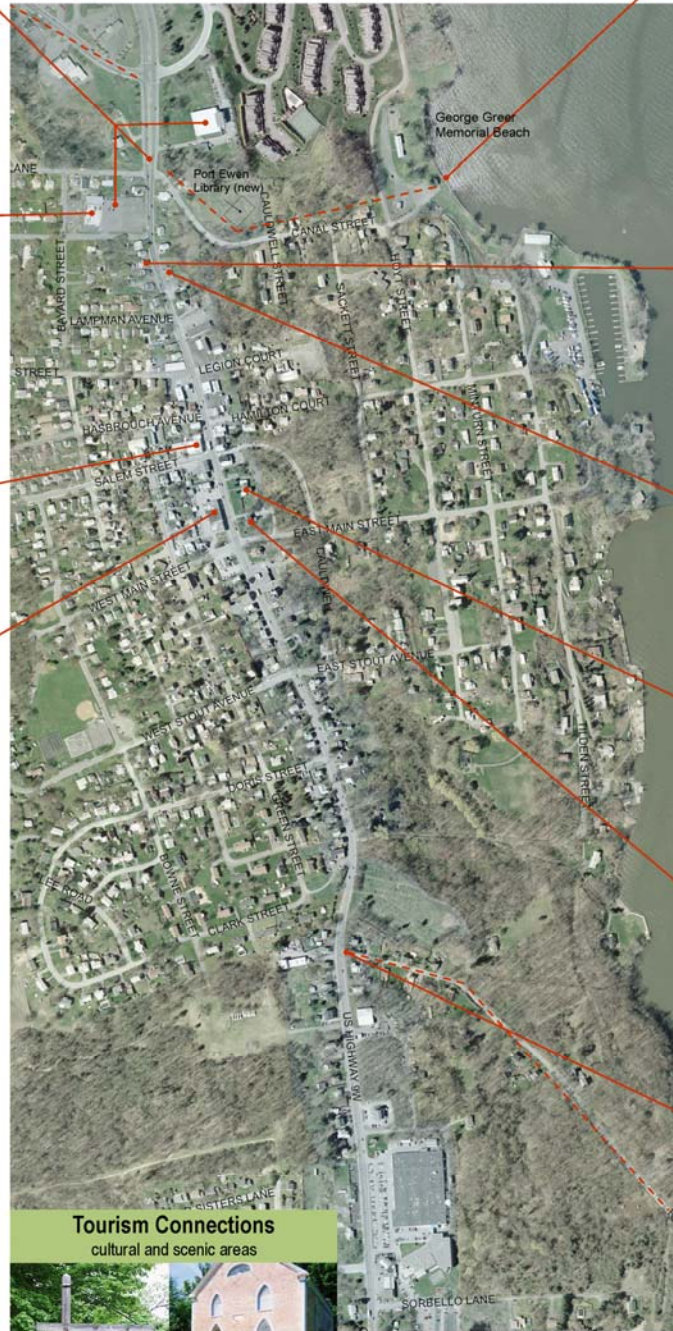


**Infill Potential**  
contextual new construction (ex.)



## Map 5: Port Ewen Opportunities

Port Ewen Hamlet Central Business District, Town of Esopus, NY



**Greenway Trail Connections**  
links between waterfront,  
Rondout, and Broadway



**Community Character**  
historic, low-scale, mixed-use,  
residential and commercial



**Riverview Restaurant**  
commercial opportunity



**Freeman House**  
community character



**Old Library Site**  
community character



**Waterfront Links**  
River Road Scenic Byway



**Town South Gateway**  
signage, design issues



**Tourism Connections**  
cultural and scenic areas



This map was prepared by the Ulster County Planning Board in January 2008 at the request of the Port Ewen Revitalization Committee

### 5.1.1 Demographics

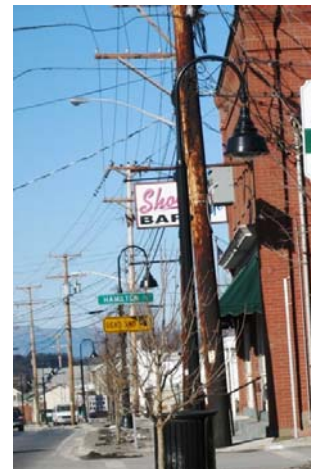
Ulster County ranked 19th among New York counties in population growth between 2000 and 2010 with 4,744 additional residents. This was a 2.67 percent increase in population, ranking it 25<sup>th</sup> among New York counties for the period from 2000 to 2010. As of 2010, there were 3,546 people residing in the Port Ewen census designated place (CDP). The population density was 1,797.3 per square mile. There were 1707 housing units at an average density 853.5/square mile. For the same CDP, the 2000 Census shows a population of 3,297. Port Ewen saw a 7.5 percent increase from 2000 to 2010, in contrast with the Town of Esopus, which went from 9,333 in 2000 to 9,041 in 2010, a 3.1 percent reduction. Eighty new senior housing units opened in 2009. Follow-up research can identify the other reasons for this increase in the hamlet population. The last decade has seen a consistent trend of empty nesters, young families and singles move toward more traditional, “24/7” neighborhoods. In other words, population in Esopus has gravitated toward Port Ewen because the housing stock being near services (stores, restaurants, etc.) that are more accessible by walking and have longer hours of operation in a given day. Port Ewen’s density and neighborhood design can support a more lively, pedestrian-oriented commercial district and is well-poised for revitalization with a growing residential demand.

### 5.1.2 Corridor Improvements

The New York State DOT 9W Corridor Improvement Project began in the summer



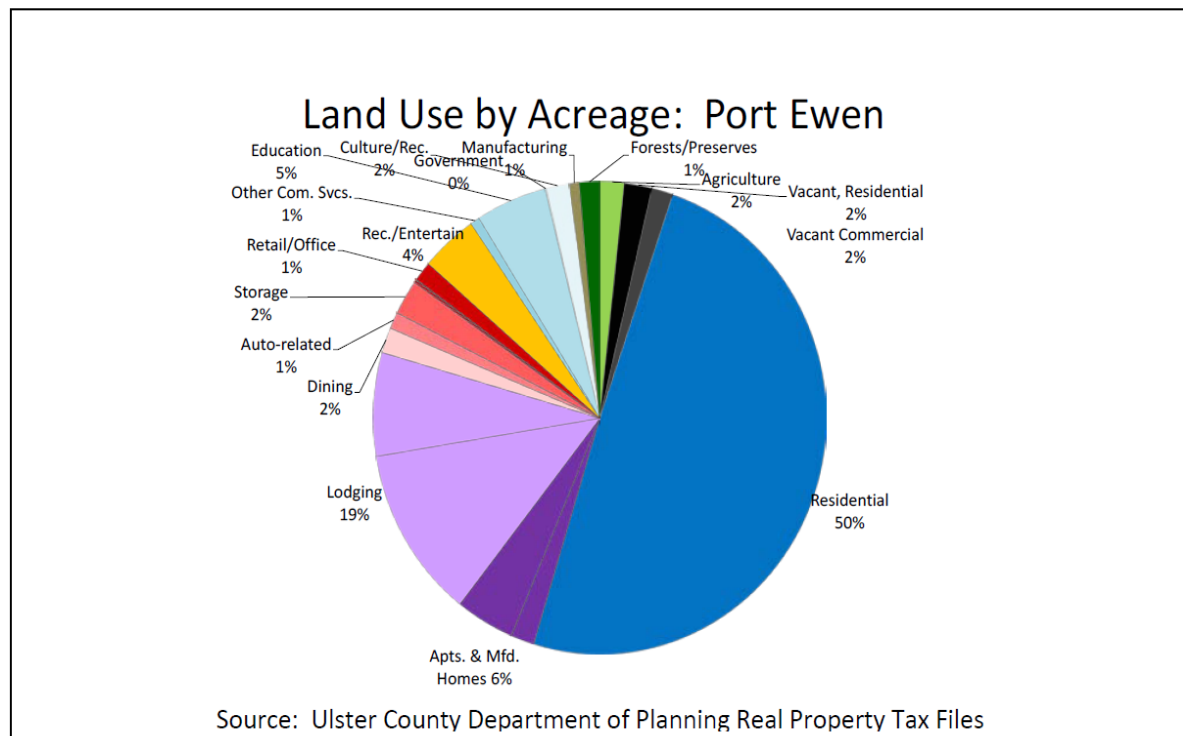
**Pictures 7 and 8 :** Main St streetscapes as envisioned (left) and results in same location (right) demonstrate the effect of overhead lines.



# Ulster County Main Streets—A Regional Approach

of 2007 and has been a catalyst for some new investments along the corridor. The improvements have markedly improved the quality of the streetscape and have been very well-received by the community. A notable increase of foot traffic has been observed throughout the hamlet. Some property owners had initial objections, though, as they were unaccustomed to the responsibility of maintaining street trees and clearing snow. This raised the issue of how the municipality, or the business district, can coordinate snow removal to support access to businesses in wintertime.

Although the streetscape is greatly improved, the project could not accommodate the burying of overhead electric lines. It was found to be too costly and the rights-of-way too limited to make the work feasible. Also, the overhead highway lights unnecessarily remain in the core (see Pictures 7 & 8) and contrast with the new period lighting. Any opportunity to reduce the clutter of overhead wires should be considered. A discussion should be pursued on the need for the overhead lighting now that sidewalk lighting is in place.



**Figure 5**

Source: Ulster County Department of Information Services, Real Property Tax Files

### **5.1.3 The Port Ewen Commercial Core**

Broadway in Port Ewen has two distinctive parts: one is residential and the other a mix of commercial and residential. At about a mile in length, the commercial corridor along Route 9W/Broadway” extends from the northernmost few blocks of the hamlet southwards to an area zoned highway commercial. This corridor is a mix of storefronts and housing units of varied condition. It contains an antique store, an artist’s gallery/studio, a Chinese Restaurant, a pizzeria, an Italian prepared foods store, a liquor store, an insurance agency, a bank, two convenience stores, a small grocery store, a tavern, a jeweler, a fire station, a beauty salon, and several empty storefronts. Several (8) commercially-zoned lots in the core are vacant, some of which are paved and used for parking, others of which are neglected lots (see Maps 5 and 6 on Port Ewen zoning, and note below).

Despite the vacancies, it is important to note that Port Ewen’s commercial core has a good array of essential services to meet the needs of its residents. The main street economy is relatively diverse for a community of this size. As shown in Appendix A Chart 1, health care and social assistance is the single largest sector, in which 18 establishments employ 460 people. This is followed by other private services (347), public administration (195), accommodation and food services (119), wholesale trade (110) and retail trade (59 workers in 28 different establishments).

## **5.2 Land Uses**

Port Ewen’s main street area (Broadway) has two distinctive sections: a mixed-use commercial area along the northern blocks of Broadway and residential uses in the southern blocks starting at the cross-street actually named “Main Street.” Land uses in Port Ewen are predominantly commercial and residential, with 56 percent devoted to residential uses, 19 percent is devoted to lodging (including the Pinecrest Acres bungalows and the Capri Motel), and approximately 14 percent devoted to commercial uses (See Figure 5). Virtually none of the manufacturing uses that were

Note: According to Commercial Associates, in 2007, prior to the economic downturn, the vacancy rate for commercial spaces in Port Ewen was 20%.

associated with the founding of Port Ewen still survive. This suggests that the initial historic reasons that led to the creation of the hamlet no longer pertain. Thus a strategy to revive the hamlet must identify a new set of “anchor” activities for the hamlet. But this challenge is coupled with an opportunity: The disappearance of the manufacturing base leaves the hamlet much more able to accommodate a wide variety of consumer offerings, from restaurants to specialty retail, that no longer have to compete with the truck traffic, visual appearance and other attributes that sometimes make manufacturing a less than desirable neighbor for consumer-oriented uses.

### **5.3 Land Use and Zoning Analysis**

The Town of Esopus has a Local Waterfront Revitalization Plan (1988) and Master Plan Update (1991). There is a very active Waterfront Advisory Committee that could also be engaged in the main street planning process. The Master Plan envisions Port Ewen as a hamlet with a character distinct from the more rural and low density areas of the Town. It states that:

- Concentrated residential uses should be located only in and around the Port Ewen area.
- A density of 4-6 dwelling units per acre is appropriate in the hamlets.
- At any density, residential development should concentrate buildings and paved areas.
- Housing opportunities must be provided for families who are unable to afford or maintain a detached, single family home — particularly young couples, the elderly and moderate income families.
- Commercial development should be of the type that provides goods and services to the immediate community rather than the region.
- Retail uses should be confined to business areas in existing hamlets, plus selected locations on Route 9W north of Ulster Avenue, to prevent strip development along state and county roads or scattered commercial development which is inefficient or unsightly and contributes to traffic congestion.

These specific recommendations are relevant to Port Ewen and are intended to support a more dense, diverse hamlet area. With the exception of the last item confining commercial facilities, which has proven very successful at concentrating

retail and can be seen as a very positive example of the Master Plan's implementation, many of these other hamlet-oriented goals have not been carried forward in the zoning and planning actions since the Master Plan.

The zoning code in Esopus is not conducive to traditional main street development. It lacks architectural reviews, provisions for mixed uses, sidewalk requirements, and has no treatment of signage consistent with a walkable setting and scale. Setback regulations do not allow zero lot line, or build-to-street development. The zoning code does not mention shared parking, which would be ideal along Route 9W/Broadway. The focus of the Esopus Zoning Code is on rural development with hamlets served by small neighborhood commercial districts. Route 9W/Broadway's commercial core allows for the most density in Esopus. However, additional density and the introduction of a form-based code, which promotes traditional main street design, would encourage reuse and revitalization of vacant parcels and buildings.

### **5.3.1 Building Heights and Architectural Features**

The maximum height allowed for buildings in any district is 2 stories or 35 feet. However, the Esopus Zoning Statute allows for flexibility when it comes to architectural features. Section 121-21A - Supplementary regulations on area and bulk - reads:

*Height exceptions. The height limitations of this chapter, as shown on the area and Bulk Schedule, shall not apply to the following structures, subject to Subsection A(1) and (2) of this section: church spires, belfries, cupolas and domes not used for human occupancy; chimneys, ventilators, skylights, water tanks, bulkheads and other necessary mechanical appurtenances usually carried above the roof level; parapet walls or cornices, provided that they do not exceed the height limit by more than 10 feet; radio or television antennas accessory to a residential use, public utility transmission towers or cable.*

*Any such proposed structure exceeding 50 feet in height shall be permitted only by special permit issued by the Planning Board*

Architectural features found in traditional main street development would not be prohibited by Esopus's Zoning Regulations.

## **5.3.2 Building and Lot Coverage**

The Esopus Zoning Code regulates building and lot coverage through a number of means. First, the density and bulk schedule is the chief regulatory tool for building and lot coverage. Second, guidelines for planned unit developments shape building and lot coverage without requiring specific dimensions. Finally, supplementary regulations further refine building and lot coverage standards for particular land uses. There is an opportunity to make changes in the zoning code and allow increased density.

## **5.3.3 Density along Broadway/Route 9W**

Port Ewen has an opportunity to increase density in commercial zones along Broadway/Route 9W. Increasing density can help create more of a traditional main street. Currently, the zone that allows the greatest building coverage is the Broadway Commercial (BC) Zone at 50%. Just north and south of the BC Zone, Broadway/Route 9W is zoned with General Commercial (GC) and Neighborhood Commercial (NC) Districts. These zones only allow a maximum building coverage of 20%. While this may be appropriate for other areas of Esopus zoned GC or NC, it prevents density conducive to traditional “Main Street” development in Port Ewen.

The Route 9W Overlay District is a way to increase density in the GC and NC Districts along Broadway/Route 9W without interfering with how they work outside this corridor. Right now, it focuses on landscaped buffers and side yards for screening properties, and provides additional criteria for site plan review related to this. It also requires that certain land uses be allowed through conditional use permit along specific stretches of Broadway/Route 9W. The Route 9W Overlay District does not address density/building coverage, but it could be the regulatory mechanism to allow it. That would mean expanding its current scope.

## **5.3.4 Impervious Surfaces**

Impervious surfaces are not regulated *per se* in Section 123-20, Schedule of District Area and Bulk Regulations. Impervious surface is limited via regulations that



address building coverage. Most zoning districts in Port Ewen have maximum coverage requirements restricting the percentage of land that can be covered by development. The three exceptions are found in Port Ewen. These districts are the Waterfront District (W), Waterfront Recreation District (WR), and Planned Unit Development District (PUD).

Supplementary regulations in the Esopus Zoning Code offer further regulations on impervious surface through the limitation of building coverage for particular uses. Institutional uses and religious communities cannot have principal and accessory buildings cover more than 20% of a lot's area. Regulations for marinas and boatyards regulate surface cover to minimize pollution entering the Town's waterways. Section 123-13T2b states:

*The introduction of contaminants into the coastal waters from rainfall runoff polluted with oils, greases, organic and inorganic wastes and other potentially harmful substances shall be limited to the extent feasible. Therefore, new parking areas shall utilize porous pavements or other approved measures to reduce rainfall runoff, and marinas must incorporate best management practices in their design, including but not limited to the following:*

- *Pervious land surface and vegetative cover shall be used wherever possible to minimize stormwater runoff and to prevent polluted water from reaching adjacent waters and wetlands, to the extent feasible, by site grading or other methods.*
- *Runoff from parking lots, maintenance, fueling and washdown areas must be treated in a manner that prevents oils, grease and detergents from reaching adjacent waters and wetlands. Accepted treatment methods include oil and grease filtering catch basins, retention areas and exfiltration systems.*

The supplementary regulations for area and bulk (Section 123-21 of the Esopus Zoning Code) reduce impervious surfaces in its regulations of yards. For encroachments in required yards, “[p]aved areas, other than such as needed for access to the lot, shall not project within five feet of a street line or one foot of a lot line.” However, not being able to build right up to a lot line precludes some traditional main street development. Finally, while the term “impervious surface”

is not used in the text of the zoning regulations, “pervious surface” is defined in Section 123-61. The definition states:

*Any material or combination of materials that reduces and/or prevents the absorption of stormwater into the ground. Such surfaces include roofs, sidewalks, streets and parking areas. A material shall be considered to be impervious if it has a percolation rate of 120 minutes per inch.*

The idea of impervious surface permeates parts of the Esopus Zoning Code even though the term is not used. The dense development and larger impervious surfaces associated with traditional main streets, however, does not have to detract from environmental quality. Esopus can promote the use of greenroofs and porous pavements in Port Ewen. Both are low impact development practices suited for densely developed areas, because they reduce runoff - and in the case of greenroofs, decontaminate it - formed on impervious surfaces.

