



# **Orange County Greenway Compact**

Approved by the Hudson River Valley Greenway Communities Council , June 12, 2013



# Table of Contents

<b>Introduction</b> .....	<b>5</b>
A. Why this is important.	
<b>The Greenway Compact Program</b> .....	<b>6</b>
A. What is the Compact	
B. Joining the Compact	
<b>Part I: A Greenway Compact for Orange County</b> .....	<b>7</b>
A. Orange County planning and the five Greenway Criteria	
1. Natural and Cultural Resource Protection	
2. Economic Development	
3. Public Access	
4. Regional Planning	
5. Heritage and Environmental Education	
<b>Part II: Strategies for Quality Communities</b> .....	<b>18</b>
A. The Priority Growth Area Concept	
B. The Vision for Quality Communities	
1. Open Space	
2. Built Environments	
3. Corridors	
4. Transportation	
5. Economic Development	
6. Housing and neighborhood Preservation	
7. Environmental Infrastructure	
8. Historic and Cultural Resources	
<b>Part III: Introduction to the Orange County Design Manual</b> .....	<b>45</b>
A. The Orange County Design Manual	
B. Tools	

<b>Greenway Compact</b>
<b>1: Resource Protection</b>
<b>2: Economic Development</b>
<b>3: Public Access</b>
<b>4: Regional Planning</b>
<b>5: Heritage and Environment Education</b>
<b>Open Space</b>
<b>Built Environments</b>
<b>Corridors</b>
<b>Transportation</b>
<b>Economic Development</b>
<b>Housing and Neighborhood Preservation</b>
<b>Environmental Infrastructure</b>
<b>Historic and Cultural Resources</b>
<b>Design Manual</b>

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**ORANGE COUNTY**  
NEW YORK



# Introduction

Since 1970, Orange County has pursued planning policies that reinforce community character and preserve open space. These policies are embedded in the County's planning documents, including the Orange County Open Space Plan, the Orange County Water Master Plan, and most importantly, the County's Comprehensive Plan, Strategies for Quality Communities. Most recently, Orange County developed an award-winning Design Manual which illustrates how the best practices called for in the County plans can be implemented on the ground.

The County has successfully led by example. As part of the Greenway Compact initiative, a detailed audit was conducted of the comprehensive plans of the forty-two municipalities within Orange County, which control land use decisions independent of the County under the auspices of municipal home rule. The audit found that the vast majority of municipal comprehensive plans County comport with these same policies.

Since planning policies at both the County and municipal levels closely mirror the principles of the Hudson River Valley Greenway program, the County has decided to become a Greenway Compact Community. The Greenway Compact is an innovative state-sponsored program created to facilitate the development of a regional strategy for preserving scenic, natural, historic, cultural and recreational resources while encouraging compatible economic development and maintaining the tradition of home rule for making land use decisions. By becoming a Greenway Compact Community, the County can take advantage of the many benefits offered by the program, including compliance at the state level for siting facilities; favorable status for competitive state-funded programs, and direct grants for capital and planning projects. There is an equally important, if intangible benefit to the Greenway program: through the creation and adoption of this Compact, and through the increased communication and understanding that it fosters, the citizens of Orange County can renew their commitment to planning for a better future.

## **The Orange County Greenway Compact**

This Greenway Compact Plan is designed to clearly illustrate the ways in which the County's planning policies, specifically the County's Comprehensive Plan and Design Manual, align with the Greenway Principles. It is also designed to highlight the ways in which the comprehensive plans of individual municipalities within the County align with the Greenway.

The design of the document makes it accessible to as broad an audience as possible. This Compact is seen as a way to reintroduce to the citizens of Orange County to the Comprehensive Plan, Strategies for Quality Communities, by summarizing that document without technical jargon, presenting the concepts through illustrations.

Part I of the document is organized around the five core principles of the Greenway program. There is an explanation of how both the County Comprehensive Plan and the Design Manual support each of the five core principles, and summarized in each case by a map on that theme.

Part II of the document summarizes the County's Comprehensive Plan. With a few exceptions, no more than a single page is devoted to each of the recommendations in the Plan, providing an easy-to-read summary. Color-coded bars in the margins of the pages help the reader navigate between the sections of the Comprehensive Plan.

In order to integrate the Design Manual, each of these pages is illustrated with images taken from the Manual. Through this image, the reader is directed to the relevant section of the full Design Manual which is incorporated into this Compact by reference.

Part III is a short section that introduces the reader to the structure and content of the Design Manual.