### 5.3.5 Building Frontage

Building frontage for Port Ewen is regulated by the Esopus Zoning Code though standards for minimum lot widths. These standards are in Section 123-20, schedule of district area and bulk regulations.

The Zoning Code in Section 123.21E offers relief from these frontage requirements, but with limits:

*Frontage: The minimum frontage of any lot may be less than the minimum width requirement of the district in which the lot is located, but in no case shall the frontage be less than ½ the minimum required lot width or 50 feet, whichever is greater.*

Section 123-21 are the supplementary regulations on area and bulk. These supplementary regulations offer a good degree of flexibility from the district schedule of area and bulk regulations. As in the case of building coverage, no

**Table 1:** Minimum Lot Width Requirements for Districts in Port Ewen

Districts	BC	GC	LI	NC	R12	R40	W	WR
Lot Width (feet)	50	150	200	100	100	100	100	100

minimum lot widths were supplied for planned unit development districts, again demonstrating flexibility within the zoning code.

### **5.3.6 Commercial Uses**

Commercial uses are regulated through pyramid zoning in Esopus. Neighborhood Commercial (NC) districts are at the top, Broadway Commercial (BC) in the middle, and General Commercial (GC) on the bottom of the pyramid. NC districts have the fewest permitted land uses, and GC the most, with BC Districts having a number in between these two. Every land use permitted in an NC District is permitted in a BC District; every land use permitted in a BC district is permitted in a GC District. GC Districts have very intensive land uses that are not found in BC or NC Districts. These are agricultural, warehousing, millwork, animal service, and other intensive land uses. Some of the GC District's more intensive land uses are also permitted in industrial districts.

### **5.3.7 Parking**

The Esopus Zoning Code devotes a considerable amount of attention to parking standards. Section 123-24 lists parking standards for a number of residential, commercial, and heavy commercial/industrial uses. These standards often peg the required amount of parking spaces to the gross floor or sales area. The Esopus Zoning Code assigns parking standards for 28 kinds of land uses. Civic uses like assembly halls and hospitals peg parking space requirements to seats and beds, respectively. Supplementary regulations for heavy commercial/industrial land uses address the location of parking spaces on a property together with appropriate screening and landscaping.

With regards to main street revitalization, proposing a new land use, or even encouraging more of an existing one, may mean researching or devising an appropriate parking standard for it. Parking regulations in Esopus are detailed. This indicates considerable attention has already been paid to the impact land use has on parking.

## **5.3.8 Residential Uses**

All residential and commercial zones allow single family dwellings by right and accessory apartments by conditional use permit. However, multi-family dwellings have more restrictions on where they can be developed. Limitations on multi-family housing derive from the holding capacity of land in Esopus. Residential zoning regulations for Esopus reflect this.

The residential district in Esopus that allows the most variety of multi-family housing is the R-12 District. This district allows duplexes, townhouses, and apartments all by conditional use permit. Port Ewen and rural hamlet areas in the southern part of Esopus have R-12 Districts, because they developed at higher densities. Port Ewen developed at the densities it did, at least in part, because of access to sewer and water. Esopus determines allowable densities in R-12 Districts through a sliding scale based on availability to central utilities. This directs development of greater density to Port Ewen, because it has central utilities that rural hamlets to the south lack.

The R-40 rural residential district allows the fewest kinds on multi-family housing. It allows duplexes by conditional use permit, but does not allow apartments or townhouses at all. R-40 zoning covers most residential areas not covered by R-12, riverfront, or waterfront zoning. These are the most rural areas in Esopus without central utilities. However, duplexes are “permitted in the R-40 District only by conversion of an existing residential structure.”

Riverfront zoning - Riverfront (RF-1) and Riverfront Recreational (RF-2) - allows more multi-family housing than R-40 in Esopus. Through conditional use permit, both RF-1 and RF-2 Districts allow townhouse developments, and RF-1 allows apartments. The RF-1 District has supplementary regulations concerning the conversion and reuse of large existing landmark structures. Both the RF-1 and RF-2 Districts have supplementary regulations regarding clustered single-family and townhouse dwellings, specifically concerning distance to a river’s edge and required open space. Buildings have to be 500 feet, but in some cases 300 feet, from a river’s

edge; at least 1/2 the gross site area in a RF-1 District and 1/3 in a RF-2 District are required for open space.

Commercial districts allow multi-family housing, too. BC and NC Districts allow duplexes and townhouses. Duplexes are even allowed by right in NC Districts. No where else is this the case in the Esopus Zoning Code. GC Districts only allow single family homes and accessory apartments. In no commercial district are apartment buildings allowed.

**5.3.9 Setbacks**

Zero-lot-line development is not allowed in the Esopus Zoning Code. The BC District, the center of commerce in Port Ewen, has the smallest setback requirements. Regulations throughout the Esopus Zoning Code put an emphasis on separating adjacent land uses through setbacks or some other buffer. Adjacent land uses can be the same, or different yet compatible, and still require setbacks.

**Table 2:** Required Setbacks for Districts in Port Ewen

Districts	Minimum Yard Requirements (Feet)		
	Front	Side	Rear
BC	4	10	20
GC	40	20	50
LI	30	50	50
NC	20	20	30
R-12:			
central sewer and/or water	30	15	30
no sewer and water	40	20	35
R-40	40	20	35
W	20	20	20
WR	20	20	20

**5.3.10 Signage**

Signage regulations in Esopus give signs a strictly utilitarian role. The Esopus Zoning Code addresses signs for marinas and boatyards. There must be signs identifying the location of public restrooms and pump-out facilities at marinas. Signs must explain the procedures and rules governing use of pump-out facilities.

Signage regulations are not geared to using signs to create a sense of place.

### **5.3.11 Items Not Mentioned**

Architectural review and mixed-uses are not mentioned in the Esopus Zoning Code, and would be important topics for revitalization committees. Neither zoning nor street and sidewalk regulations mention requirements for construction of sidewalks.

### **5.4 Relation to Rondout Historic District**

The nearby Kingston Rondout waterfront historic district presents both an opportunity and a threat to Port Ewen's commercial district. The number of established restaurants, cultural offerings, and the growing retail sector in the Rondout could overshadow Port Ewen's efforts to attract business. However, if done correctly, Port Ewen could benefit from its proximity of the Rondout. This requires attracting certain retail anchors to the hamlet, and then increasing the visibility of those businesses.

Port Ewen has strengths distinctive in comparison to the Rondout that it should not overlook in its strategy. Port Ewen's lots are generally larger and could offer parking. The views afforded by a number of underutilized sites should be preserved when zoning is reconsidered. These views can be an important attraction for visitors. Also, Port Ewen could establish a stronger link to the boating recreation in the Rondout. Ship to Shore, an upscale restaurant in the Rondout, offers water shuttle service to area marinas. This kind of service, made visible to the particular niche users and returning customers via social networking, is a means of building a clientele that might otherwise not be aware of the area's offerings. Developing such a connection could attract marine and boat supply businesses already allowed by zoning in Port Ewen.

### **Box 6: More Americans Want to Walk**

In the past decade, numerous national surveys have revealed Americans' preferences shifting toward "walkable" communities and living in "Smart Growth" areas that have better closer access to shops, restaurants, businesses and public transportation. The National Association of Realtors (NAR), the Urban Land Institute (ULI), and several other market-driven sources of research confirm the following findings:

NAR's 2011 *Community Preference Survey* explores Americans' wants regarding neighborhood characteristics such as proximity to parks and shopping, walkability, and commuting time, and the trade-offs in home type and size that people may be willing to accept in order to obtain those neighborhood preferences. The survey reveals that **most Americans would like to live in walkable communities where shops, restaurants, and local business are within an easy walk from their homes**, as long as those communities can provide detached single-family homes. The survey also shows that most Americans would choose a smaller home and smaller lot if it would keep their commute time to 20 minutes or less.

According to Belden, et al (2003)

- More than half (55%) said they would like to walk rather than drive more throughout the day either for exercise or to get to specific places.
- Large majorities of Americans supported policies such to ensure the safety of walkers and to make their communities more walkable. The most popular policies focus on reducing speeding – tougher enforcement of the speed limit and designing streets with more sidewalks and safe crossings to reduce speeding.. Majorities favor making it easier for children to walk to school, improving public transportation, and increasing federal spending on pedestrian safety.
- Two-thirds (66%) chose alternatives to new roads when offered possible solutions to the traffic dilemma: Improved public transportation (35%); developing communities where people do not have to drive long distances to work or shop (31%), and then new roads (25%).

## **5.5 Real Estate Values**

From a business perspective, one of the important aspects of any location is its costs relative to other locations in the area. These relative costs are driven by two things: the desirability of the area as a business location (e.g., does it provide access to customers?) and the density at which it may be developed (e.g., does the zoning and infrastructure—particularly sewer and water—allow the creation of greater floor area for selling, providing services and/or making or selling products?). Since areas with high property values are more expensive to purchase or rent, comparing the relative costs of space gives us a sense of how expensive it would be to occupy space in various locations. At the same time, by reflecting both the desirability of the location and its allowed density, the relative costs of space provide some guidance on the overall attractiveness of a particular location from a business perspective.

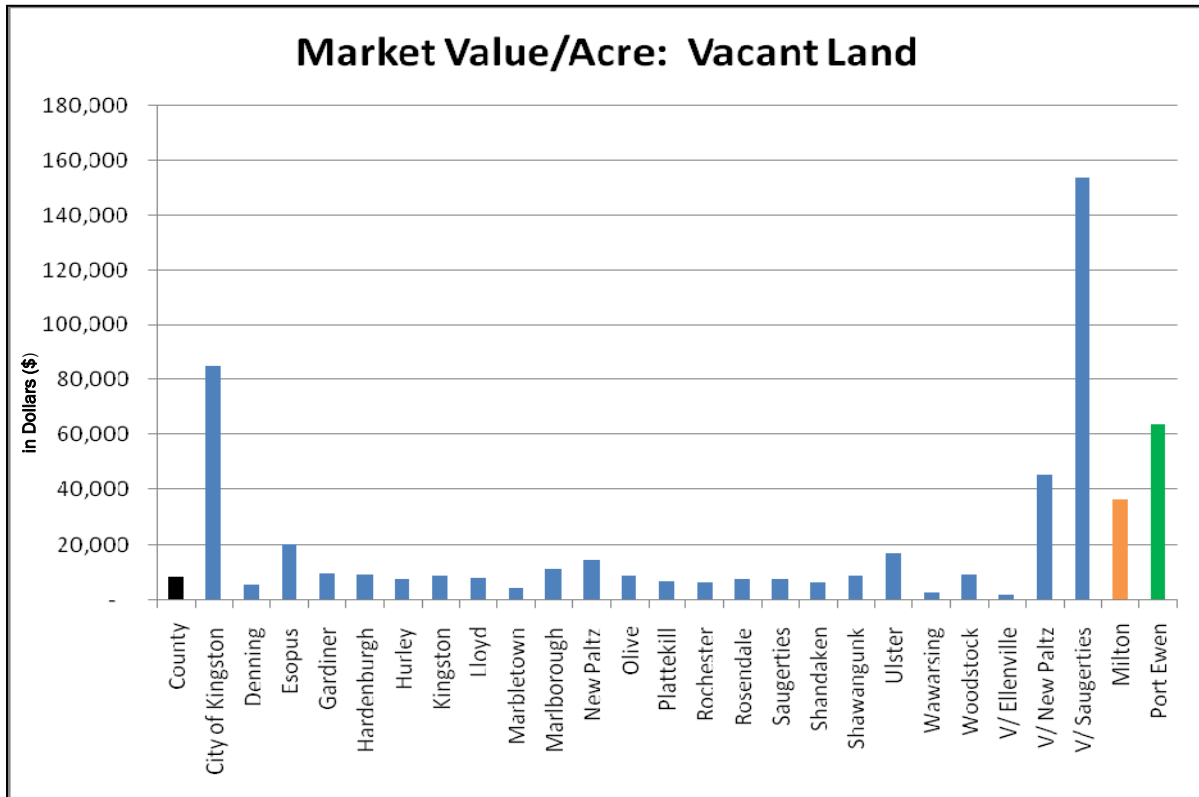
Figures 6 through 9 provide estimates of the market value of properties in communities throughout Ulster County by various types of land-uses associated with downtowns or main streets. Note that data for the Town of Wawarsing and Village of Ellenville vary considerably from the other municipalities and are likely to have resulted from a difference in assessment practices rather than actual differences in values.

The data used in these figures are from the real property tax parcel data maintained by Ulster County. As such, they represent an estimate of market values made by the real estate assessor for each municipality. These tables are not intended to provide precise estimates of space costs in each municipality. Rather, they are best used to compare locations with one another and to understand how space costs in Milton and Port Ewen compare to other locations in Ulster County.

Also note that the figures present the data using three different measures. For residential property, values are expressed per square foot of living area. For vacant land, values are expressed per acre. For commercial properties, the values are expressed per square foot of gross floor area.



**Figure 6:**



Source: Ulster County Real Property Tax Service Agency

### 5.5.1 Vacant Land

Figure 6 shows that the value per acre of vacant land in the Port Ewen is significantly above the average for the County. This is clearly due to the fact that the zoning for the hamlet allows greater density than in outlying areas of the towns. Note that the Village of Saugerties and City of Kingston have substantially higher market values per acre for vacant land than either hamlet. The value of vacant land per acre in the Village of New Paltz is lower than Port Ewen.

### 5.5.2 Commercial Property

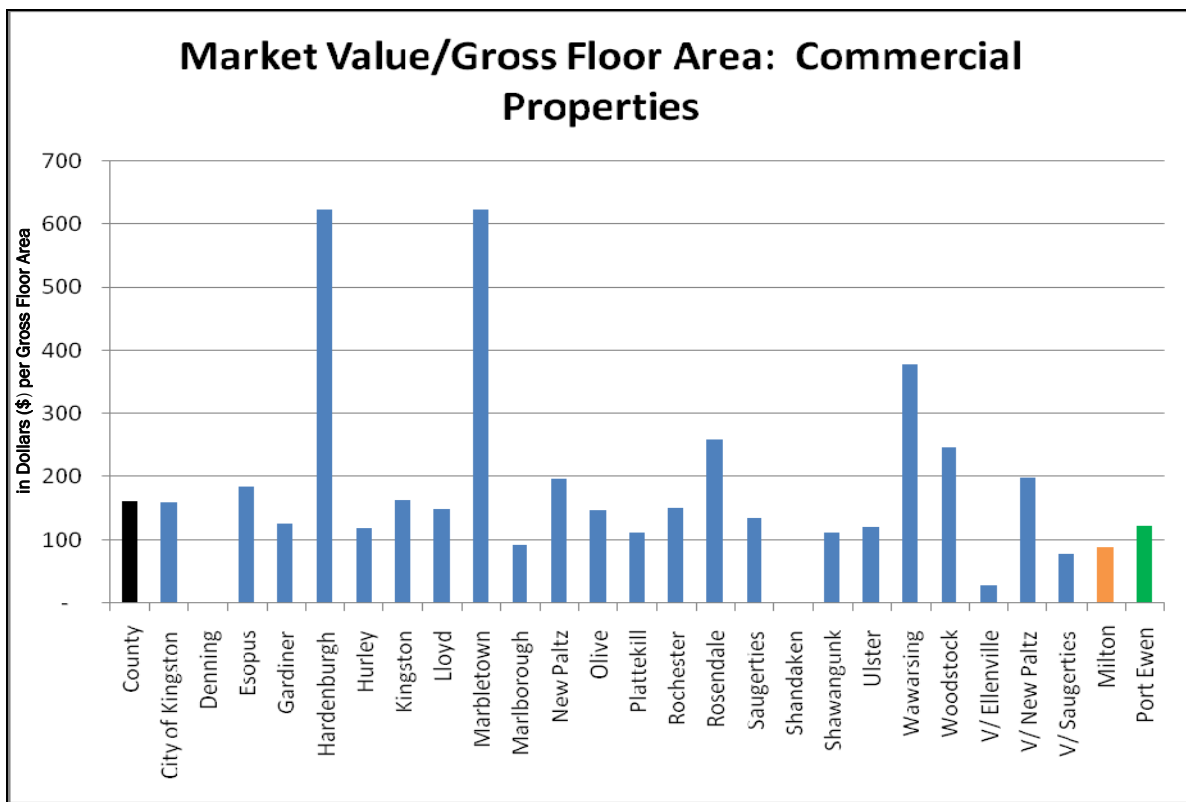
As shown in Figure 7, Port Ewen has market values per gross floor area for commercial properties that are below the County average. This general trend holds true for particular types of commercial properties as well. For example, Port Ewen has values per square foot of gross floor area for restaurant and dining properties

# Ulster County Main Streets—A Regional Approach

that are below most of the municipalities with major commercial activity in Ulster County (Figure 8). Port Ewen’s values are comparable to such municipalities as Plattekill, Rochester and the Town of Esopus in which it is located.

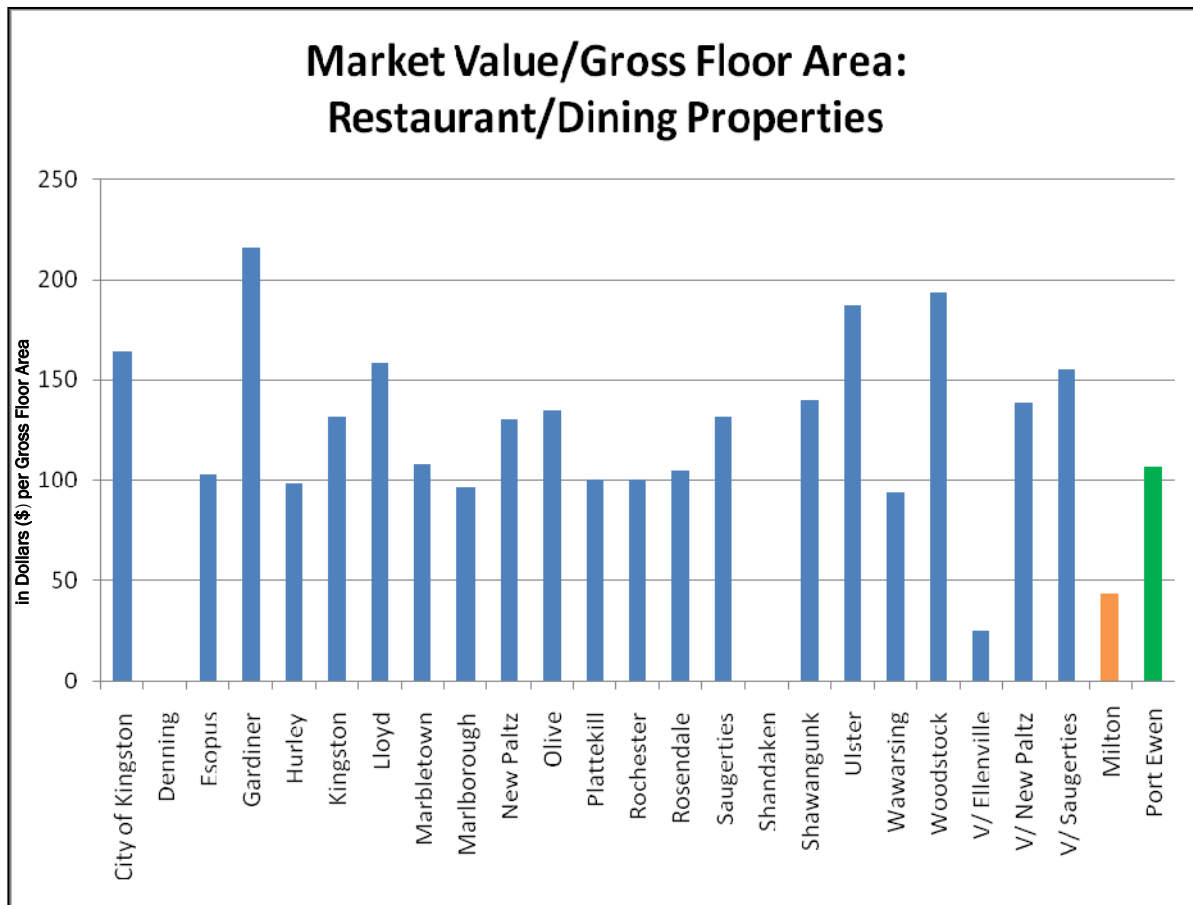
The value per gross floor area for retail/office space in the hamlet of Port Ewen appears to be at or below the overall county average. Port Ewen has costs comparable to the City of Kingston, and above the Village of Saugerties, but trail behind such municipalities as the Town of Woodstock and Village of New Paltz. This means that landlords or property owners can expect a reasonable return on their properties, but certainly should not expect to realize values comparable to Woodstock or New Paltz. From the perspective of business operators, Port Ewen’s property costs or rentals are fairly close to the county average, providing lower costs than such hot spots as New Paltz or Woodstock, but offering only a slight cost advantage (if any) over other locations in Ulster County.

**Figure 7:**



Source: Ulster County Real Property Tax Service Agency

**Figure 8:**



Source: Ulster County Real Property Tax Service Agency

### 5.5.3 Residential Property

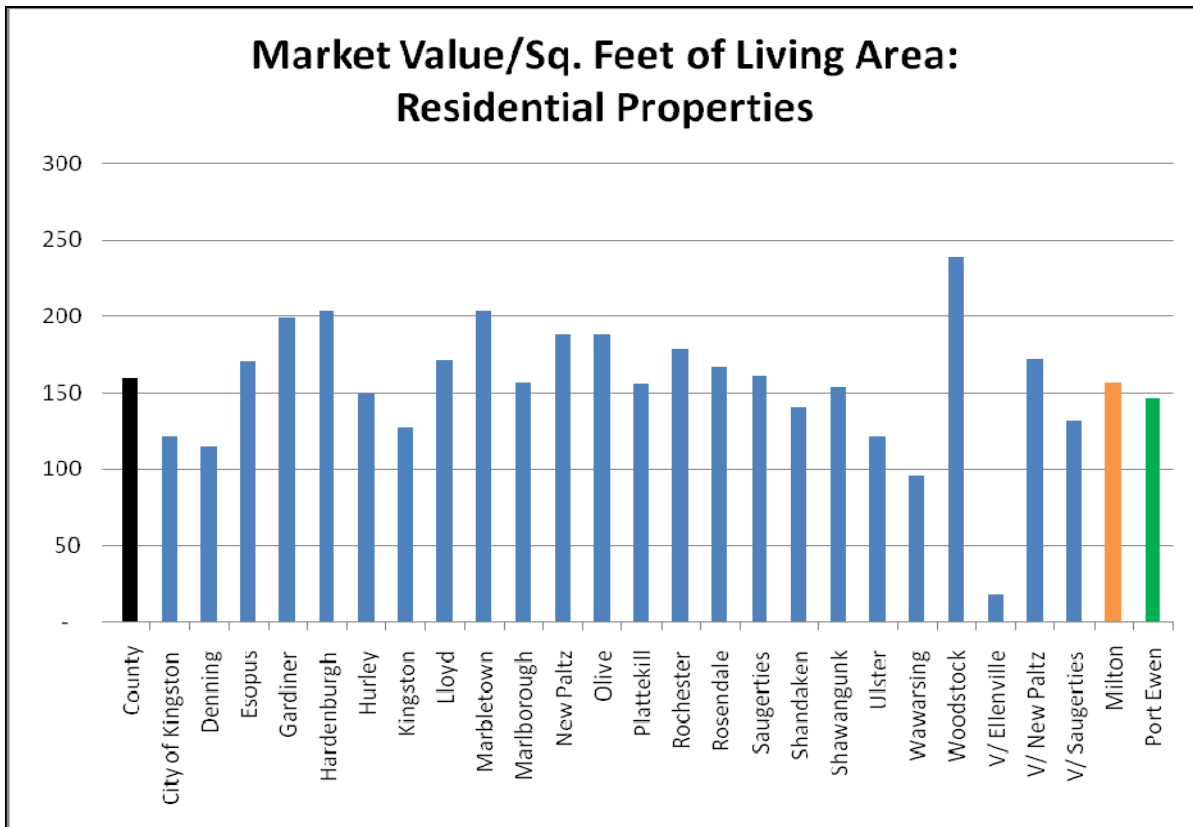
Property uses adjacent to the north-south core in Port Ewen are primarily residential. As shown in Figure 9, the value of residential real estate is at or close to the average for Ulster County. On a per square foot basis, Port Ewen has property values that are above those for the City of Kingston and the Village of Saugerties, but somewhat below those for the Village of New Paltz.

### 5.6 Rental Housing

Rental housing is an important component to a vital main street area. It provides an important element of diversity in any community’s housing stock and can be a source of foot traffic and retail demand. According to the 2010 Ulster County Rental Housing Survey, the Town of Esopus had the highest average and median

# Ulster County Main Streets—A Regional Approach

**Figure 9:**



Source: Ulster County Real Property Tax Service Agency

rents of all the County’s municipalities for one-, two– and three–bedroom apartments. Table 3 shows the average and median rents for Esopus relative to the County. Of the 160 Esopus units included in the Rental Housing Survey for Esopus, none were vacant, compared to a 3.52 percent vacancy rate for all sampled units in Ulster County. These statistics suggest a strong demand for rental housing in Esopus.

**Table 3:** Average and Median Rents in Esopus and Ulster County

Jurisdiction	Sample Size	One Bedroom		Two Bedrooms		Three Bedrooms	
		Avg	Median	Avg	Median	Avg	Median
Esopus	\$160	\$971	\$990	\$1,127	\$1,140	\$1,400	\$1,400
Ulster County	\$2,412	\$821	\$850	\$994	\$1,000	\$1,165	\$1,175

Source: 2010 Ulster County Rental Housing Survey

**Table 4:** Number of Rental Housing Units, Port Ewen & Other Areas

	<u>Ulster County</u>	<u>Esopus</u>	<u>Kingston City</u>	<u>Ulster Town</u>	<u>Port Ewen</u>
Rental Housing Units	24,303	1,031	5,897	1,574	429
Vacant Rental Units	1,930	115	413	113	31
Rate	7.9%	11.2%	7.0%	7.2%	7.2%

Source: 2010 U.S. Decennial Census

The demand for rental housing in Port Ewen is comparable to the demand in the City of Kingston and Town of Ulster. Table 4 shows the vacancy rate for Port Ewen to close to that of Kingston and the same for Ulster town. All have vacancy rates lower than the county average. Port Ewen vacancy rate for rental housing is considerably lower than the rest of Esopus. The rest of the town is more isolated, decreasing the demand for rentals in Esopus outside of Port Ewen, On the other hand, Port Ewen benefits from roadway, pedestrian, and transit connections to Kingston, and is a ten minute drive from the shopping areas in Ulster town. Port Ewen, more than the rest of Esopus, is a part of the Ulster County’s major employment and commercial centers in around Kingston.

### 5.7 Market Psychographics

Part of the process of creating a strategy for a main street area involves understanding the characteristics of the population that lives in the immediate vicinity. (For more on this tool, see Box 7 on Page 52). Table 5 lists the major market segments, or “Tapestry Segments” as they are called by ESRI, that are found within the 3-minute drive time of the center of the hamlet of Port Ewen (i.e., the intersection of Route 9W and Main Street). The market segments that comprise the residents within a 3-minute drive of the center of Port Ewen are fairly diverse, but largely reflect a profile of small city and/or suburban consumers.

Slightly over 22 percent of Port Ewen households fall in the “**Cozy and Comfortable**” segment. This segment is made up of are middle-aged, married couples, comfortably settled in single-family homes in older neighborhoods.

Another 18 percent of households are categorized as “**Old and Newcomers,**” renters who are starting their careers or those who are retiring.

## Ulster County Main Streets—A Regional Approach

An additional 17 percent are in the “**Midlife Junction**” segment, residents are phasing out of their childrearing years. Typically, their median age is 41.1 years; nearly one-fifth of this segment is 65 years of age or older. Households in this market typically include a variety of family types as well as singles who live alone or share housing.

“**Main Street USA**” represents 16 percent of Port Ewen households. They are a mix of household types, similar to the U.S. distribution. Approximately half of the households are composed of married-couple families, nearly one-third are single-person or shared households, and the rest are single-parent or other family households. The median age of 36.7 years matches the U.S. median.

At 12 percent of the hamlet’s population, the “**Great Expectations**” segment typically has a higher proportion of residents in their 20s and a higher proportion of householders younger than 35 years old compared to the U.S. proportions. The ethnic diversity and racial composition of this segment are similar to the U.S. levels.

On the other hand, the “**Inner City Tenants**” segment, which represents 12 percent of Port Ewen’s population, is a relatively young (median age 27.9), multicultural market that includes white, black, and Hispanic cultures. This population may turn over frequently in rental housing, is often composed of recent immigrants that view their neighborhoods as stepping stones, and tend to strive toward a college education. Twenty-nine percent of this segment is Hispanic. The household composition also reflects their youth. Composed of a mix of household types, 34 percent of households are single person, 28 percent are married-couple families, 21 percent are single parent families, and 10 percent are shared housing.

Table 5 has the top “Tapestry Segments” in Port Ewen compared to the entire U.S. It shows how these market segments predominate Port Ewen, but are only about 13% of the national population.

### **5.8 Market Size**

Although a small hamlet, Port Ewen represents a reasonably-sized marketplace

**Table 5:** Tapestry or Market Segment Profiles for Port Ewen

Rank in Port Ewen	Tapestry Segment	Top 6 Segments			
		Port Ewen Households		U.S. Households	
		Percent	Cumulative Percent	Percent	Cumulative Percent
1	Cozy and Comfortable	22.6%	22.6%	2.80%	2.80%
2	Old and Newcomers	18.4%	41.0%	2%	4.80%
3	Midlife Junction	17.1%	68.1%	2.50%	7.30%
4	Main Street, USA	16.2%	74.3%	2.60%	9.90%
5	Great Expectations	12.8%	87.1%	1.70%	11.60%
6	Inner City Tenants	12.0%	99.1%	1.50%	13.10%

Source: ESRI

because of its location and relative density. As shown in Table 6, the market area delimited by the 3-minute drive time contains an estimated 2008 population of 5,634 with 4,356 adults and 2,381 households. Port Ewen had a 2008 median

### Box 7: Market Psychographics

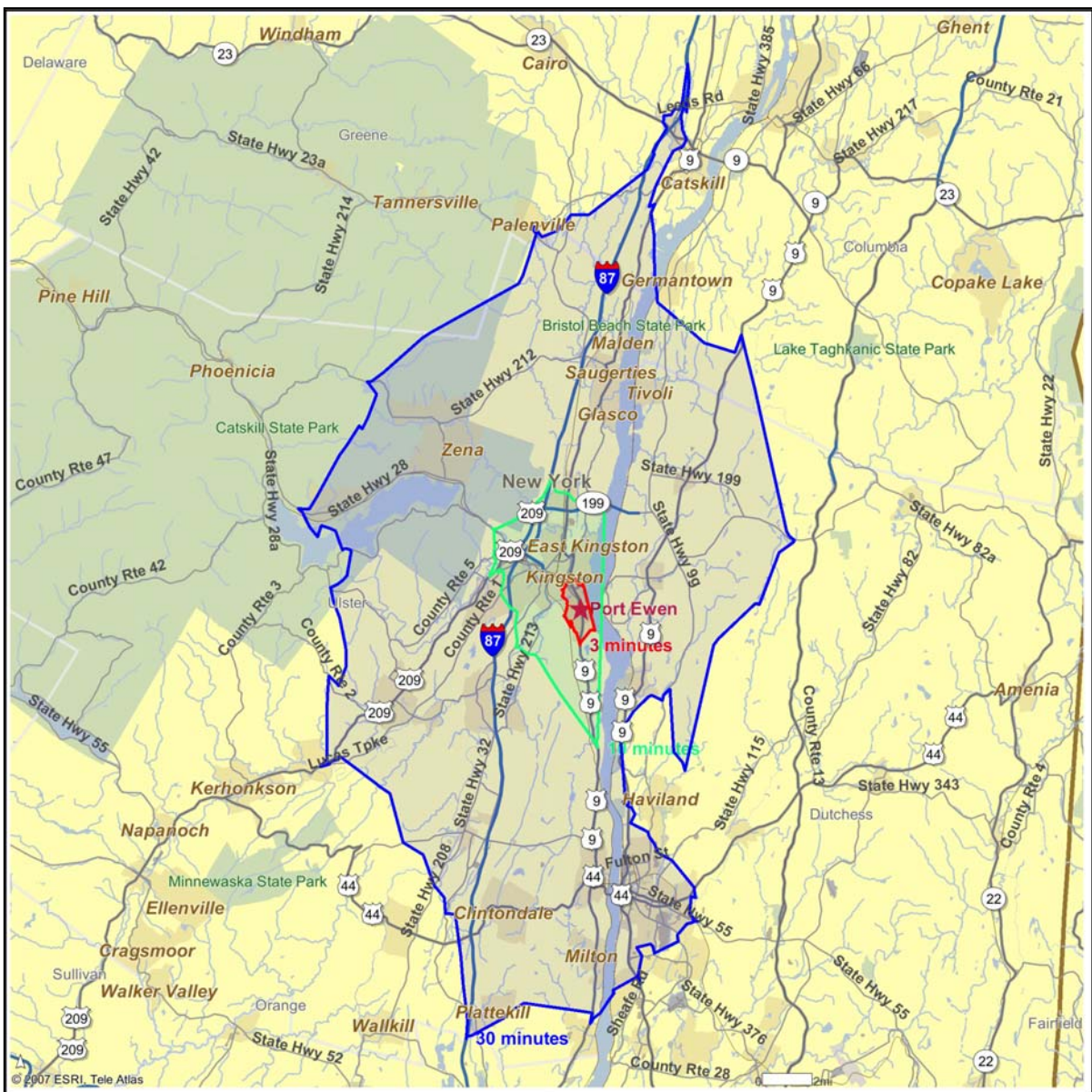
Traditionally, market analysis involved comparisons of separate demographic variables to develop an understanding of populations. In the past few decades, marketing professionals have come increasingly to rely upon psychographics: sophisticated projections of consumer preferences and behavior based upon the combination of various characteristics, including demographic and socio-economic data.

Modern marketing analysis has taken this analysis a step farther to create “psychographics.” This approach uses cluster analysis to directly relate consumers’ demographics with attitudes and purchasing decisions. One of the most widely used systems of psychographics is ESRI’s Tapestry system. The Tapestry system uses detailed demographic data to construct 165 distinct consumer market segments. Each of these segments is categorized based upon the level of income and degree of urbanization of each of the segments.

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household income of only \$47, 920, \$6,678 below the median for the 30-minute drive time of \$54,598. On the other hand, Port Ewen has access to a sizeable traveling population. Route 9W is the major thoroughfare running right through the center of the hamlet. According to the New York State Department of Transportation, the stretch of 9W running through the hamlet had an average annual daily traffic count of 11,606 in 2008.