## **Looking Forward**

In some ways, the region is catching up to the ideas pioneered by Orange County beginning in the 1970s. Most recently these include the Mid-Hudson Regional Sustainability Plan, funded by NYSERDA and organized by Orange County as the co-chair of the Mid-Hudson Planning Consortium. The Regional Sustainability Plan is a regional-scale stakeholder-driven process to extend the principles of smart growth into a geography that incorporated the southern half of the Hudson Valley Greenway. Despite the scale of this enterprise, the future of Orange County will continue to be shaped by a myriad of incremental decisions, most of them made by citizens at the local level. This document is meant to help guide those decisions by promoting an informed citizenry, by explaining best practices, and by creating the larger County and regional context on which success at the local level depends. This Greenway Compact should continue to be a strategic reference document for communities that want a prosperous, equitable and sustainable future.

# The Greenway Compact Program

## What is the Compact?

One of the major objectives of the New York State Hudson River Valley Greenway Act is the development and implementation of a regional strategy called the Greenway Compact. The Greenway Compact is a voluntary regional planning vision developed in a partnership among a county, its local communities and the Hudson River Valley Greenway Communities Council. The Greenway Compact differs from a typical comprehensive plan in that it specifically promotes the Greenway criteria, actively encourages regional cooperation and provides financial and other benefits for participating communities. The Greenway Compact is not intended to supersede local regulations but to complement them, and to serve as a model for regional growth.

The Greenway has designated the counties as the basic planning areas for the development of the Greenway Compact. However, the development of the Greenway Compact Plan is still a grassroots process. Public and community participation in the development of the Greenway Compact is critical to the successful implementation of any compact strategy. Greenway Compacts need to reflect the interests and the concerns of local communities and provide a regional context for local planning efforts.

The development of a county comprehensive plan or other special-purpose county plan such as an open space or waterfront redevelopment plan can be compatible with the development of a Greenway Compact and may be developed either in conjunction with a Greenway Compact, or as the Greenway Compact.

## Joining the Compact

A Greenway Community is not the same as a Compact Community. Once a city, town or village has become a Greenway Community by adopting a resolution indicating support for the five Greenway criteria, the municipality is eligible to become a Greenway Compact Community. This step requires the municipality to include a reference to the Orange County Greenway Compact Plan in its zoning ordinance and land development regulations. The language to be added to the local law must state that consideration will be given to the policies, principles and guidance of the Compact Plan, as appropriate. This action ensures that the Greenway criteria and the Orange County Greenway Compact Plan will be given consideration in land use activity and other regular business of the municipality.

Becoming a Greenway Compact Community shall not limit the home rule authority of a municipality under State Law to make local land use and zoning decisions. The local action does not authorize any other entity to supersede the municipality's land use laws and regulations or to impose any requirements on the municipality, nor does it prevent the municipality in its sole discretion from adopting a local law at a later date for the purpose of withdrawing from the Orange County Greenway Compact Plan.

# A Greenway Compact for Orange County

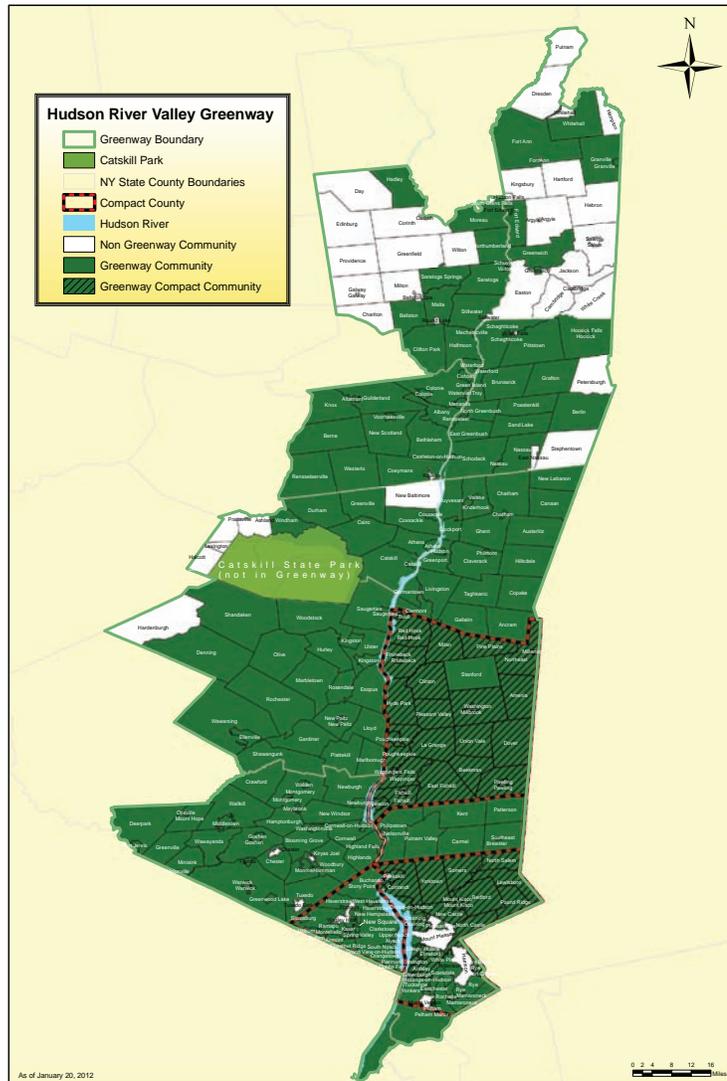
## What is the Greenway?