**Map 6:** Drive Times for Port Ewen — 3, 10, and 30 Minutes





# Port Ewen and Milton Case Studies

**Table 6: Market Potential Index for Port Ewen**

DRIVE TIME (in minutes):	3	10	30						
<b>Demographic Summary</b>	<b>2008</b>	<b>2008</b>	<b>2008</b>						
Population	5,634	39,409	217,770						
Total Number of Adults	4,356	30,763	171,826						
Households	2,381	16,387	83,642						
Median Household Income	\$47,920	\$47,709	\$54,598						
<b>Product/Consumer Behavior</b>									
<b>DRIVE TIME (in minutes):</b>	<b>3</b>	<b>10</b>	<b>30</b>	<b>3</b>	<b>10</b>	<b>30</b>	<b>3</b>	<b>10</b>	<b>30</b>
<b>Apparel (Adults)</b>									
Bought any men's apparel in last 12 months	2,215	14,990	87,018	50.9%	48.7%	50.8%	101	97	101
Bought any women's apparel in last 12 months	2,024	14,053	79,150	46.5%	45.7%	46.2%	104	103	104
Bought apparel for child <13 in last 6 months	1,102	7,587	41,952	25.3%	24.7%	24.5%	95	92	92
Bought any shoes in last 12 months	2,310	15,711	90,316	53.1%	51.1%	52.7%	104	100	103
Bought any costume jewelry in last 12 months	893	6,482	37,110	20.5%	21.1%	21.7%	100	102	105
Bought any fine jewelry in last 12 months	1,042	7,102	40,512	23.9%	23.1%	23.6%	104	100	103
Bought a watch in last 12 months	996	7,016	39,037	22.9%	22.8%	22.8%	99	99	99
<b>Automobiles (Households)</b>									
HH owns/leases any vehicle	2,076	13,912	73,400	87.2%	84.9%	87.8%	100	97	100
HH bought new vehicle in last 12 months	247	1,729	9,436	10.4%	10.6%	11.3%	96	98	105
<b>Automotive Aftermarket (Adults)</b>									
Bought gasoline in last 6 months	3,784	26,119	149,936	86.9%	84.9%	87.5%	100	98	101
Bought/changed motor oil	2,279	15,317	86,542	52.3%	49.8%	50.5%	103	98	99
Had tune-up	1,314	9,084	53,514	30.2%	29.5%	31.2%	97	95	101
<b>Beverages (Adults)</b>									
Drank bottled water/seltzer in last 6 months	2,679	18,350	106,301	61.5%	59.6%	62.0%	100	97	101
Drank regular cola in last 6 months	2,360	16,119	89,336	54.2%	52.4%	52.1%	102	98	98
Drank beer/ale in last 6 months	1,891	12,934	74,703	43.4%	42.0%	43.6%	102	99	103
<b>Cameras &amp; Film (Adults)</b>									
Bought any camera in last 12 months	829	5,673	32,593	19.0%	18.4%	19.0%	107	103	107
Bought film in last 12 months	1,186	8,415	47,322	27.2%	27.4%	27.6%	100	101	102
Bought digital camera in last 12 months	339	2,239	13,850	7.8%	7.3%	8.1%	100	94	104
Bought memory card for camera in last 12 months	282	1,972	11,305	6.5%	6.4%	6.6%	94	93	96
<b>Computers (Households)</b>									
HH owns a personal computer	1,595	10,788	59,239	67.0%	65.8%	70.8%	96	94	101
HH spent <\$500 on home PC	250	1,654	8,299	10.5%	10.1%	9.9%	114	110	108
HH spent \$500-\$999 on home PC	395	2,695	14,733	16.6%	16.4%	17.6%	97	96	103
HH spent \$1000-\$1499 on home PC	326	2,292	12,564	13.7%	14.0%	15.0%	94	96	103
HH spent \$1500-\$1999 on home PC	186	1,246	7,294	7.8%	7.6%	8.7%	91	89	102
Spent \$2000+ on home PC	153	1,168	6,729	6.4%	7.1%	8.0%	80	89	100

Source: ESRI

## **5.9 Consumption Trends**

These psychographic segments produce distinct spending patterns in the hamlet. ESRI captures these through a metric called the Market Potential Index (MPI). The MPI uses results from the national Consumer Expenditure Survey to project local consumption patterns by correlating demographic characteristics and spending patterns from the national survey with local demographics. The MPI is expressed as an index of national consumption patterns. That is, if the demographics of a local neighborhood suggest that its residents are as likely to purchase a particular good or service as the national average for that good or service, the neighborhood is given an MPI score of 100. If that neighborhood is 10 percent more likely to purchase that good or service, the neighborhood is given an MPI score of 110.

Table 6 provides the MPI for various goods and services for the Port Ewen hamlet at the 3-, 10- and 30-minute drive times. For the products and consumer behaviors shown within the 3-minute drive time of Port Ewen's center, the MPI does not exceed 110 nor fall below 90. This suggests that the consumer patterns for residents within the hamlet are not dramatically different from those of the United States as a whole. Consequently, there are no distinct niches of goods or services for which Port Ewen residents would have unusually high demand.

## **5.10 Local Retail Sales Supply and Demand, Leakage and Surplus**

Maintaining a vibrant commercial district requires understanding and taking advantage of the retail market in which that district is situated. A supply/demand and leakage/surplus analysis has been conducted to determine how much of the local and regional demand for goods and services is captured by businesses in the hamlet and which potential opportunities exist for future business growth. For the purposes of this analysis, we used the intersection of Route 9W and Main Street as the center for the Port Ewen hamlet.

The analysis of retail leakage for Port Ewen shows large amounts of leakage at the 3-minute drive time that largely disappears at the 10-minute drive time. This is due

to the fact that the hamlet is located adjacent to the Town of Ulster and its extensive complex of big box stores and shopping centers. Given the hamlet’s close proximity to this retail powerhouse, it is even more important for Port Ewen to develop an alternative retail experience to big box stores and shopping centers. Development of “experience-based” retail and specialty niches will continue to play a key role in the hamlet’s ongoing revival.

It is worth noting that, at the 10-minute drive time, there are two sources of leakage that may represent an opportunity for Port Ewen. **Specialty food stores and specialty food services** show enough leakage that, were it completely captured, **Port Ewen could support 16 specialty food stores and 7 specialty food services establishments, given the average sales per store in the area.** There is no guarantee that such enterprises could succeed in Port Ewen, but the data suggest some opportunities.

**Table 7:**

<b>Businesses with Retail “Surpluses” as Potential Traffic Attractors for the Port Ewen Hamlet (3-Minute Drive Time)</b>					
Industry Group	Demand (Retail Potential)	Supply (Retail Sales)	Retail Gap	Surplus Factor	# of Businesses
Beer, Wine, and Liquor Stores (NAICS 4453)	\$1,042,005	\$1,279,996	<b>-\$237,991</b>	<b>-10.2</b>	1
Gasoline Stations (NAICS 447/NAICS 4471)	\$6,690,144	\$12,584,516	<b>-\$5,894,372</b>	<b>-30.6</b>	3
Source: ESRI Business Analyst Online.					

The surplus analysis is equally interesting. At the 3-minute drive time, Port Ewen has only 2 sectors that show a surplus: beer, wine and liquor stores and gasoline stations. This suggests that the hamlet is not attracting many visitors from outside to its retail operations. Some of this is due to the fact that the hamlet itself is large enough so that a few neighborhood convenience stores can be supported by patronage from local residents. Florists, used merchandise stores, and drinking

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places all show slight leakages at the 3-minute drive time. These are examples of retail enterprises that may be drawing a significant share of their business from within the hamlet itself.

## 6.0 Milton History and Existing Conditions

According to C.M. Woolsey's History of the Town of Marlborough, Milton was first settled in the late 18<sup>th</sup> Century and soon became a flourishing pocket of industry, with such enterprises as a shipyard, "a pin factory, soap factory and two hat factories." The railroad and Hudson River enabled the hamlet to support a variety of such manufacturers as well as a thriving tourist trade from New York City. Milton's fortunes declined with the diminution of river shipping and rail service.



By the 21<sup>st</sup> Century, many of the wooden frame buildings that housed Milton's manufacturing concerns were lost to fire and the ravages of time. When the modern alignment for 9W was constructed, it bypassed Milton. Thus, the once compact center of industry and tourism has become a relatively sparsely settled hamlet. The maps below show the Main Street area of Milton and the Milton waterfront circa 1900. Note the greater density in the core hamlet area, with



**Map 8:** Milton's riverfront circa 1900.

a full array of buildings fronting the north side of Main Street between the Milton Turnpike and Church Street. Note also the industrial nature of the Milton waterfront 100 years ago. The map shows several factories, a foundry and

stores scattered in the area at the end of Dock Road. Despite the industrial use, note the Glenwood Hotel located at the northern end of the waterfront.

## 6.1 Geography

Milton is a hamlet (and census-designated place) located on the west bank of the Hudson River located in the northeast corner of the Town of Marlborough. Main Street, Milton sits directly to the east of U.S. Route 9W. Like Port Ewen; it has a superb, elevated vantage point over the Hudson River. However, the West Shore Railroad Line (now CSX) blocks access to the waterfront in all but a few spots along the shoreline. The exception is the small park located where Dock Road comes down from Main Street Milton to the river's edge, which contains the 1907 Milton Train Station that is now being restored by a "Friends of" group for use as a community center.



*Picture 9: Milton's old railroad station, now part of historic site.*

### 6.1.1 Demographics

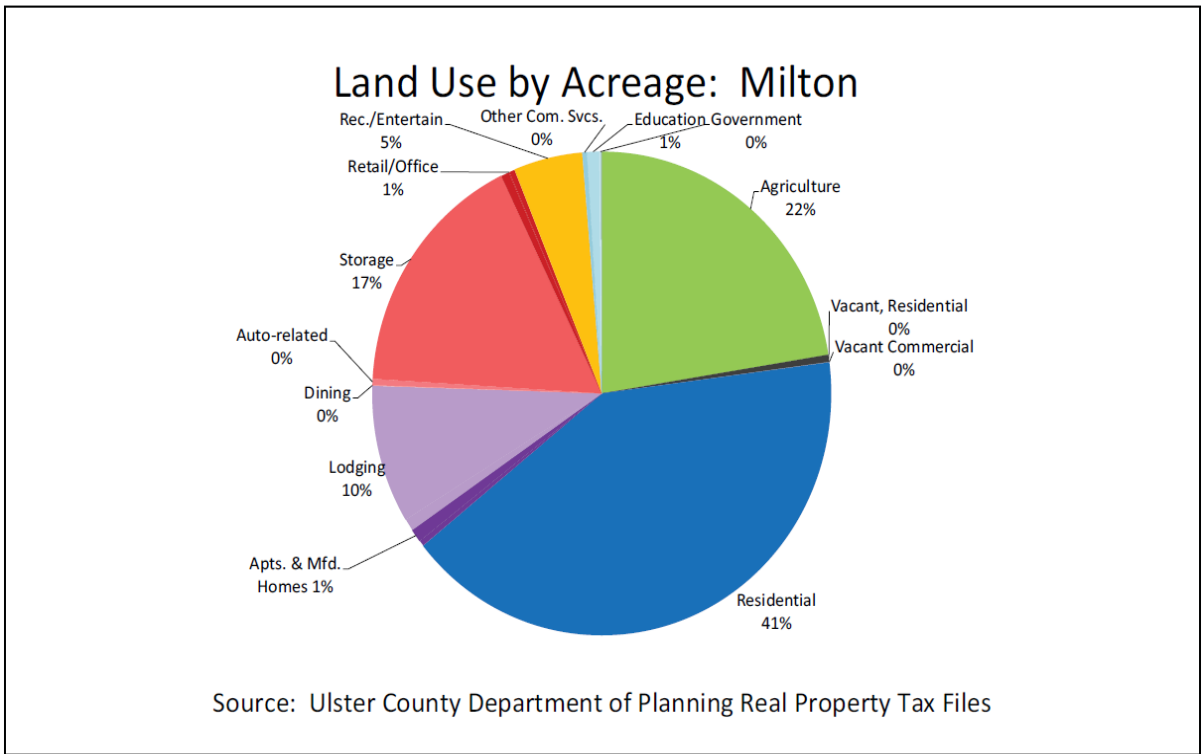
Milton saw sizable development and population growth from 2000 to 2010. In 2000, there were 1,251 people residing in the census designated place (CDP). For the same CDP, the 2010 census shows a population of 1,403, a 12 percent increase, in contrast with the Town of Marlborough, which went from 8,263 in 2000 to 8,808 in 2010, a 9.4 percent increase during that same period. Milton contributed almost 29% of the population growth seen in Marlborough during this ten year period. By 2010, there were 593 housing units at an average density of 197.7/ square mile, an increase from 481 housing units at an average density of 160.3/ square mile. Eleven luxury townhouses were built just south of Main Street in 2008, although the market slowed soon after and delayed absorption. More recently, forty-seven new senior housing units opened (August 2011) also just south

of Main Street. As noted in the case of Port Ewen, the last decade has seen a consistent trend of empty nesters, young families and singles toward more traditional, “24/7” neighborhoods (see Box 4). It remains to be seen whether the market can support more housing around Milton’s Main Street to the extent that would increase business activity there.

**6.2 Land Uses**

With regards to land use, figure 6 shows the varied composition found in Milton hamlet. Milton is distinguished by the fact that 22 percent of the land included in the hamlet area is in agriculture and another 17 percent in storage, mostly for agriculture-related enterprises (e.g., Hudson River Fruit Distributors). Residential uses comprise 41 percent of the acreage in the hamlet. Another 17 percent is in low-density lodging uses (i.e., bed and breakfast operations).

It is also worth noting that virtually none of the manufacturing uses that were



**Figure 10**

Source: Ulster County Department of Information Services, Real Property Tax Files

associated with the founding of Milton still survive. This suggests that the initial historic reasons that led to the creation of both hamlets no longer pertain. Thus a strategy to revive each hamlet must identify a new set of “anchor” activities for the hamlet. But this challenge is coupled with an opportunity: The disappearance of the manufacturing base leaves each hamlet much more able to accommodate a wide variety of consumer offerings from restaurants to specialty retail that no longer have to compete with the truck traffic, visual appearance and other attributes that sometimes make manufacturing a less than desirable neighbor for consumer-oriented uses.

### **6.3 Land Use and Zoning Analysis**

Overall, the Marlborough Zoning Statute does not hamper traditional main street development. A few changes to the Zoning Statute, though, would benefit such development. One, Marlborough could require buildings be built closer to the street. Two, the list of principal permitted uses may need to expand depending on what is the vision for a viable Main Street in Milton. Three, the Zoning Statute could allow a greater concentration of housing in certain zoning districts. By and large, the Marlborough Zoning Statute doesn’t preclude traditional main street development, but does not encourage it either.

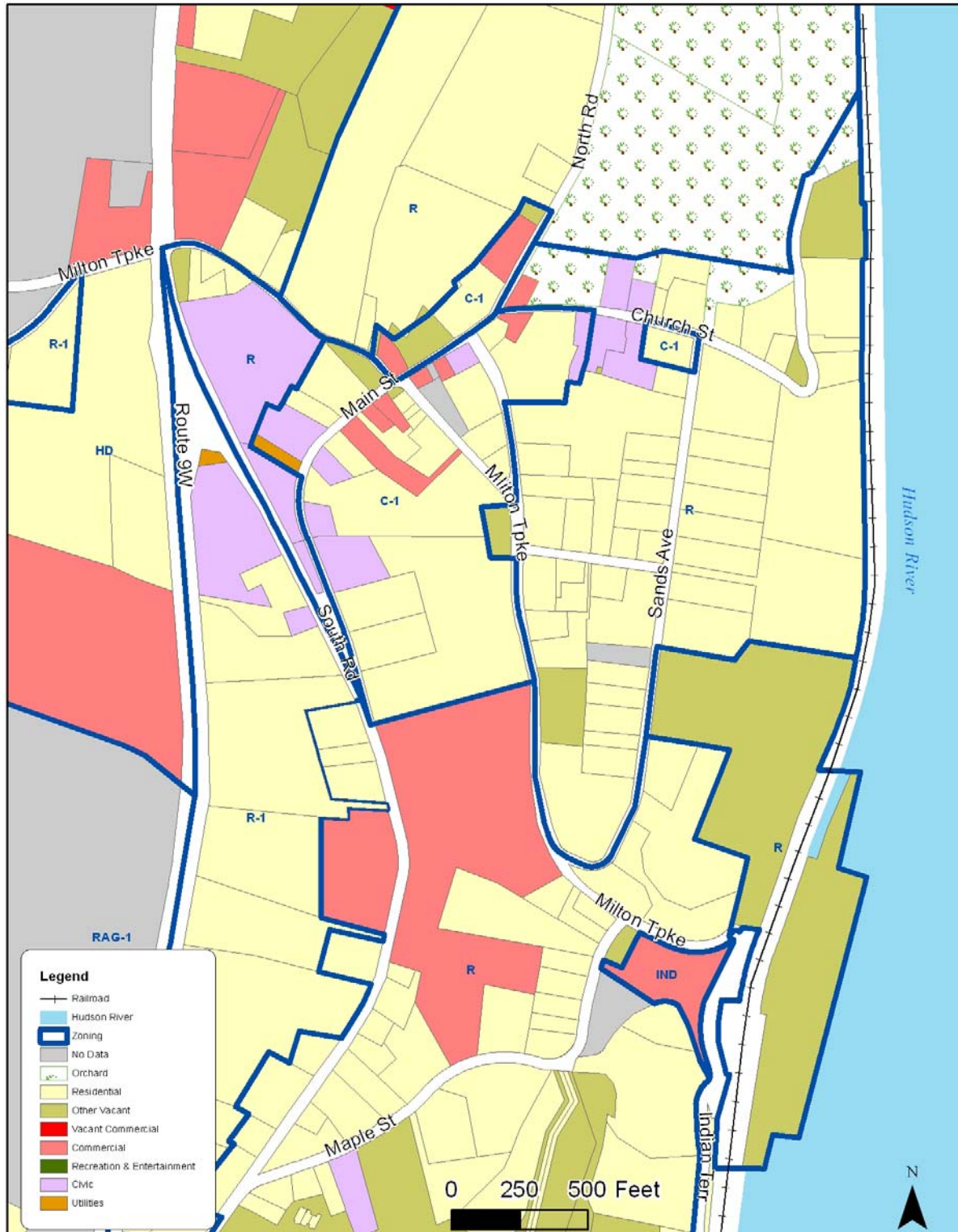
Revitalization efforts need to address Milton’s location relative to Route 9W. Milton’s revitalization efforts should focus on creating an effective gateway and a critical mass of businesses that draws people. Milton needs to attract the passing motorist along with individuals from around the region, if not farther, who would take a trip to Milton to patronize a specific business. Any changes to the Marlborough Zoning Statute should reduce hindrances to such an effort.