### Orange County planning and the five Greenway Criteria

The Hudson River Valley Greenway Act describes the “Greenway Criteria” as “the basis for attaining the goal of a Hudson River Valley Greenway”. The Criteria - natural and cultural resource protection, regional planning, economic development, public access and heritage and environmental education - provide the overall vision for voluntary local Greenway programs and projects. The general nature of the Greenway criteria allows communities to develop locally-based projects which address community concerns while contributing to the overall framework of the Hudson River Valley Greenway.

#### Greenway Compact

- 1: Resource Protection
- 2: Economic Development
- 3: Public Access
- 4: Regional Planning
- 5: Heritage and Environment Education



**Hudson River Valley Greenway**



# Greenway Principle 1

## Natural and Cultural Resource Protection

### Greenway Compact

#### 1: Resource Protection

#### 2: Economic Development

#### 3: Public Access

#### 4: Regional Planning

#### 5: Heritage and Environment Education

**Protect, preserve and enhance natural resources including natural communities, open spaces and scenic areas as well as cultural resources including historic places and scenic roads.**

### Strategies for Quality Communities

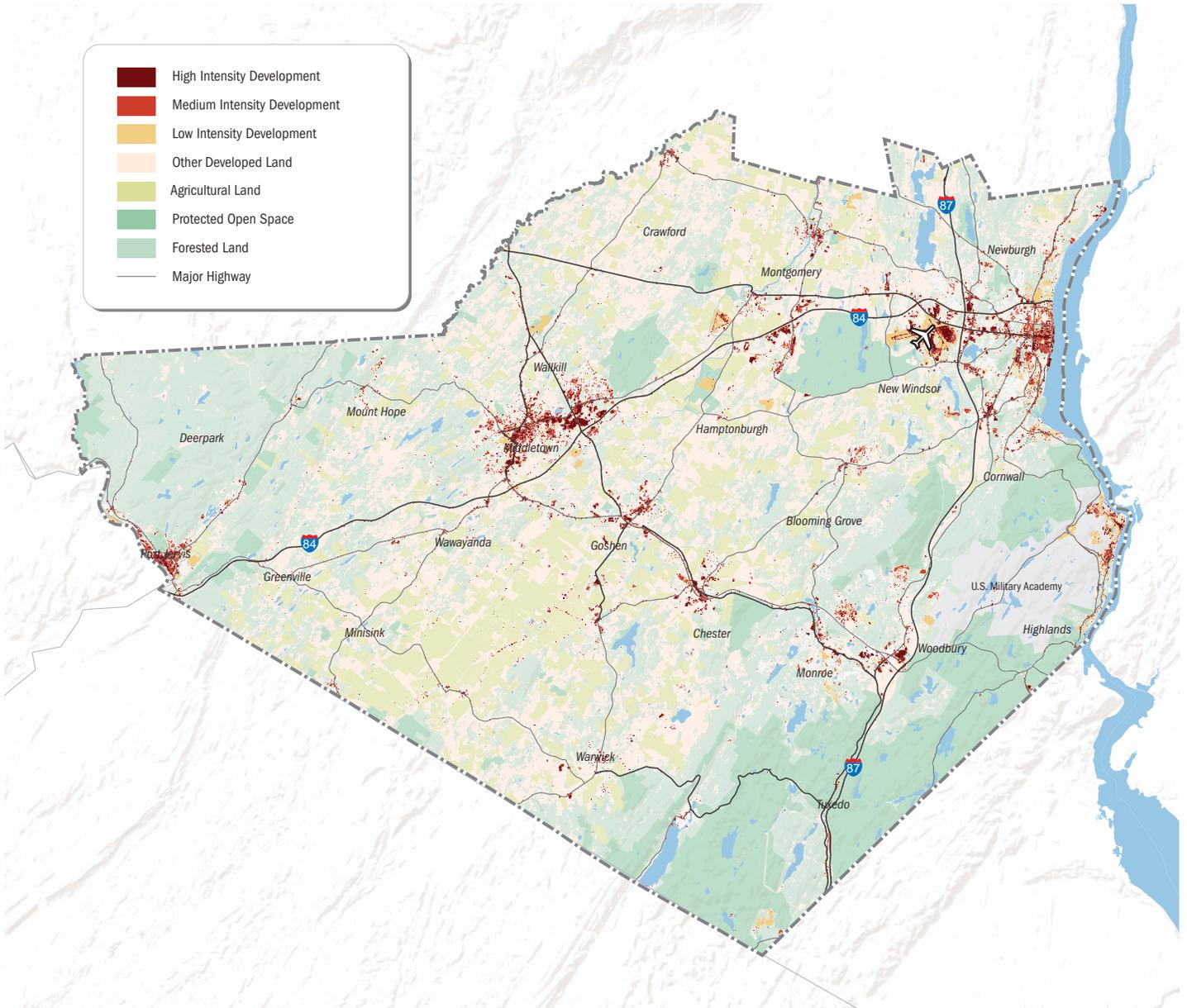
The Orange County Comprehensive Plan is organized around the concept of “Priority Growth Areas”. These are places where the historic settlement patterns and infrastructure can support future development such as local village centers, “crossroads” and commercial corridors. By directing growth to these areas, it is possible to protect natural and cultural resources elsewhere, as well as farmlands and habitat areas. The County's plans also call for protecting the historic and cultural resources, the special landscape features, the scenic byways and the beautiful river corridors that ensure the County's unique sense of place and quality of life.

Conservation efforts are often evaluated in terms of the numbers of acres that have been preserved. But using this measure by itself misses an equal if not more important measure – the degree of fragmentation in the landscape. Natural systems, including animal habitats, rely on continuity and the creation of biotic corridors that link resources. In this way, there is alignment between the idea of the Hudson Valley Greenway and sustainable development practices.

### Design Manual: Places and Nature

In keeping with the concept of Priority Growth Areas, the Design Manual identifies five strategic kinds of Places to direct growth: Downtowns, the Edges of downtowns, Corridors, Crossroads and New Neighborhoods. Both within and outside of these growth areas, strategies and details for protecting resources are presented under the theme of Nature. Nature is thought of as the underlying framework of natural resources and open spaces around which development patterns should be organized in order to protect the environment and preserve the integrity of natural systems. To accomplish this, the Design Manual presents these objectives: to Create the Urban Forest, to Create a Continuous Greensward, and to Protect Natural and Scenic Resources. The design details cover a range of techniques from conservation subdivision design to stormwater management details.

## Existing Orange County Development



# Greenway Principal 2

## Economic Development

Greenway Compact

1: Resource Protection

2: Economic Development

3: Public Access

4: Regional Planning

5: Heritage and Environment Education

**Encourage economic development that is compatible with the preservation and enhancement of natural and cultural resources including agriculture, tourism and the revitalization of established community centers and waterfronts.**