#### **6.3.1 Architectural Review**

The Marlborough Zoning Statute does not go into specifics about what it wants to see architecturally, although the Planning Board does take design into consideration as part of its review. The Zoning Statute says:

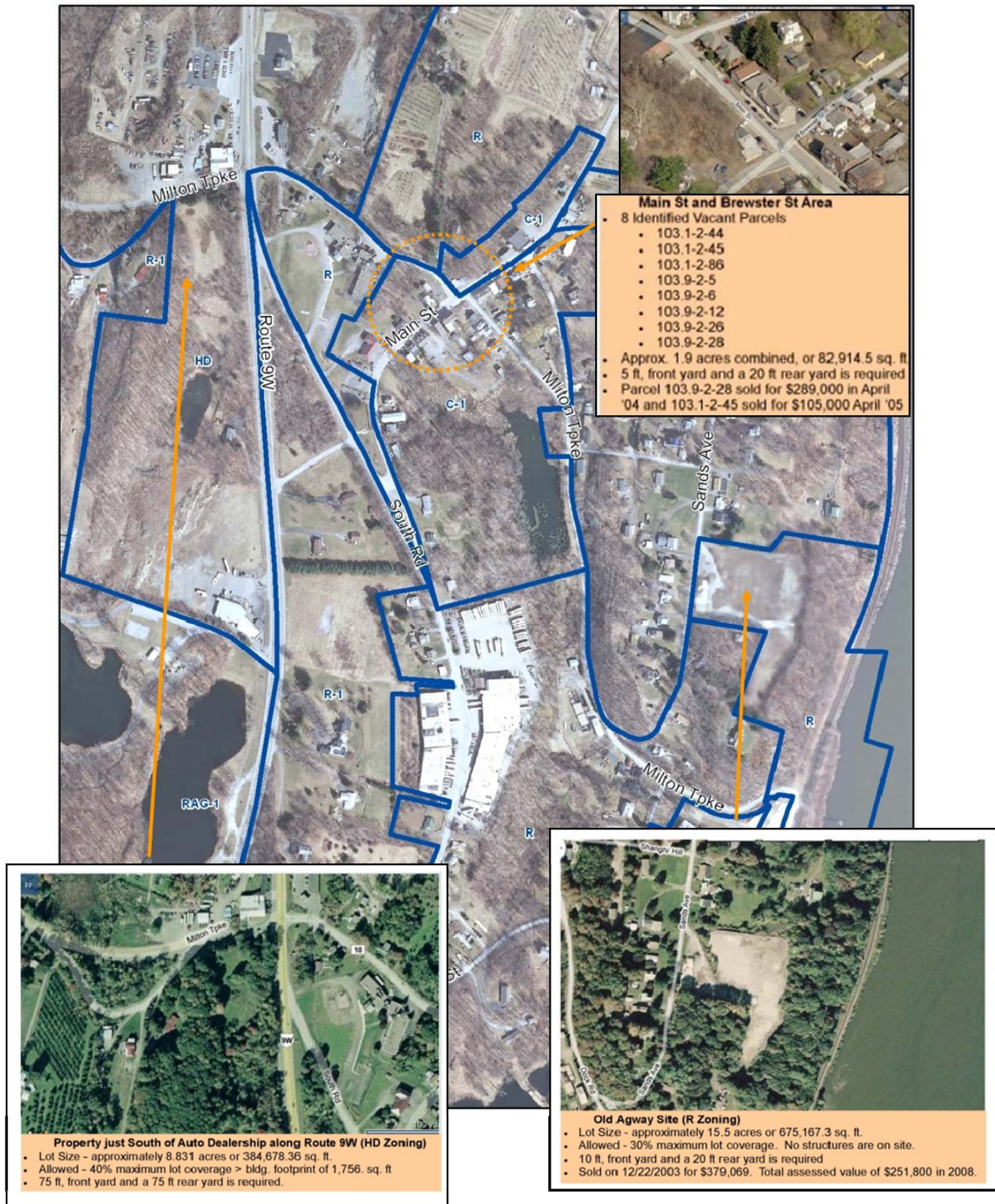


**Map 9: Land Use and Zoning along Main Street, the Riverfront and Surrounding Vicinity in Milton**



# Ulster County Main Streets—A Regional Approach

## Map 10: Underutilized Sites in Milton



*[t]he Planning Board may at its discretion require submission of sample construction materials and/or material specifications, including, but not limited to, windows, exterior walls, roof material, colors and architectural standards. The Planning Board may request any additional information it requires to assure that the proposed plan and/or structure is in harmony with the surrounding area. The information submitted will be reviewed for color design consideration, aesthetics and architectural standards. No information provided to the Planning Board warrants the quality or durability of construction material.*

Marlborough's Planning Board could draft and adopt a set of guidelines for the entire hamlet offering specific items for consideration, or for particular areas within Milton, such as along Main Street. Such guidelines could be adopted as part of an overlay zone that covers all or part of Milton.

### **6.3.2 Building Heights and Architectural Features**

In general, no building is allowed to be higher than what is permitted in the surrounding district. The maximum height allowed for buildings in any district is 2 stories or 35 feet. However, the Marlborough Zoning Statute allows for flexibility when it comes to architectural features, as written in the following excerpt from the Zoning Statute:

*Permitted exceptions. Height limitations stipulated elsewhere in this chapter shall not apply to open amusement uses, church spires, belfries, cupolas and domes, monuments, water towers, chimneys, smokestacks, flagpoles, radio and television towers, masts and aerials or parapet walls, except that no parapet wall may extend more than four feet above the limiting height of the building...*

Architectural features found in traditional main street development would not be prohibited by Marlborough's Zoning Regulations.

### **6.3.3 Building and Lot Coverage**

No explicit lot coverage standards address impervious surfaces. Two items, in effect, regulate lot coverage: They are maximum building coverage and yard setback standards. These two items give an idea of how impervious surface is allowed. The portion of a lot not covered by a building and not set aside for yards are the

portions of a lot that can become an impervious surface. Permeability is addressed specifically during the site plan review process, which requires applicants to show “the general location of landscaping and other forestry features.”

The commercial district covering much of Main Street in Milton, the C-1 District, has building and lot coverage requirements conducive to traditional main street development. The C-1 District allows the most building coverage in Marlborough at 75%. Taken together with comparatively lenient setback regulations, buildings can occupy much of a lot. This allows for the densities seen on traditional main streets.

### 6.3.4 Building Frontage

Building frontage is regulated by the Marlborough Zoning Statute through standards for minimum lot widths, as presented in Table 8.

**Table 8:** Minimum Lot Width Requirements for Marlborough

Districts	R	R-1	R-Ag-1	C-1	C-2	HD	I
Lot Width (feet)	75	150	150	50	100	200	200

### 6.3.5 Commercial Uses

The C-1 District already permits many commercial uses. Currently, this zone allows “[r]etail business or personal service establishments, such as grocery, drug- and hardware stores, meat or food markets, barber-and beauty shops, shoe repair shops and the like.” It also allows eating and drinking establishments, professional office space, and mixed residential and commercial developments. Depending on what the vision will be for the revitalization of Milton, and the kinds of businesses Marlborough would want to attract in the future, the list of principal permitted uses in the C-1 District may have to be expanded. Nevertheless, zoning does not act as a barrier to setting up a business found on a traditional Main Street in Milton.

### 6.3.6 Mixed-Uses

Marlborough has broadly written regulations governing mixed uses. Section 155-12.1 of the Zoning Statute allows mixed-uses on a single parcel in all zones. Mixed-uses are considered a special use and, as such, are subject to planning board review.

In C-1 Districts, dwelling units over ground floor retail commercial uses are a principal permitted use. Individual land uses that comprise a mixed-use development must themselves be permitted under the Zoning Statute. For example, a building with mixed residential and commercial uses in a commercial zone that allows residential is fine. On the other hand, if it had mixed commercial and industrial, and industrial is not allowed, then it violates the Zoning Statute.

### **6.3.7 Parking**

A thriving commercial core in Milton may put parking at a premium, and result in visitors parking in nearby residential areas. One could argue that a lack of parking would be a good sign. It would mean Milton has become a more vibrant commercial area. The challenge would then be to make more efficient use of land in order to increase the supply of parking. Identifying and institutionalizing a system of shared parking between businesses would help address demand if parking were to become an issue.

### **6.3.8 Residential Uses**

Milton has the opportunity to offer more housing options, particularly multi-family. The Marlborough Zoning Statute currently restricts placing more than one duplex on a lot. Section 155-12.2 says residential use of a lot shall be limited to one two-family residence on an individual lot if the lot density allows. In other words, no more than one two-family residence is allowed, density permitting. The maximum lot coverage could be increased, for Milton at least, as no residential district allows more than 30% maximum lot coverage and most limit it to 20%. With the exception of senior residences, no more than eight residential units can be contained in any single structure, limiting the size of apartment buildings.

### **6.3.9 Setbacks**

The C-1 District has the least restrictive setback regulations. No side yards are required, so buildings can be constructed right next to one another. Rear yards in the C-1 District are the smallest (as are with those in the R District) at 20 feet. Front yards are 5 feet, the least restrictive of all districts.

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No district allows structures built right up to the street by right . The Marlborough Zoning Statute has no build-to-the-street requirement. Unless granted a variance, businesses are prohibited from having structures right up to the street.

No mention is made of zero lot lines. Presumably, zero-lot-line development is possible in a C-1 District with no side yard requirements. This is not allowed in any of the other zoning districts in Milton.

**Table 9:** Town of Marlborough Yard Setback Regulations

Zoning Districts	R	R-1	R-Ag-1	C-1	C-2	HD	I
Front yard (feet)	10	35	50	5	35	75	75
Rear yard (feet)	20	50	75	20	30	75	75
Side yard (feet):							
One	10	35	35	0	35	25	25
Both	25	70	80	0	70	50	50

### 6.3.10 Sidewalks

In Marlborough’s regulations for streets and sidewalks, all roads in C-1, C-2, and R Districts must have at least one side with a sidewalk. The regulation for this goes on to say “or both [sides], if so required by the Town Board.”

### 6.3.11 Signage

The Marlborough Zoning Statute regulates signage broadly. Small signs are permitted for home occupations. Telecommunications facilities, however, are the only land use that have detailed regulations concerning height, size, and illumination of signs. For all districts, the Statute says:

*[s]igns advertising items sold or produced elsewhere than on the lot where such sign is located are prohibited. Signs advertising services or resorts not located on the lot where such sign is located are prohibited. This shall not apply to general directory or directional signs... For buildings other than dwellings, one identification sign shall not exceeding 32 square feet in area may be displayed for each 250 feet of road frontage. Building permits shall be required for all signs larger than eight square feet in area.*

The Zoning Statute contains definitions for sign, sign area, and sign directory.

Signs are treated as permitted accessory uses in all residential and commercial districts as well as the Highway District. The Industrial District does not have signs listed as either a permitted or special use.

As with Port Ewen, regulations give signs an exclusively utilitarian role in Milton. With its narrow streets and historic architecture, signage can help accentuate the cozy feel of the hamlet. Signs can hark back to historic Milton or have unique shapes and styles. The community can start thinking about signage on awnings or on the wall facades. Signs could be placed at different elevations. The community may want to reconsider the restriction on signs projecting over the public sidewalk area (provided appropriate building codes are met to uphold public health and safety). Regulations could be revised to allow hanging signs over sidewalks. An overlay district can provide the necessary flexibility for the role that signs can play in enhancing the sense of place for Milton.

### **6.4 Real Estate**

Milton contains a variety of businesses. As to be expected, retail establishments constituted the single largest sector in the 3-minute drive time, by the number of establishments (9). However, that sector was third in employment with 43 workers, trailing wholesale trade (143 employees) and manufacturing (103) from such enterprises as Sono-Tek. Other major employment sectors within the 3-minute drive time include public administration (86 workers) management of companies and enterprises (24), educational services (30), and accommodations and food services (20 employees).

Revitalization efforts in Milton have to accommodate storage or warehouse uses. While the discussion of main street revitalization efforts focuses on residential and commercial uses, industrial uses are just down the road from Main Street in Milton. These are important employers locally and regionally. Employees of these businesses, such as Brooklyn Bottling Company, are potential patrons of a revitalized Milton. The manufacturing-related businesses can play an important role in the hamlet's revitalization.

### **6.4.1 Vacant Land**

Figure 6 on page 46 shows that the value per acre of vacant land in the two hamlets is significantly above the average for Ulster County. Just as with Port Ewen, the zoning in Milton allows for greater density than in the rest of town. Milton comes closest to the Village of New Paltz in terms of value per acre with Milton just below \$40,000 and New Paltz just above.

### **6.4.2 Commercial Property**

Milton has market values per gross floor area for commercial properties that are below the County average, as shown on Figure 7 on page 47. This general trend holds true for particular types of commercial properties as well. For example, Milton has values per square foot of gross floor area for restaurant and dining properties that are below most of the municipalities in Ulster County (Figure 8 on page 48). Indeed, the only municipality reporting values below Milton is the Village of Ellenville which, as noted above, may not be comparable to the other municipalities.

The value per gross floor area for retail/office space in the hamlet of Milton appears to be at or below the overall County average. Milton has costs comparable to the City of Kingston, and above the Village of Saugerties, but trail behind such municipalities as the Town of Woodstock and Village of New Paltz.

Milton appears to be a relatively low cost/low value for commercial uses. This means landlords need to be realistic in terms of the prices/or rents they can command for commercial properties. At the same time, the lower costs can serve as a potential advantage for businesses located (or considering locating) in the hamlet.

### **6.4.3 Residential Property**

As shown in Figure 9 on page 49, Milton has property values that are above those for the City of Kingston and the Village of Saugerties, but somewhat below those for the Village of New Paltz. As with Port Ewen, Milton's average is close to the average for Ulster County.



### **6.5 Rental Housing**

As discussed in Section 5.1.1 - Demographics, Milton saw significant development activity in the years just before this current economic downturn. A map with Milton, - or all of Marlborough for that matter - and the surrounding region shows the area's central location. With Newburgh down the road and Poughkeepsie on the other side of the nearby Mid-Hudson Bridge, Marlborough residents are close to the region's major employment centers. U.S. Census data shows that some Milton residents even commute to New York City. Not much is known about the how often per week these commuters head to employment opportunities further downstate, though. Internet technology, flex schedules and the nature of a lot of contractual work allows more people to do their work at home. For those headed to New York City, they have their choice of Metro-North Commuter Railroad in Poughkeepsie, commuter bus service out of Newburgh, and the New York State Thruway nearby. Location helps explain the demand for housing in Milton and the rest of Marlborough.

The Town of Marlborough has average and median rents that tend to be at or above comparable figures for Ulster County as a whole. The latest data available on rents from the 2010 Ulster County Rental Housing Survey is limited, though. It has a sample size of only fourteen units, but it is the best available. The Rental Housing Survey was able to acquire data on studio and one- bedroom apartments in Marlborough. Studio apartments in Marlborough had an average and a median rent of \$650 a month. For Ulster County, the 2010 average rent for studio apartments is \$603 and the median is \$625. One-bedroom apartments in Marlborough have an average rent of \$692 and a median of \$750 a month. One-bedroom apartments average rent for Ulster County as a whole is \$821, with the median at \$850. The Rental Housing Survey indicates that of the fourteen rental units sampled, only one was a studio apartment. So looking at the data for the thirteen one-bedroom apartments and for the rest of the County, Marlborough appears to have lower rents than in other parts of Ulster County.

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Milton has rental vacancy rates comparable to nearby suburban towns. The Cities of Poughkeepsie and Newburgh have vacancy rates around 10% and 9%, respectively, but suburbs of those cities near Milton, have lower rental housing vacancy rates. The Towns of Poughkeepsie and Newburgh have rates closer to 7%. Presumably, these two towns have a better housing stock and offer more in the way of recreational amenities and shopping options than the cities. The vacancy rate for Milton suggests that the demand for rental housing is similar to nearby suburbs on Poughkeepsie and Newburgh.

Milton itself has a vacancy rate around 7%, although the Town of Marlborough as a whole is a little lower. The Hamlet of Marlboro lowers the vacancy rate for the entire town. Marlboro has a vacancy rate close to 6%. Marlboro has more in the way of shops and restaurants than Milton, with even better access to employment opportunities around Newburgh and other parts of Orange County. U.S. Census data shows Marlboro has the largest contingent of workers from Milton. (In most years, New York City, Newburgh, and Poughkeepsie are second, third, and fourth, respectively.) Milton still has room to maximize the amount of rental housing it can absorb.

**Table 10:** Rental Housing Units, Vacant Rental Units, and Vacancy Rates in Milton and nearby places in Dutchess, Orange, and Ulster Counties.

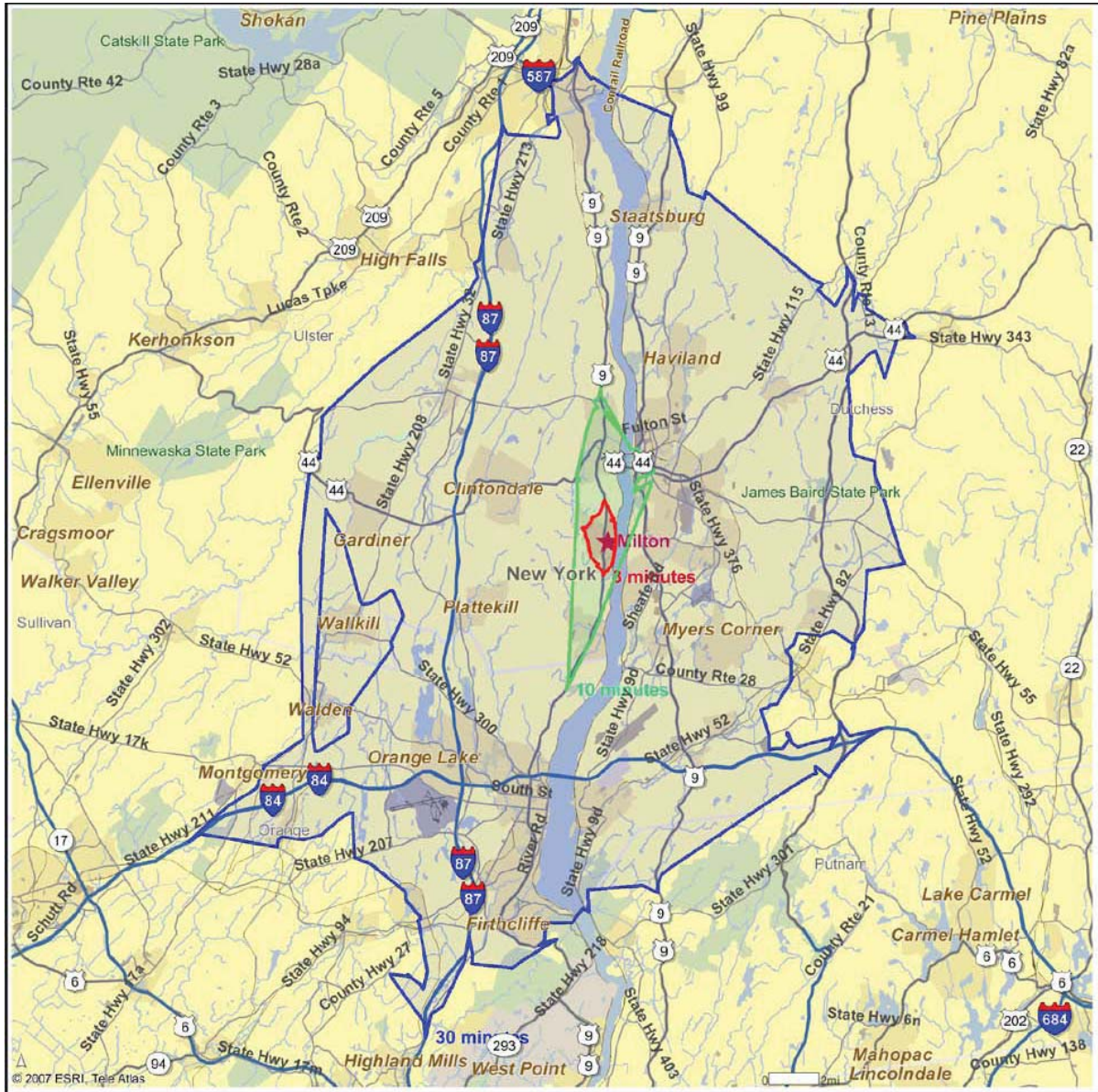
	Ulster County	Town of Marlborough	Hamlet of Milton	Hamlet of Marlboro	City of Newburgh	Town of Newburgh	City of Poughkeepsie	Town of Poughkeepsie
<b>Rental Housing Units</b>	24,303	1,084	169	545	6,825	1,883	8,690	5,044
<b>Vacant Rental</b>	1,930	70	12	34	631	141	891	356
<b>Vacancy Rates</b>	7.9%	6.5%	7.1%	6.2%	9.2%	7.5%	10.3%	7.1%

Source: 2010 U.S. Decennial Census

## 6.6 Market Size

Milton consists of a smaller local retail marketplace, both in terms of its residential

**Map 11: Drive Times for Milton — 3, 10, and 30 Minutes**



base and through traffic. For example, ESRI estimates indicate that the market area delimited by the three minute-drive time in the map above contained a population of 1,264 people in 2008, including 971 adults in 475 households. This is a relatively affluent market with an estimated 2008 median household income of \$62,687, approximately equal to the 2008 median for the households within the 30-minute drive time. While there is no way to directly measure the size of the tourism or travelers market for Milton, official traffic counts suggest it is also small. For example, the 2008 average annual daily traffic count for Route 9W just west of

Milton is 18,061 south of the intersection with the Milton turnpike and 15,124 north of that intersection. NYS Department of Transportation data indicate that the traffic has been at or even above that level since 2004. However, the one traffic count on local roads in that area shows much less traffic on local roads. Milton Turnpike, on the stretch between 9W and the Plattekill town line to the west, had average annual traffic in 2005 of only 3000. That stretch of road links 9W to 44/55. It is therefore reasonable to assume that the portion of Milton Turnpike that is east of Route 9W toward the Hudson River would have even less traffic. This suggests that the Milton Main Street area is lightly traveled compared to nearby Route 9W.

### **6.7 Market Psychographics**

A particular market segment predominates Milton. According to ESRI data, within the 3-minute drive time of the intersection of Milton Turnpike and Main Street in the Milton hamlet, 95 percent of the population consists of the “Green Acres” market segment. According to ESRI, 71 percent of “Green Acres” households are married couples, many with children. They tend to be middle-to-upper-middle income households, employed in manufacturing, construction, health care, and retail trade. Seventeen percent of households derive income from self-employment.

According to the ESRI’s Tapestry Manual,

Country living describes the lifestyle of *Green Acres* residents. Pet dogs or cats are considered part of the family. These do-it-yourselfers maintain and remodel their homes; projects include painting, installing carpet or insulation, or adding a deck or patio. They own all the necessary power tools, including routers, welders, sanders, and various saws, to finish their projects. Residents maintain their lawns, flower gardens, and vegetable gardens, again with the right tools. They own riding lawn mowers, garden tillers, tractors, and even separate home freezers for the harvest. Fitting in with the do-it yourself mode, it is not surprising that *Green Acres* is the top market for owning a sewing machine. A favorite pastime is using their ice cream maker to produce homemade ice cream.

They prefer motorcycles and full-size pickup trucks. For exercise, *Green Acres* residents ride their mountain bikes and participate in water sports such as waterskiing, canoeing, and kayaking. Other activities include bird-watching, power boating, target shooting, hunting, and attending auto racing

events. They prefer to listen to college football, auto racing, and news-talk programs on the radio and read fishing, hunting, and motorcycle magazines. Accommodating the country lifestyle, many households watch TV by satellite dish instead of cable. Events they enjoy watching on TV include alpine skiing, ski jumping, motorcycle racing, equestrian events, and bicycle racing. A favorite station is the Speed Channel.

According to 2008 ESRI data, Milton residents are more than 50% more likely than the rest of the U.S. population to have gone bird watching in the past year, and more than 70% more likely to have done woodworking in the past year or have gone horseback riding. Appendix 2 has a complete table of consumer preferences for Milton residents, along with market potential indices (MPI) for each preference. Milton residents prefer goods and services associated with a higher-income, rural lifestyle, consistent with the Green Acres market segment.

### **6.8 Local Retail Sales Supply and Demand, Leakage and Surplus**

The intersection of Milton Turnpike and Main Street was used as the center of the analysis for this Milton hamlet. The area delimited by the three-minute drive time contains 1,264 in population. While there is considerable leakage at the three-minute drive time, much of the leakage in most sectors is absorbed within the 30-minute drive time. This suggests that consumers can find stores meeting their needs in the larger region, particularly in regional shopping centers and “big box” stores in the Town of Newburgh.

To compete as a retail area, Milton must offer specialized niches that serve as an alternative to what is offered in standardized shopping areas and big box stores. As described below, this may involve positioning the hamlet to offer “experience-based” (see Box 5 on page 27) retail through a unique ambience and a set of specialty stores and services that cannot be found in the competing retail areas. For Milton, the identification of these “surpluses” was an insightful part of the leakage analysis conducted for it. At a three-minute drive time, a number of commercial sectors attract shoppers into the hamlet area. According to the ESRI data, the “traffic attractors” for Milton, include the sectors listed in Table 11.

**Table 11:**

<b>Businesses with Retail “Surpluses” as Potential Traffic Attractors for the Milton Hamlet (3-Minute Drive Time)</b>					
<b>Industry Group</b>	<b>Demand (Retail Potential)</b>	<b>Supply (Retail Sales)</b>	<b>Retail Gap</b>	<b>Surplus Factor</b>	<b># of Businesses</b>
Automobile Dealers (NAICS 4411)	\$2,612,225	\$9,804,674	<b>-\$7,192,449</b>	<b>-57.9</b>	2
Gasoline Stations (NAICS 447/NAICS 4471)	\$1,681,280	\$3,791,047	<b>-\$2,109,767</b>	<b>-38.6</b>	1
Other General Merchandise Stores (NAICS 4529)	\$1,070,077	\$2,111,449	<b>-\$1,041,372</b>	<b>-32.7</b>	1
Health & Personal Care Stores (NAICS 446/NAICS 4461)	\$535,476	\$1,365,702	<b>-\$830,226</b>	<b>-43.7</b>	1
Building Material and Supplies Dealers (NAICS 4441)	\$501,585	\$1,029,153	<b>-\$527,568</b>	<b>-34.5</b>	2
General Merchandise Stores (NAICS 452)	\$1,740,579	\$2,111,449	<b>-\$370,870</b>	<b>-9.6</b>	1
Office Supplies, Stationery, and Gift Stores (NAICS 4532)	\$97,982	\$235,266	<b>-\$137,284</b>	<b>-41.2</b>	1
Drinking Places - Alcoholic Beverages (NAICS 7224)	\$18,438	\$32,136	<b>-\$13,698</b>	<b>-27.1</b>	1

Source: ESRI Business Analyst Online.

These businesses should be considered fundamental building blocks in generating further traffic and commerce in the Milton hamlet. At the same time, these results should be cautionary for Milton. It indicates that several key sectors in the hamlet are dependent for their success on traffic coming from outside the hamlet, rather than drawing their business from hamlet residents. This means that the vitality of the hamlet will continue to depend upon its ability to draw shoppers into the hamlet and/or to build its residential base so that the hamlet itself can provide a larger market for retail enterprises in the hamlet. It also means that the hamlet

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should seek to maintain its current traffic attractors in the retail industry and the institutional presences that help bring shoppers into the hamlet. This includes the library, schools and similar civic facilities.

### **Box 8: Civic Institutions as Main Street Anchors**

While an understanding the market dynamics of profit-making businesses is the central ingredient in building a successful main street, there are other types of organizations that can also play important roles. These include important local institutions as post offices, libraries, schools and health care facilities. An important part of any main street strategy is to try to attract such organizations, or more likely, to make every effort to see that those institutions already located on a main street are able to stay there as they grow and evolve.

According to *A Local Official's Guide to Developing Better Community Post Offices* published by the Vermont League of Cities and Towns, "The post office is an economic engine and an anchor tenant for many communities. By attracting pedestrian traffic, other businesses located in nearby commercial areas benefit. In return, downtown businesses are big consumers of post office services." Thus post offices generate foot traffic for retailers and others, while serving as a convenient site for pick-ups and deliveries for local businesses.

Libraries can be another important institutional presence on Main Street. In fact, private developers have used libraries as important pieces of mixed-use development. In its 2007 report *Making Cities Stronger*, the Urban Libraries Council described the role a library played in the success of the Colony Square development in the small town of Atascadero, CA. In that case, the developer included a branch of the San Luis Obispo County Library in the development. The developer secured a reliable tenant. In turn retailers were attracted to Colony Square "because the library functions as an anchor tenant by bringing in a considerable amount of foot traffic to the area without directly competing for commercial sales." Schools and health care facilities such as hospitals, labs and clinics can also be important catalysts for a main street. In all of these cases, both the visitors and the professional staff members associated with such organizations can bring significant foot traffic and purchasing power to any community in which they are located.

Many of Ulster County's Main Streets still have these institutions, but several have opted to relocate them to more "convenient" or automobile-oriented locations. While some may still have these institutions in the commercial district, the potential loss of them presents a threat to a main street's vitality. Examples of communities where these institutions remain in the commercial district include Saugerties (library, Village Hall), Woodstock (Library), Highland (Town Hall), Stone Ridge (Town Hall, Post Office), Ellenville (Village Hall), Pine Hill (Community Center). Other communities have opted to remove these local anchors from the main street and may be seeing reduced foot traffic and commercial activity as a result.



**Picture 10:** Milton's Post Office, one of the few remaining destinations on Main St.



## 7.0 Community Involvement

Several meetings were held for Port Ewen and Milton stakeholders during the course of this study to identify interests, attitudes and goals.

### 7.1 Port Ewen Community Sessions

#### **Preliminary Discussions with Town Board and Surveys of Property Owners (2007)**

Prior to the application for the 2007 NYS Main Street grant, representatives from RUPCO and Ulster County Planning met on several occasions with the Main Street committee. This was organized by Town Councilwoman Deborah Silvestro, Allstate Branch Manager Steven de Salvo, and Lois Ingellis, who is now designated by the Town Board as the Main Street Revitalization Committee chairperson as part of the Town's 2007 resolution to participate in the Main Street grant program. Several businesses participated in a survey and supported the 2007 NYMS application. Since that time, several additional residents have become actively involved in the committee's work, including Carl Belfiglio, Town Councilman, and Laura Petit, an Ulster County Legislator representing the Town of Esopus. Contributions to the committee for the cost of the application exceeded expectations and left resources for the 2008 application.

#### **Initial Public Meeting (approximately 50 attendees)**

*6:30-8:30 pm, January 24, 2008*

The initial public meeting was very well attended – approximately 50 community members were there. Guy Kempe of RUPCO and Jennifer Schwartz of Ulster County Planning introduced the Main Street grants program, discussed



**Picture 11:** Port Ewen resident and community organizer Lois Ingellis introduces the first public meeting

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the “Four Point Approach” and facilitated an extended discussion with the participants about their ideas and goals for Port Ewen. The meeting resulted in recruiting approximate 20 participants for ongoing committee work. Key issues raised included developing design guidelines to improve the appearance of the Route 9W/Broadway corridor, setting up criteria for the type of development that should occur, and taking advantage of the hamlet’s significant assets, including the proximity to the waterfront, marinas, and the Rondout historic district, the volume of 11,606 vehicles per day on the corridor, and the recently completed streetscape improvements by NYSDOT.

### **Second Main Street Stakeholders’ Meeting (approximately 25 attendees), 6 – 8 pm, February 11, 2008.**

The second public meeting was conducted in a SWOT workshop format, resulting in further development of the goals discussed in the initial public meeting. The participants agreed that land use and design issues were their highest priority. A third public meeting was set up to specifically address these questions with technical presentations and discussions to be led by the Ulster County Planning Board staff.

### **Town Board Meeting, February 21, 2008.**

The Town Board reaffirmed its interest in participating in the NYMS grant program at a public meeting that was attended by members of the MS Revitalization Committee, RUPCO and Ulster County Planning Board staff.

### **Third Public Meeting, 6 – 8 pm, March 31, 2008**

The third public meeting address land use and design issues and begin the process of setting up the design subcommittee’s work on design guidelines and zoning.

### **Visioning Session, 6:30 – 8:30 PM, September 21, 2009**

Once Fairweather Consulting was retained to work on the Main Street Strategic Toolbox, meetings were held in Milton and Port Ewen to identify specific

opportunities in the hamlet. There were 20 stakeholders in attendance at both meetings. Fairweather Consulting provided an overview of the purpose and process involved in creating the strategic toolbox. Participants were then given two opportunities to provide input to the process. Following an initial presentation of local and regional demographics, those in attendance were able to ask questions and/or share their perspectives on the demographics and the implications they have for Port Ewen

Participants were then asked to identify sites, buildings or other aspects of Port Ewen that could enable the hamlet to build a competitive advantage. Several factors were mentioned by the participants, many of these relating to the Hudson River. Access to the River and views of the River available in the Port Ewen area were identified as important assets. It was also mentioned that expanding the boat launch and promoting it as a recreational opportunity could benefit the hamlet. The hamlet's new sidewalk improvements were listed as an advantage. Participants also listed constraints to continued revitalization of the hamlet. These included difficulty with the local regulatory process (e.g., it was said to be difficult without a history in the community), and the threat of Port Ewen losing its "small town" feel.

When asked to identify local "success stories," participants mentioned the Headless Horseman, Frozen Rainbow and the Kingston side of the Rondout Creek.

### **7.2 Best Practice Concepts for Port Ewen**

As part of the visioning session, participants were also asked to evaluate six "best practice" concepts for main street revitalization in terms of how well these ideas meet Port Ewen's needs. The results of this exercise are summarized below.

Participants were asked to rate each of these practices on a scale of 1 to 6, where 1 meant it would make sense for Port Ewen and 6 meant it might not fit in Port Ewen. The average rating is given for each along with a summary of participants' comments about them.

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- **Best Practice 1: Successful town centers build customer loyalty by providing a high quality experience.** (Average rating: 2.9) Several participants mentioned the Hudson River and the Rondout as potential foci for a Port Ewen experience. Others raised the walkability of Port Ewen as a potential ingredient in that experience. There were some doubts that the hamlet had a strong enough sense of place or sufficient cooperation among property owners to create a quality experience.
- **Best Practice 2: Successful town centers have diverse offerings to appeal to multiple markets (stores, offices, apartments, etc.).** (Average rating: 2.8) Supporters of this notion cited small specialty stores, cafes and restaurants as important parts of a diversified Port Ewen. Others were concerned that the community had only convenience stores now and that heavy traffic would make it difficult to create this type of diversity.
- **Best Practice 3: Successful town centers have high-quality but flexible building types that can adapt as market opportunities change.** (Average rating: 3.5) While most respondents were receptive to this idea, many expressed concern that the hamlet did not have enough high-quality buildings to support it. One participant mentioned the Library and Freeman House (which has since been sold and demolished for the creation of a new bank building) as examples of high-quality buildings in the hamlet. There were also questions about whether current zoning would allow the creation/preservation of such building stock. Efforts at preservation and legal protection of such structures at the local level have not been successful in the past.
- **Best Practice 4: Successful town centers have memorable public spaces in them.** (Average rating: 3.8) While many people felt this wouldn't fit in Port Ewen, their comments focused on potential sites that could serve as memorable public spaces. These included the Medrex fields, the Sojourner Truth Pocket Park, Esopus Meadows Preserve, and Lighthouse Park and the waterfront/riverfront in general.

- **Best Practice 5: Successful town centers take advantage of high density to build experience.** (Average rating: 3.5) Respondents were mixed about the desirability of density. Some felt that greater density would lead to a greater critical mass of businesses which would in turn strengthen the hamlet. Others resisted the idea of increased density as antithetical to Port Ewen's "small town" feel. One respondent indicated that the high traffic volume on 9W constituted high density for Port Ewen and that the hamlet needed to create ways to exploit the traffic flow through the community.
- **Best Practice 6: Successful town centers maintain an active management and innovative programming.** (Average rating: 2.4) There was general support for this concept. Participants suggested that civic and business associations could do this type of promotion, and that such promotions could tie into the Rondout and its attractions. On the other hand, many respondents had concerns about its feasibility. These included the need to develop a walkable community before putting management in place, concerns that there may not be enough interested stakeholders to make this a reality and concern that the high traffic volumes along 9W would make this difficult.

### 7.3 Findings: Port Ewen's Challenges and Opportunities

Port Ewen has several assets that could be utilized, with the proper planning and investment, to generate a more substantial return in investment for the town. These include:

- **Location:** The presence of Route 9W has been cited as a strength and a weakness of Port Ewen. The traffic volume that passes through the hamlet daily were viewed by some residents as incompatible with its small town character. The DOT upgrades have significantly calmed the traffic and created a more pleasant environment for walking and shopping. With the proper options available to those passers-through, the volume of traffic offers the chance to capture more of the leakage.