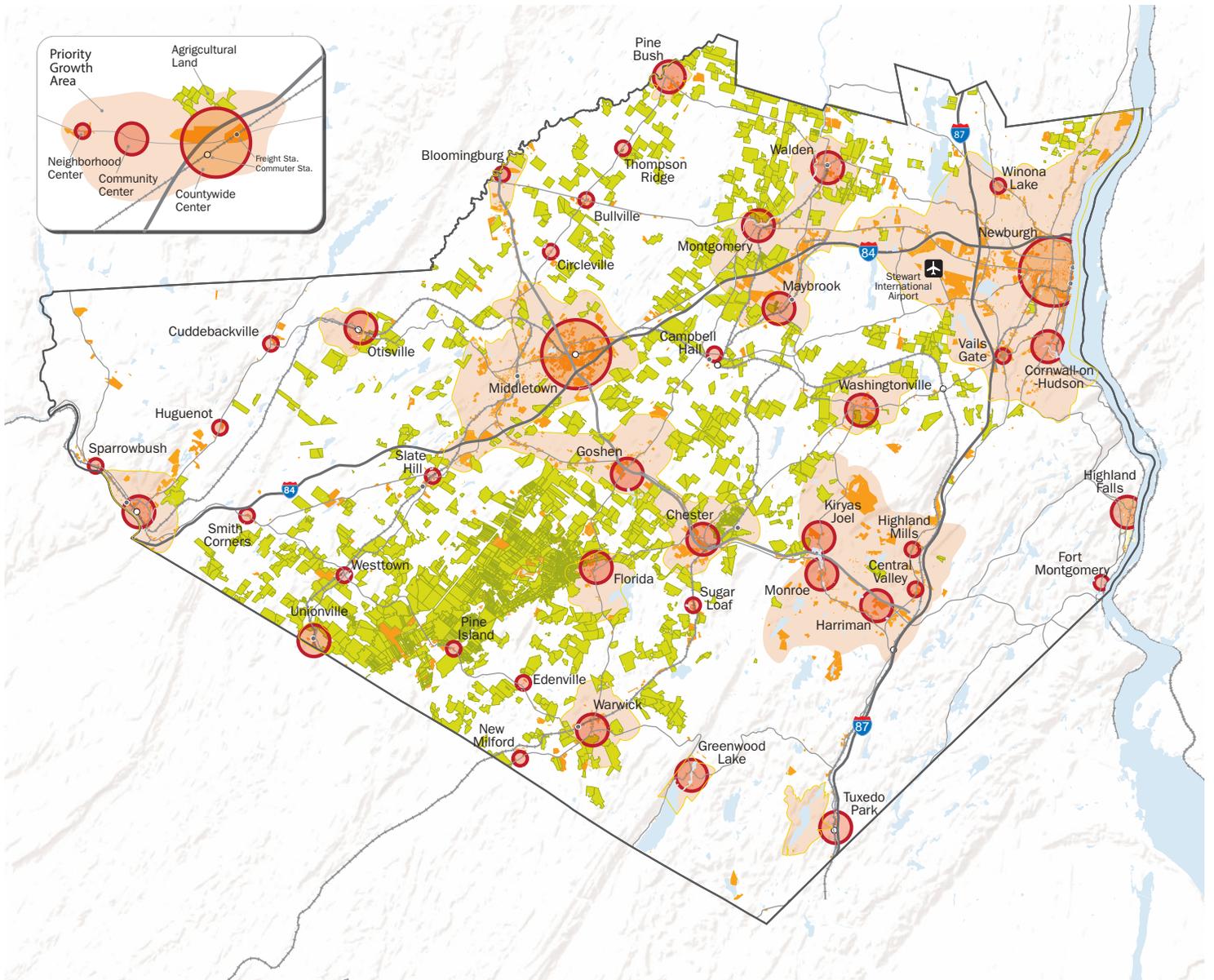
**Strategies for Quality Communities:**

One of the guiding principles of the Comprehensive Plan is to insure an equitable future for all residents by balancing economy, community and the environment. In the Built Environments section, the Comprehensive Plan identifies a broad range of potential development areas, from established centers and neighborhoods, to commercial corridors, to industrial and office parks. To insure that this growth is sustainable and compatible with existing natural and cultural resources, the Comprehensive Plan calls for orderly and sustainable growth that balances the provision of adequate utility systems with natural resource demands, as well as best-practice development and design techniques. But economic development is not just about new buildings: agriculture is the foundation of a vital and diverse economy and so the Comprehensive Plan calls for linking environmental and agricultural heritage to sustainable agricultural practices.

**Design Manual: Communities**

To insure that economic development is compatible with existing patterns and natural systems, the Design Manual presents strategies under the theme of Communities. Communities are places where, to the greatest extent possible, people can live, work, shop and recreate within walking distances. Building complete communities is essential for reducing dependence on automobiles, for advancing, and for fostering social interaction. To accomplish this, the Design Manual presents these objectives: to Create a Diversity of Land Uses, Beautiful Neighborhoods and Pedestrian-Oriented Commercial Areas. The design details cover a range of techniques from best practice neighborhood design to mixed-use buildings.

# Orange County Economic Development



# Greenway Principal 3

## Public Access

### Greenway Compact

#### 1: Resource Protection

#### 2: Economic Development

#### 3: Public Access

#### 4: Regional Planning

#### 5: Heritage and Environment Education

**Promote increased public access to the Hudson River through the creation of riverside parks and the development of the Hudson River Valley Greenway Trail System.**

### Strategies for Quality Communities:

Orange County promotes mobility of all kinds through several strategies. Enhancement of transit services – commuter rail, but especially bus – is essential to mitigate auto-oriented sprawl and to provide equal access for all of the County’s residents to all of the County’s – and the region’s – natural, cultural and economic resources.

Corridors of all kinds must be context sensitive and designed to support biking and walking so that residents can reach the important places in their communities including schools, stores, parks and transit stops.

Quality Communities also depends on promoting alternative modes – biking and walking. The plan calls for a robust trail network that can link the many cultural and natural resources in the county. Three signature trail networks – the Orange Heritage trail, the D & H Canal trail and the Hudson River Greenway - anchor a robust network of local trails and bike routes that enable people to experience their surroundings. The Hudson Riverfront is a world-class resource, and both the County Comprehensive Plan and the numerous local plans for the abutting municipalities call for enhanced access to the River. But as with the trail network, there are waterfront access opportunities at every scale, including hundreds of smaller lakes, rivers and streams. For this reason, the plan is assertive in promoting both sensible development practices and conservation. By bringing the residents of Orange County into contact with these resources, access creates the knowledge and commitment that are essential to the long-term stewardship of these resources.

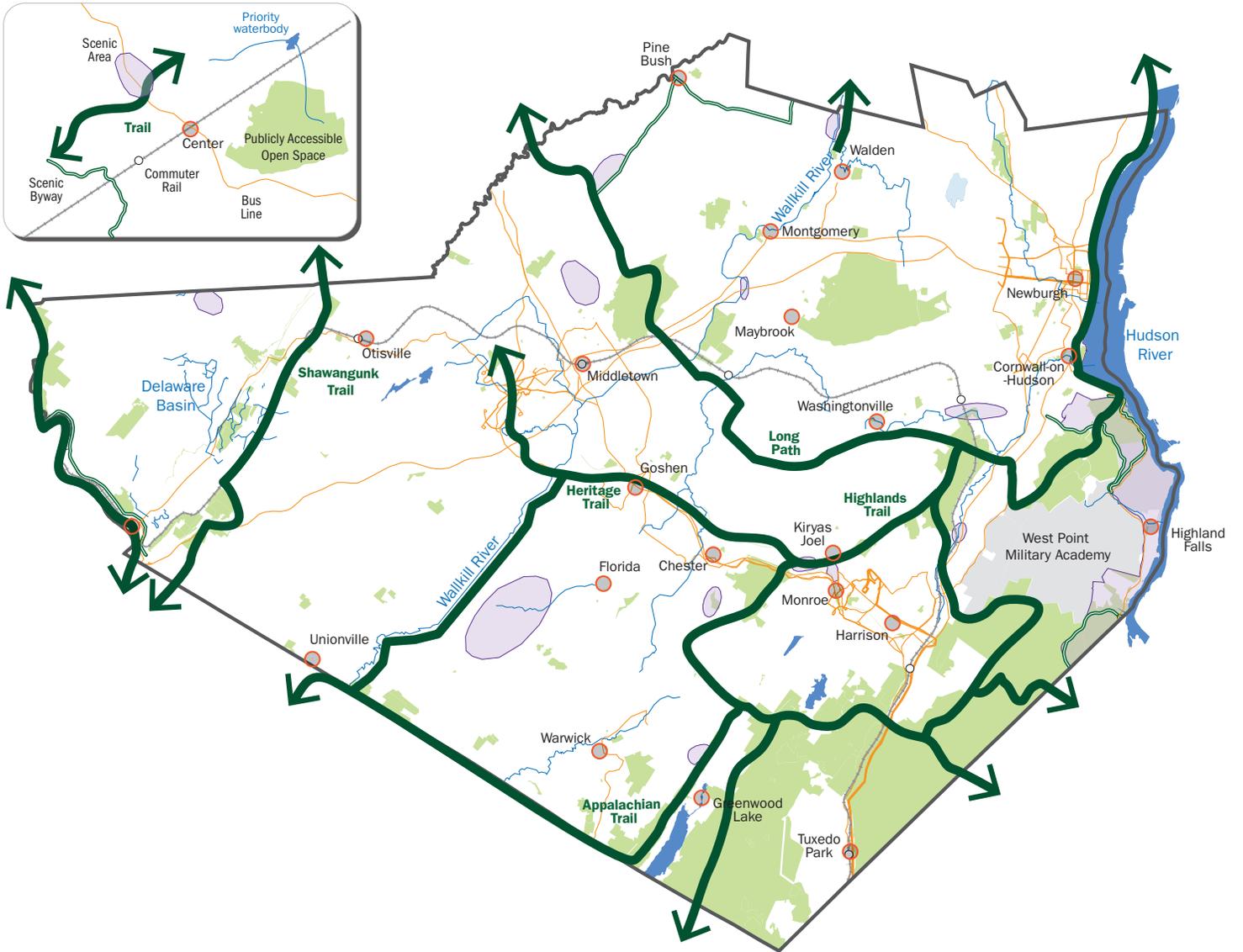
### Design Manual: Links

To promote access and mobility in all of its forms, the Design Manual presents strategies under the theme of Links. Links explains how to connect all aspects of the built and natural environment by creating as fine grained a street and-block network as possible, by promoting new trails and by enabling all forms of mobility to reduce dependence on the automobile. To accomplish this, the Design Manual presents these objectives: Maximize Connectivity, Design Streets for People, and Manage the Automobile. The design details address connections and mobility, such as multi-modal roadway design, parking design, and trail networks.

### Hudson River Valley Greenway

The National Water Trails System is a network of water trails—recreational routes on waterways with a network of public access points—that have been established to protect and restore America’s rivers, shorelines and waterways, conserve natural areas along waterways, and increase access to outdoor recreation on shorelines and waterways. The Hudson River Greenway Water Trail, part of the National Water Trails System network, was established on Earth Day 2001, and is managed by the Hudson River Valley Greenway Communities Council. Within Orange County, there are four sites identified as part of the Hudson River Greenway Water Trail; car-top boat launches in Newburgh, Cornwall, and at Kowawese Unique Area in New Windsor, as well as a day use site at Fort Montgomery.

# Orange County Recreational Trails



# Greenway Principal 4

## Regional Planning

### Greenway Compact

#### 1: Resource Protection

#### 2: Economic Development

#### 3: Public Access

#### 4: Regional Planning

#### 5: Heritage and Environment Education

**Communities can work together to develop mutually beneficial regional strategies for natural and cultural resource protection, economic development (including necessary public facilities and infrastructure), public access and heritage and environmental education**

### Strategies for Quality Communities

The Comprehensive Plan was created with the full participation of public agencies, community leaders and local organizations. Issue-based community forums were convened and comments were solicited from regional and state agencies to provide regional perspectives on transportation, agricultural, recreational and utility systems.