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- **Views:** Several sites in Port Ewen have full and seasonal Hudson River views, yet they do not take advantage of this amenity. These specific sites should be identified and their zoning should reflect this higher amenity value by avoiding uses that detract from this while efforts are made to attract appropriate uses to these sites. Likewise, regulations pertaining to these sites should take into account their appearance from the river, so as not to detract from the viewshed.
- **Small Town Character:** The discussion of character frequently arises with reference to any changes that could increase density or activity on Main Street. The zoning code in Esopus is not geared towards traditional “Main Street” development. No mention is made of architectural reviews, mixed uses, sidewalks, and there is only scant mention of signage. Setback regulations do not allow zero lot line development. The focus of the Esopus Zoning Code is on rural development with hamlets served by small Neighborhood Commercial districts. The Broadway Commercial district, found in Port Ewen, allows the highest density. However, it does not allow the density seen in other downtown areas with traditional “Main Street” development. If the district were to see an increase of commercial interest and every site in the core were to follow existing zoning, each one could potentially be demolished and become a drive-through convenience store with signage that is out of character with the “small town feel” and offer virtually no reason for people to get out of their cars. The residents have clearly expressed that this should not occur. The zoning needs to be able to direct these choices more explicitly and support the niche and small town character orientation that will ultimately serve Port Ewen in building a successful Main Street district.
- **Walkable Residential Neighborhood:** A rule of thumb for planning walkable neighborhoods suggests that people are willing to walk between one-quarter and one-half of a mile (typically 5 to 10 minutes) to meet social and shopping needs or utilize transit. A more detailed survey of their needs and desired goods and services would help direct planning choices for the district that could reduce the leakage over time.

## **7.4 Milton Community Sessions**

### **Initial Meeting, 9-11 am, March 29, 2007**

Discussion of the Main Street process with Cindy Lanzetta (Deputy Supervisor), Michelle Marcus (head of Economic Development Committee), and Sheila Mannese (coordinator of “Meet Me In Marlborough” agritourism campaign).

Topics discussed included setting up "Main Street Committees" (individuals potentially willing to volunteer for this effort), First Stakeholders' Meeting, Walk Down Main Street, Field Trip, and Visioning sessions.

### **First Main Street Stakeholders' Meeting (approximately 35 attendees 7-9 pm, May 2007)**

A Powerpoint explaining the process was presented. Also there was a discussion of what developing a vision and strategy for the hamlet would include. During the meeting a committee was recruited to lead the "four points". Future meetings were scheduled, one being a walk-through to "take a walk down Main Street" and the visioning session.

### **Walk Down Main Street, 10-12 am, June 23, 2007**

This was very well attended. About 25 people came to the bakery, where we put up lots of photos, the GIS maps, aerial photos and Richard Miller's drawings showing the infill concept. Then we walked down the street and discussed streetscape composition, design elements, facades, sidewalks, public spaces, parking, infill and gateway issues by looking at these specific situations. We also discussed related economic development and promotion issues, such as agritourism, connection to area B&Bs, to the waterfront historic RR station park, to potential events and activities, such as a farmers market, the idea of sculptures on the street (they could be replicas of the station). This wasn't an inventory, which will take a harder look and more time to develop, but it was an important first step to getting people to take a good look at the street and share their ideas.

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### **Discussion with Town’s Greenway Committee about Main Street and Greenway Compact, 7-9 pm, July 26, 2007**

This committee is very engaged in the planning issues in the Town of Marlborough. They oversaw the creation of the Comprehensive Plan and meet monthly to discuss planning issues, particularly in relation to Greenway principles and potential grants from HRVG. They are active in preparing for the Quadricentennial and have received a few grants already. Our Ulster County Planning Board member, Lisa Biggin, also a member of the Marlborough Planning Board and now on Marlborough Town Board as of January 2008, is on the Greenway Committee and helped us set up this meeting. It was a very fruitful discussion that involved highlighting specific concerns about updating the comprehensive plan with more specific goals and actions and identifying ways to work together on the Main Street strategy.

### **Catskill Field Trip, 12-2 pm, August 25, 2007**

Residents visited with Linda Overbaugh, the Executive Director of the Heart of Catskill Association, to learn about the transformation of the Village of Catskill with the help of Main Street grants and approaches.

### **September Meeting, Visioning Session and Resulting Recommendations, 10-2 pm, Sept. 8, 2007**

Approximately 25 participants met to review the Main Street approach that the stakeholders have begun to develop and proceeded to create, through a series of team exercises, “Opportunities Maps” for the hamlet. This resulted in the following recommendations:

- **Destination Branding:** Market Milton as “Milton-on-Hudson” and make the connections to the river and to the agritourism efforts of “Meet Me in Marlborough.” Several amenities on the Main Street could be leveraged to make “Milton-on-Hudson” a place to spend more time. These include the waterfront park and train station, the B&Bs, the bakery, Kent’s farm and other



Marlborough agricultural destinations. Setting Milton up as the Main Street for the Town's overall agritourism effort could involve creating retail and dining outlets that cooperatively offer products of the nearby farms as a means of increasing the exposure and visitation of the agri-businesses from Main Street and vice-versa.

- **Promotion:** Identify specific initiatives to develop cross-promotional relationships with the "Meet Me in Marlborough" agritourism program (and other farmers' markets and festivals) by bringing retail aspects of it to Main Street and working closely with farm and B&B establishments. The waterfront park amenity, the Kent Farm, the Buttermilk Inn and Spa, and a number of other amenities should be directly included in this strategy. Cross-promotion and specific agro-tourism links are key to supporting this small Main Street. Signage and activities should also connect to the nearby Sports Dome
- **Streetscape:** Better pedestrian connections, signage, trails and sidewalks are recommended for the hamlet. Streetscape improvements, trails to connect to the nearby waterfront park currently under development, upgrades to the hamlet's "gateways" to improve its visibility and appearance as a destination, improved signage ("wayfinding") from the gateways to the heart of Main Street would support the businesses and provide orientation to parking, the waterfront, and other amenities.
- **Zoning:** Zoning changes to encourage greater density, more mixed-use structures, historic preservation, design guidelines, and an overlay district are now being considered by the municipality. Zoning enforcement was also identified as a component of this strategy to preserve the hamlet's character.
- **Main Street Chamber of Commerce:** Many local businesses are members of the Southern Ulster Chamber of Commerce. Creation of a subgroup to specifically address cross-promotion and other Main Street strategies in Milton is recommended.
- **Gateways:** Three of the four gateways to the Main Street are not marked in any

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way. The Milton Turnpike entrance has a sign identifying the businesses, but it is only visible to cars that stop at the intersection for the signal. Even this gateway could be improved with a more carefully designed sign on the southeast corner. Discussions with Stewarts could result in improvements to the northeast corner of that gateway. A gatehouse was suggested, but this would require further analysis to determine the benefits and logistics.

- **Trails:** Several, potential trail connections were identified:
  - Connect with larger trail system in the Southern Ulster Alliance Plan
  - Become part of the Greenway “water trail”
  - Create Main Street connections to Wine Trail
- **Residential Density:** The increase of residential density around the edges of Main Street (see Residential Properties) is already underway. A number of properties on Main Street have the potential for increased/improved residential use. This would support an increase in Main Street business, especially if a larger mix of businesses is envisioned than what is permitted now.
- **Commercial Focus:** Engage owners of the businesses and local industry to reassess possible uses.
- **Infill:** Several opportunities exist for infill development. One local property owner recently purchased several more properties and vacant lots in the hamlet, and should be directly engaged in the discussion of uses that would maximize economic benefits for the hamlet.
- **Neighborhood Park:** The property behind the bakery, which contains a pond, was envisioned by the visioning session participants as an ideal site for a community park.
- **Traffic Calming:** Noise and speed control within the tiny hamlet were identified as critical to setting the appropriate pedestrian-friendly climate in the Main Street district.

### **7.5 Best Practice Concepts for Milton**

Following an initial presentation of local and regional demographics at the September 8, 2007 meeting, those in attendance were able to ask questions and/or share their perspectives on the demographics and the implications they have for Milton. The major point of discussion was whether there was indeed sufficient demand for restaurants in the local area and greater region to cite that use as an opportunity for Milton. Another point made was the opportunity to build upon nationally marketed branded concepts in a way that works for local needs. National efforts to market organic food products were cited as one example of a trend that could be capitalized on in the Milton/Marlborough area.

Participants were then asked to identify sites, buildings or other aspects of Milton that could enable the hamlet to build a competitive advantage. Several people discussed vacant or underused parcels throughout the hamlet as a source for future development, providing zoning was put in place that enable the properties to be developed or redeveloped at greater density that allowed a mix of housing types as well as commercial uses. Participants mentioned the need to increase residential uses as a way to create foot traffic and demand for local businesses. The “Meet Me in Marlboro” campaign was also identified as an important resource that could be drawn upon to help build visitation to the Milton hamlet. In addition, it was felt that Milton could take advantage of its proximity to the New York City metropolitan area and such nearby population centers as Kingston, Poughkeepsie, Newburgh, and New Paltz to attract visitors to the hamlet.

When asked to identify local “success stories,” participants mentioned the Buttermilk Falls Bed and Breakfast, Milton True Value Hardware, Stephanie’s Beauty Parlor and the Hudson Baking Company. The common themes among these success stories were their ability to provide personal service and maintain a “local feel” to the businesses.

Participants focused on the need to build more “home grown” businesses in Milton, focusing on such opportunities as improving recreational opportunities (including

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biking, hiking, kayaking and possibly an interpretive center in Milton), encouraging artists in the hamlet through the promotion of gallery and studio visits, highlighting the historic character of Milton by promoting the “history walk” that currently has 27 stops on it and attracting professional services as well as retail to the hamlet.

As part of the meeting, participants were also asked to evaluate six “best practice” concepts for main street revitalization in terms of how well these ideas meet Milton’s needs. The results of this exercise are summarized below. Participants were asked to rate each of these practices on a scale of 1-6, where 1 meant it makes sense for Milton and 6 meant it did not fit in Milton. The average rating is given for each along with a summary of participants’ comments about them.

- ***Best Practice 1: Successful town centers build customer loyalty by providing a high quality experience.*** (Average rating: 1.6) The concept of providing high quality experience was supported by virtually all participants. Comments in favor of the concept ranged from a concern over keeping the historical feel of the hamlet as part of that experience to the idea of ensuring that restrooms at the train station and library were incorporated into it.
- ***Best Practice 2: Successful town centers have diverse offerings to appeal to multiple markets (stores, offices, apartments, etc.).*** (Average rating: 2.6) The idea of providing stores, offices and apartments in Milton appealed to the participants. Several were concerned that if the offerings were too diverse, it would take away from any theme created for the hamlet.
- ***Best Practice 3: Successful town centers have high-quality but flexible building types that can adapt as market opportunities change.*** (Average rating: 3.0) Some participants were concerned that the existing building stock limited the hamlet’s ability to adapt to changing market opportunities. Others felt that the existing building stock was adaptable with several caveats. These included the need to ensure that zoning allowed such

flexibility and that both new and existing buildings should be integrated in to a consistent “authentic” look for Milton.

- ***Best Practice 4: Successful town centers have memorable public spaces in them.*** (Average rating: 2.1) The concept of memorable public spaces in the hamlet was widely supported. Some tied the concept to the waterfront and train station as candidates for such public space. Potential uses for that space included movies and performances along with decorated fruit sculptures akin to the decorated cats in Catskill and horses in Saratoga.
- ***Best Practice 5: Successful town centers take advantage of high density to build experience.*** (Average rating: 3.9) High density was the least supported concept among the six best practices. While some respondents endorsed the idea of increasing density in Milton, others felt it was more important to keep the open space and that high density was not relevant to Milton. Proponents of denser development mentioned its potential to generate excitement and support Milton’s small town character.
- ***Best Practice 6: Successful town centers maintain an active management and innovative programming.*** (Average rating: 2.4) Active management and programming was generally supported by participants. Several mentioned “Meet Me In Marlboro” as the natural focus for such an approach. Others indicated that it may be necessary to create a plan that would serve as the basis for management and promotion of the hamlet.

## **7.6 Findings: Milton’s Challenges and Opportunities**

The Revitalization Committee, working closely with the Town of Marlborough’s Economic Development Committee, set out a schedule for working on the strategies, including the development of design guidelines, opinion surveys, engagement of local businesses and property owners and the pursuit of several strategies identified in the visioning session.

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Together with the municipality, the Ulster County Planning Board staff recommends utilizing this case study to support the creation of a document that can be adopted by the Town as a “precise plan” or “neighborhood plan” concept as part of the Comprehensive Plan.

Several external factors will impact the main street area in the next three to five years:

- **Housing:** At the time of the visioning session, three relatively large housing developments were underway within walking distance of Milton’s Main Street. The total number of new units will be at least 72. As of Spring 2008, despite national trends, the housing market in Southern Ulster County remained robust, due to its proximity to New York City and Metro-North Railroad to New York City (the Poughkeepsie Train Station is 10 minutes away).
- **Infrastructure:** The municipal water and sewer system will continue its expansion, adding capacity to the wastewater treatment plant, only at 33% capacity at present, to encourage additional development and density in the hamlet. Milton Realty LLC has now acquired five properties on Main Street, three of which are vacant lots, the other two are historic properties, and plans to build mixed-use commercial/retail/residential buildings with an emphasis on creating a creative arts live-work hub on Main Street.
- **Recreation:** The town is currently developing a park on the waterfront, which included an application for a TEP grant for the State Historic Milton Train Station for use as a community venue adjacent to the park. The station has also received a Greenway grant.
- **Agritourism Campaign:** It is the desire of the community to develop the “Meet Me in Marlborough” agritourism campaign to include Milton as a retail destination for that strategy, given the proximity of many farms and B&Bs to Main Street, including one orchard and two B&Bs within the Main Street grant target area.
- **Zoning:** The Town Board is pursuing zoning changes to encourage higher

densities, planned unit developments, and other measures to improve the quality of its hamlets.

In sum, the hamlet of Milton and the Town of Marlborough have been working to revitalize Milton's Main Street and the proposed target area through a multi-pronged approach to infrastructure upgrades, business restructuring, agritourism marketing on Main Street, the development of a waterfront park and tourism destination near the Main Street, increased housing densities and leveraging of other public and private funds for this initiative. There is also strong public interest in this process as demonstrated by the numerous, well-attended meetings held by the Main Street revitalization committee. For these reasons, Milton was chosen by the Ulster County Planning Board as a pilot community for its regional Main Streets initiative.

## **8.0 Conclusion**

The Port Ewen and Milton case studies illustrate different types of locational advantages. Port Ewen represents the main street bisected by a busy state highway, in this case, Route 9W. The exposure to this traffic volume with sufficient on-street parking and sidewalks leads to high-turnover, service-oriented businesses including banks and coffee shops. Convenience services also play a role using both the traffic and proximity to walkable neighborhoods. The proximity of major shopping opportunities in Kingston and Town of Ulster have displaced certain service and retail businesses.

Milton, located on narrow rural roads, is removed from a major traffic pattern. Here again sidewalks and on-street parking are present, but the street lends itself to easy crossing. Both hamlets have considerable aesthetic appeal, however. Port Ewen benefits from the exposure to traffic generated from the Route 9W. Positioning of successful businesses for both hamlets lies in upscale business service functions, with the Milton being able to attract a more relaxed atmosphere that could include antiques, spas, etc., while Port Ewen can support more convenience type facilities. Milton can be successful with sidewalk sales and festivals, while these are somewhat impractical in Port Ewen.

### **8.1 Port Ewen: Developing a Gateway's Full Potential**

Port Ewen is part of the greater Kingston urbanized area that includes the City of Kingston, the Route 9W Corridor in the Town of Ulster, and extends further into Saugerties to the north, and Rosendale and Hurley to the south. The hamlet is accessed mainly by Route 9W north/south and from Salem Street and multiple local streets east/west. Coming north, Port Ewen acts as the southern gateway to the Kingston Urbanized area. Small niche business services have a major role to play in this hamlet as do convenience facilities and local restaurants.



Businesses benefit from the advantage of vehicular traffic - latest NYSDOT figures have a 2008 average annual daily traffic volume (AADT) of 11,606 vehicles. Proof of this benefit is seen in a newly established credit union and discount retailer, along with several convenience stores, some with gas stations. Given limited frontage on the corridor, the community would do well to allow for increased density, reduce parking requirements taking into account the on-street parking and provide coordinated parking behind existing businesses. All of this can be accomplished within the residents expressed desire to preserve the hamlet's "small town feel".

A number of other businesses could flourish along the Route 9W/Broadway Corridor, and preserve, if not add to, the "small town feel". Professional services (lawyers, doctors, accountants, etc.) also have a place in this mix and encouragement of these services in multistoried buildings near the heart of the main street would be advantageous. Restaurants in the Rondout are nearby for lunch or to entertain clients, and ideally, more dining options would open up in Port Ewen itself. Cafes and restaurants are businesses that local residents have expressed a desire to attract, and would benefit from through traffic on Route 9W. Niche retail and other services (specialty food stores and yoga studios, as some examples) can further tie Port Ewen to the tourism and recreation economy and even meet a regional demand in the Mid-Hudson Valley. Accommodating land use and designs to contribute to a more successful main street can be accomplished in several ways including:

- Adoption of a more detailed Route 9W/Broadway Overlay District
- Creation of a main street zoning district that provides for mixed use, has design guidelines and incentives to increase business and/or residential space on second floors
- Adoption of a form based code for the corridor

## Ulster County Main Streets—A Regional Approach

As an example, the current zoning should be amended to bring the main street area under a single zoning district. The current main street area is now included in four zoning districts. This can be accomplished by providing a more robust Route 9W/Broadway Overlay District. The Overlay District should address restrictions on uses, and help ensure that very valuable sites overlooking the Hudson River are utilized by businesses or residences that add value to main street rather than gas stations and other convenient type uses. Also included here should be a focus on increased site utilization to take advantage of the availability of water and sewer along Route 9W. This includes required second floors; more relaxed bulk standards, recognition of shared-parking requirements and permitted zero lot lines. From a design perspective, appropriate rooflines, signage and architectural design guidelines should be considered.

Port Ewen has a number of regulatory tools it can choose from for enhancing the economic competitiveness of its main street from a land use perspective and thus making investment in Port Ewen more attractive.

### **8.2 Milton: Promoting an Off-Main-Street Main Street**

Milton, unlike Port Ewen, does not have the advantage of visibility. Its commercial area sits in relative isolation between Route 9W and the Hudson River. That said, Milton offers a unique experience of an off-main-street main street. Its short compact main street is surrounded with hills and hollows, making Milton feel something akin to Western Pennsylvania or West Virginia. Yet commuter bus and rail service to New York City is not far away. Its landscape forms the milieu for riverfront access, residential development, and local businesses. Its proximity to higher income residents and Route 9W traffic work in favor of its success for higher-end business services and niche retail.

The hamlet benefits from its access to the Hudson River with the restoration of the old train station. A planned park that can accommodate many sporting, recreational, and cultural activities, when completed, will provide another reason to visit.

Milton has seen demand for residential development in better economic times and projects remain on the books for the hamlet. Residential development can fundamentally assist its main street in becoming much more viable by providing demand for a mix of uses. In addition, a major spa with associated special event activities just to the north of the hamlet offers further direction and economic vitality to Milton. Together, Milton has a future as a traditional main street serving residents and visitors alike.

This vision, admittedly, is not something that can unfold quickly. Nonetheless, two steps can be taken to help move toward this future.

One, establishing better gateways is a way to help revitalization now. The only sign for Milton along Route 9W, the sign at the corner with Milton Turnpike facing northward, does not beckon people into the hamlet. Gateway treatments should entice people to explore an area. Gateway treatments are also needed south of the existing sign for Milton for traffic heading up from the direction of Marlboro and Orange County.

Two, building on the marketing research in this report is another way to give revitalization efforts a push in the short term. The ESRI-identified market segment called “Green Acres” forms the vast majority of residents in Milton. Identifying market segments in nearby areas such as Plattekill, Marlboro, and Newburgh can supplement information on “Green Acres”, and help identify businesses that would be interested in tapping into these markets. This information can also inform the design of the proposed park along the riverfront. There may be recreational facilities that may add to the experience of going to the park, particularly for those who would go there the most. Further research can shed light on a business or businesses well suited to a location in Milton, or a trend that can be fashioned to the hamlet’s advantage.

### **8.3 County Resource and Regional Approach**

The case studies of Port Ewen and Milton illustrate the application of tools and

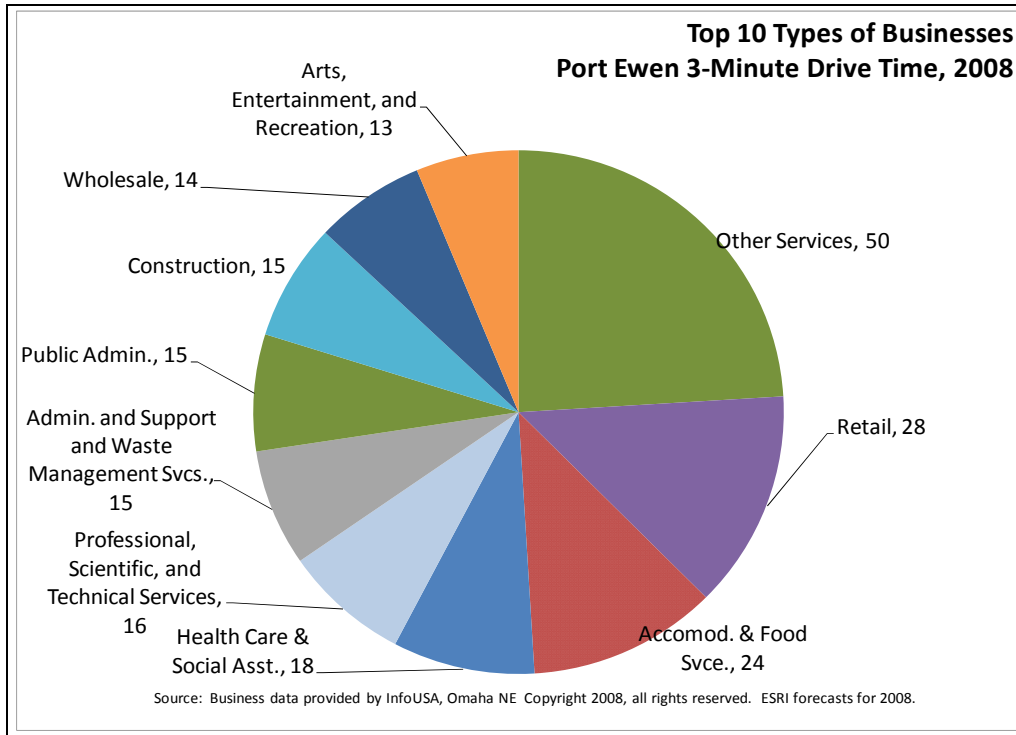
## Ulster County Main Streets—A Regional Approach

techniques, and how the Main Street Strategic Tool Box can be applied in support of revitalization. The economic analysis reveals the underlying dynamics of a local economy, and when utilized in conjunction with the land use analysis, suggests a direction for investment and a revised regulatory approach. The Ulster County Planning Department staff is committed to assist municipalities and local committees involved in main street revitalization efforts. The Department can provide market segment, land use, and census data from a broad range of sources. In association with the Ulster County Tourism Department, it can direct resources to ensure that main streets are recognized. Staff is willing to assist in committee formation and demonstrating the tools and techniques presented in this report.

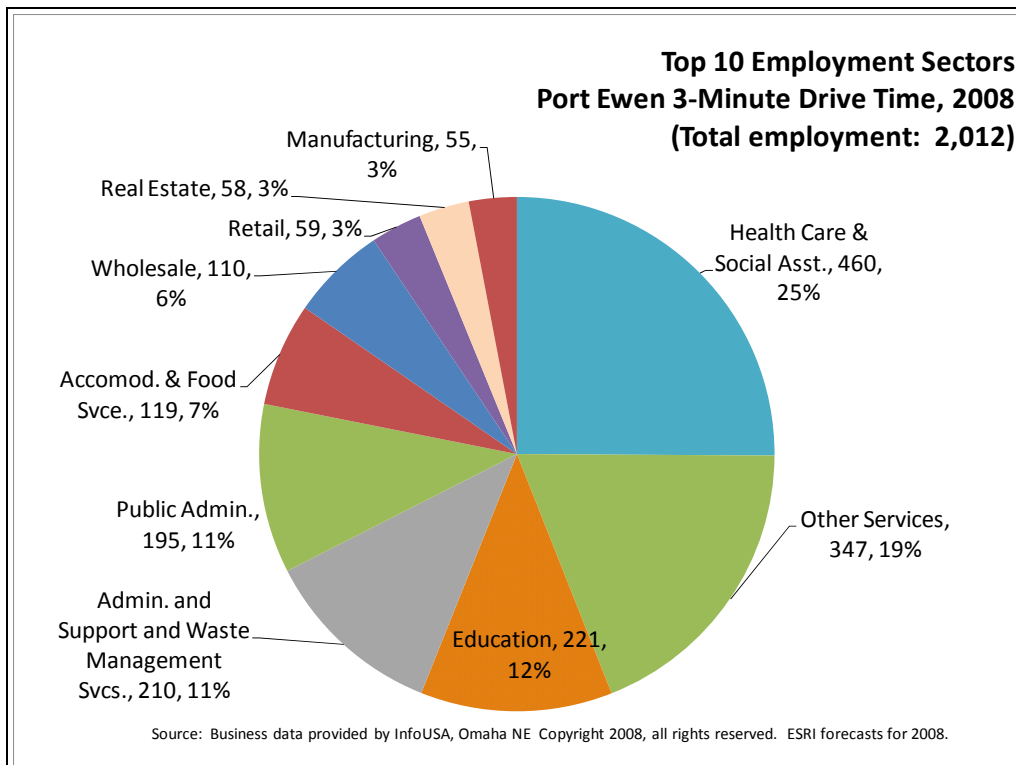
The respective analysis and accompanying visions for Port Ewen and Milton offer these hamlets a program for success. The use of tools and techniques now available will create a means to work together to improve business and allows these main streets to understand and respond to the broader regional context.

## APPENDIX 1

**Chart 1: Top 10 Types of Businesses, 3-Minute Drive Time**



**Chart 2: Top 10 Employment Sectors, 3-Minute Drive Time**



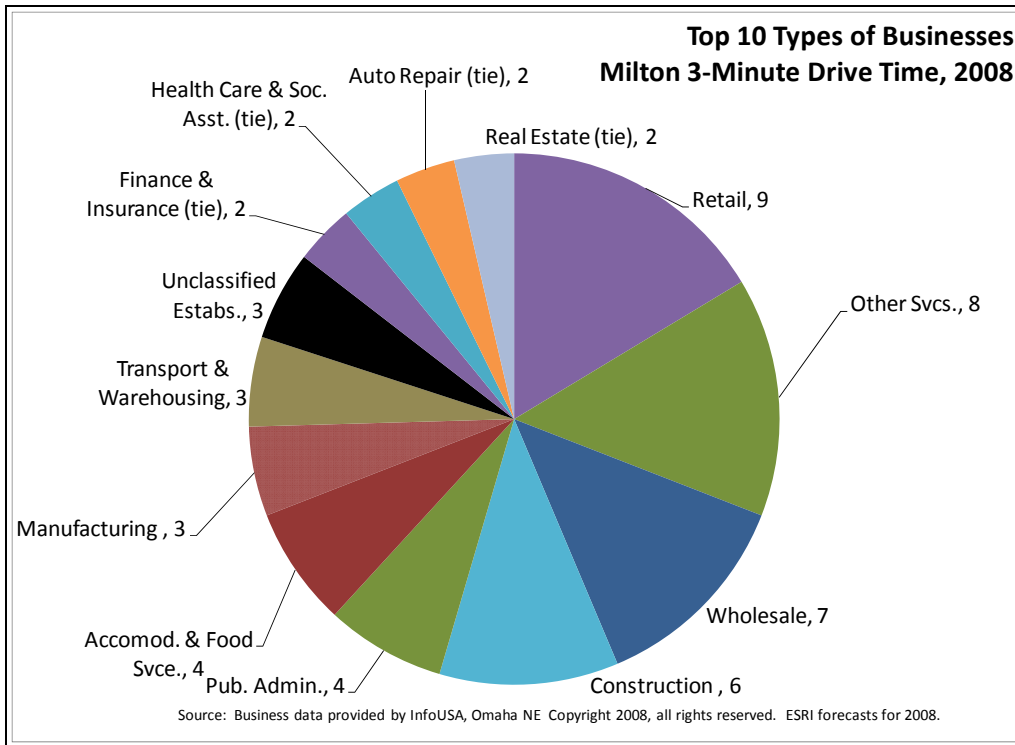
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## APPENDIX 2

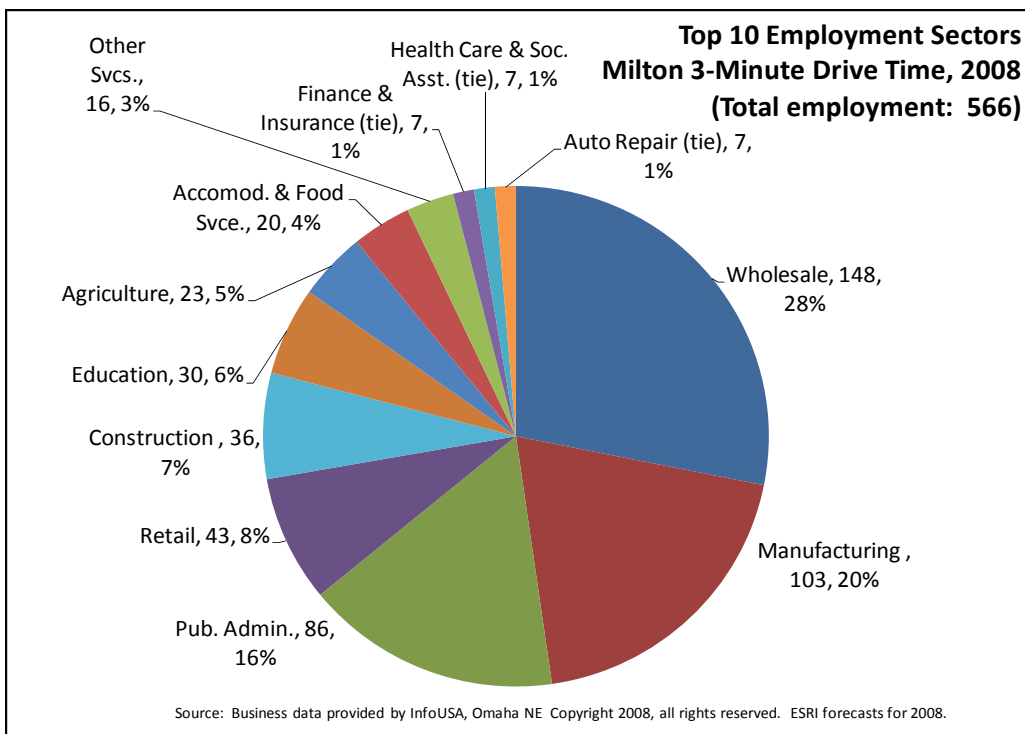
Market Potential Index for Population w/in 3-Minute Drive Time of Milton Hamlet	
Demographic Summary	2008
Population	1,264
Total Number of Adults	971
Households	475
Median Household Income	\$62,687
	Expected # of Adults/HHs
	MPI
<b>Product/Consumer Behavior</b>	
Carry homeowner insurance	636 125
Fast food/dine-in last 6 mo: eat in	432 120
Bought film in last 12 months	328 125
Participated in walking for exercise	318 122
Went to family restaurant/steak house last mo: 2-4 times	312 122
HH owns any pet	266 133
Participated in swimming	234 133
Have home mortgage (1st)	227 146
Played board game in last 12 months	216 125
Cooked for fun in last 12 months	215 120
<b>HH owns any dog</b>	<b>206 141</b>
Any home improvement in last 12 months	186 123
<b>Participated in fishing (fresh water)</b>	<b>176 138</b>
Did indoor gardening/plant care in last 12 months	174 132
Spent on domestic vacations last 12 mo: <\$1000	155 122
Did photography in last 12 months	154 123
Participated in weight lifting	149 130
<b>HH owns any cat</b>	<b>148 143</b>
<b>Participated in bowling</b>	<b>146 142</b>
Participated in bowling	146 142
Dine out once a week	138 120
HH owns 4+ TVs	130 131
Own shares in mutual fund (stock)	116 131
Participated in aerobics	116 126
Played musical instrument in last 12 months	113 143
Spent on toys/games in last 12 months: \$200-499	108 120
Bought book at department store in last 12 months	105 138
Participated in backpacking/hiking	98 127
HH spent \$500-\$999 on home PC	98 121
Attended auto show in last 12 months	97 132
<b>Member of union</b>	<b>96 164</b>
Did birdwatching in last 12 months	95 173
<b>Attended country music performance in last 12 mo</b>	<b>88 172</b>
Bought infant toy in last 12 months	87 120
Spent on domestic vacations last 12 mo: \$1000-1499	85 123
<b>Did woodworking in last 12 months</b>	<b>81 172</b>
Participated in boating (power)	79 136
Own shares in mutual fund (bonds)	78 147
Used full service brokerage firm in last 12 months	78 133
Bought romance book in last 12 months	78 126
Play golf 1+ times a month	73 139
Participated in Frisbee	70 154
Purchased 1 DVD in last 30 days	69 133
Member of church board	67 145
Participated in hunting with shotgun	66 155
Attend sports event: auto racing (NASCAR)	66 122
HH bought new vehicle in last 12 months	62 121
Participated in hunting with rifle	61 132
Bought book at supermarket in last 12 months	59 122
Participated in canoeing/kayaking	58 138
<b>Participated in target shooting</b>	<b>56 156</b>
Spent on high end sports/rec equip/12 mo: <\$250	53 126
<b>Participated in horseback riding</b>	<b>51 177</b>
Participated in bicycling (mountain)	51 134
Visited Disney World (FL)/12 mo: Magic Kingdom	50 146
Spent \$2000+ on home PC	50 131
Member of fraternal order	48 124
Participated in fishing (salt water)	46 120
Participated in motorcycling	45 145
Did furniture refinishing in last 12 months	45 137
Member of veterans club	44 121
Spent on high end sports/recreation equipment/12 mo: \$	43 127
Bought book through mail order in last 12 months	43 127
Purchased CD player in last 12 months	38 125
Spent on toys/games in last 12 months: \$50-99	36 130
Participated in water skiing	24 129
<b>Data Note:</b> An MPI (Market Potential Index) measures the relative likelihood of the adults/HHs in the specified trade area to exhibit certain consumer behavior or purchasing patterns compared to the U.S. average. An MPI of 100 represents the U.S. average.	
<b>Source:</b> These data are based upon national propensities to use various products and services, applied to local demographic composition. Usage data were collected by Mediama Research Inc. in a nationally representative survey of U.S. households.	

APPENDIX 3

**Chart 1: Top 10 Types of Businesses, 3-Minute Drive Time**



**Chart 2: Top 10 Employment Sectors, 3-Minute Drive Time**



# Ulster County Main Streets—A Regional Approach

**Ulster County**

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**The Main Street "Strategic Toolbox"**

This Toolbox has been created to provide communities in Ulster County with the strategic land use, market analysis and planning information they need to make decisions for revitalization and/or repositioning their "Main Streets" and commercial centers. This project is part of Ulster County's comprehensive planning approach now being developed simultaneously with this project. The approach recognizes the value of compact development and the utilization of existing resources as a means to sustainable economic development.

**Outreach and Technical Assistance | Seminars and Presentations | Tools and Handouts  
Useful Links | Case Study Reports and Documents**

**Outreach and Technical Assistance**

We have worked with numerous groups and communities throughout Ulster County in the following Main Streets and Hamlets:

- Ellenville Village
- High Falls Hamlet
- Highland Hamlet
- Gardiner Hamlet
- Kingston Downtown (Rondout)
- Kingston Midtown
- Kingston Uptown (Stockade)
- **Milton Hamlet**
- Pine Hill Hamlet
- **Port Ewen Hamlet**
- Rosendale Village
- Stone Ridge Hamlet
- Woodstock Village

For more information on our work with these, click on the name or see **Case Study Reports and Documents** (below)

## Some Useful Main Street Links:

*see our website for additional information*

National Main Street Center, a program of the National Trust for Historic Preservation:

[www.preservationnation.org/main-street/](http://www.preservationnation.org/main-street/)

Center for Community and Economic Development, a program of the University of Wisconsin Extension in Madison, WI:

[www.uwex.edu/ces/cced/](http://www.uwex.edu/ces/cced/)



The Main Street Strategic Toolbox was supported by an initial grant from the New York State Department of State. Fairweather Consulting and Ulster County Planning Department staff provided content. See the Department's website for additional planning guides.

For more information, contact:  
 Ulster County Planning Department  
 Box 1800  
 244 Fair Street  
 Kingston, NY, 12401  
 Phone: (845) 340-3340  
 Fax: (845) 340-3429

[www.ulstercountyny.gov/planning](http://www.ulstercountyny.gov/planning)