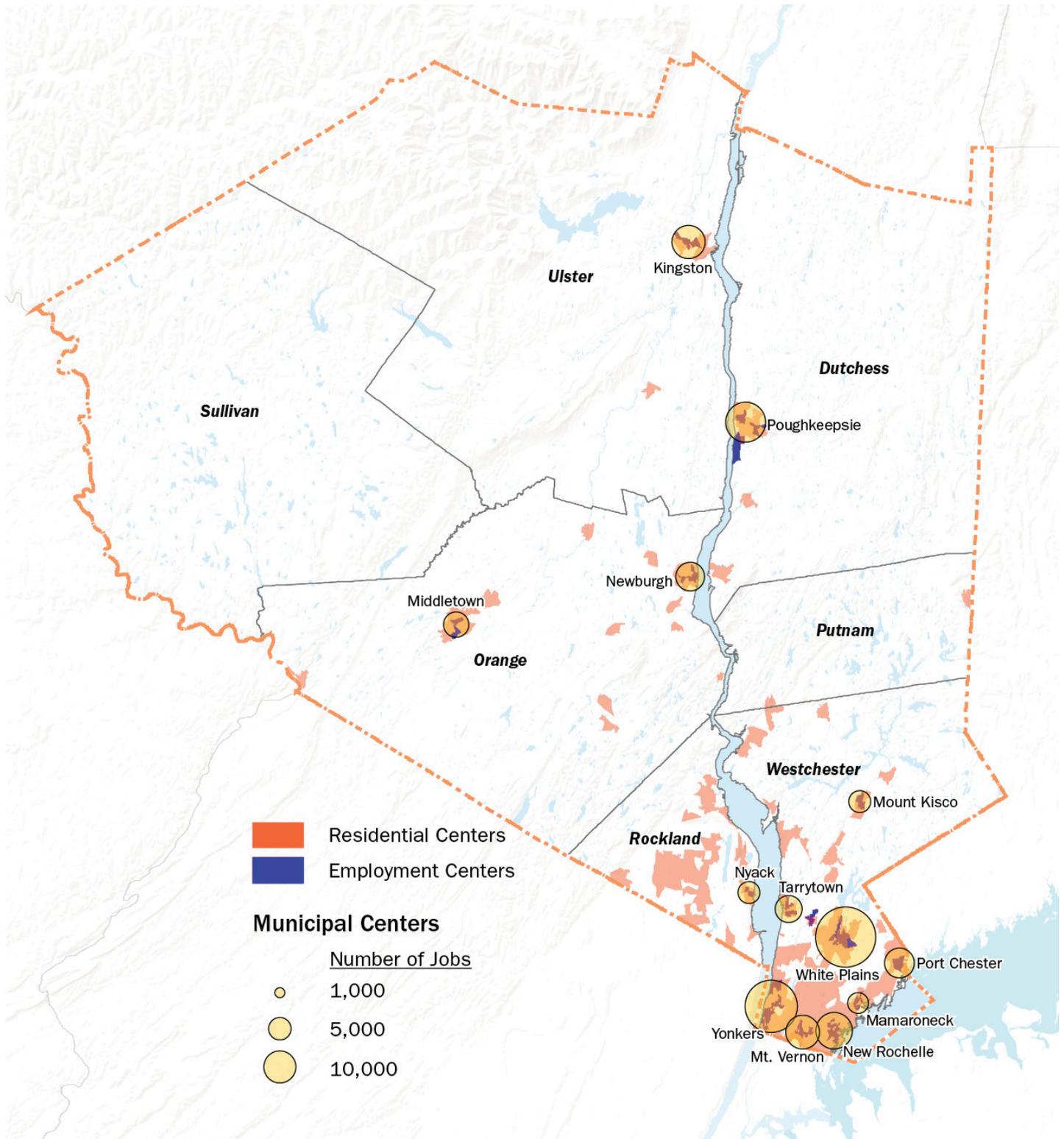
Orange County has always recognized the importance of inter-municipal planning. In fact, although each municipality controls their own planning, zoning and land use activity in accordance with New York State home rule principles, planning in Orange County is organized around several larger sub-areas. Each of these sub-areas is comprised of multiple municipalities with shared interests that extend beyond their individual boundaries: Southeast Orange County (SEOC), Mid-County and the Greater Newburgh Urbanized Area. Over the last several years, Orange County has sponsored smart growth planning initiatives in each of these sub-areas.

The Comprehensive Plan calls for continued efforts along these lines. In fact, two of the seven Quality Communities Principles speak directly to regional planning: Concurrency – defining a regional context for the County’s future by insuring that county, municipal and private sector efforts communicate and share goals; and Partnership -working together among all levels of government and with all civic and community interests.

### Design Manual

The material in the Design Manual derives from several initiatives in the larger planning sub-areas described above. In fact, the five Place types for priority growth in the Manual were based on settlement patterns in these larger sub-regional planning areas. While most of the material in the Manual is at the scale of these individual Place types such as Downtowns, Corridors and New Neighborhoods, the Manual also recognizes that there are numerous objectives that can only be accomplished through regional cooperation. For example, one of the important objectives in the Manual is the protection of watersheds, which rarely conform to the boundaries of a single municipality or county. Similarly, the objective of maximizing connectivity implies extension beyond municipal boundaries. The Manual explains how best practice stormwater details can be deployed to accomplish protection of water resources and also provides details for trails and greenways.

The Manual also includes a section on how to direct growth across the larger landscape and implementation tools that operate at the inter-municipal scale. These include transfer of development rights (TDR), designation of critical environmental areas and resource-specific plans.



The Primary Regional Centers on this map were identified by mapping the coincidence of these features: 1) well -designed street grids of good connectivity as measured by density of road intersections; 2) good access to transit - either within 5-mile road distance to a rail station or with good local bus services; 3) schools that are located in walkable urban settings, and; 4) medium or high transit scores that indicate suitability for transit investments. Transit score is an indicator developed by NJT and DVRPC that is a composite measurement of population, employment, and 0-car household densities.

The location of Primary Regional Centers throughout the seven-county Regional Planning Consortium provides opportunities for cooperation on matters of regional interest, such as protection of the Hudson River Estuary, expansion and cohesive development of the Hudson River Greenway Water Trail, and roadway and trail connections throughout the region to maximize tourism opportunities.

# Greenway Principal 5

## Heritage and Environment Education

Greenway Compact

1: Resource Protection

2: Economic Development

3: Public Access

4: Regional Planning

**5: Heritage and Environment Education**

**Promote awareness among residents and visitors about the Valley's natural, cultural, scenic and historic resources.**

**Strategies for Quality Communities:**

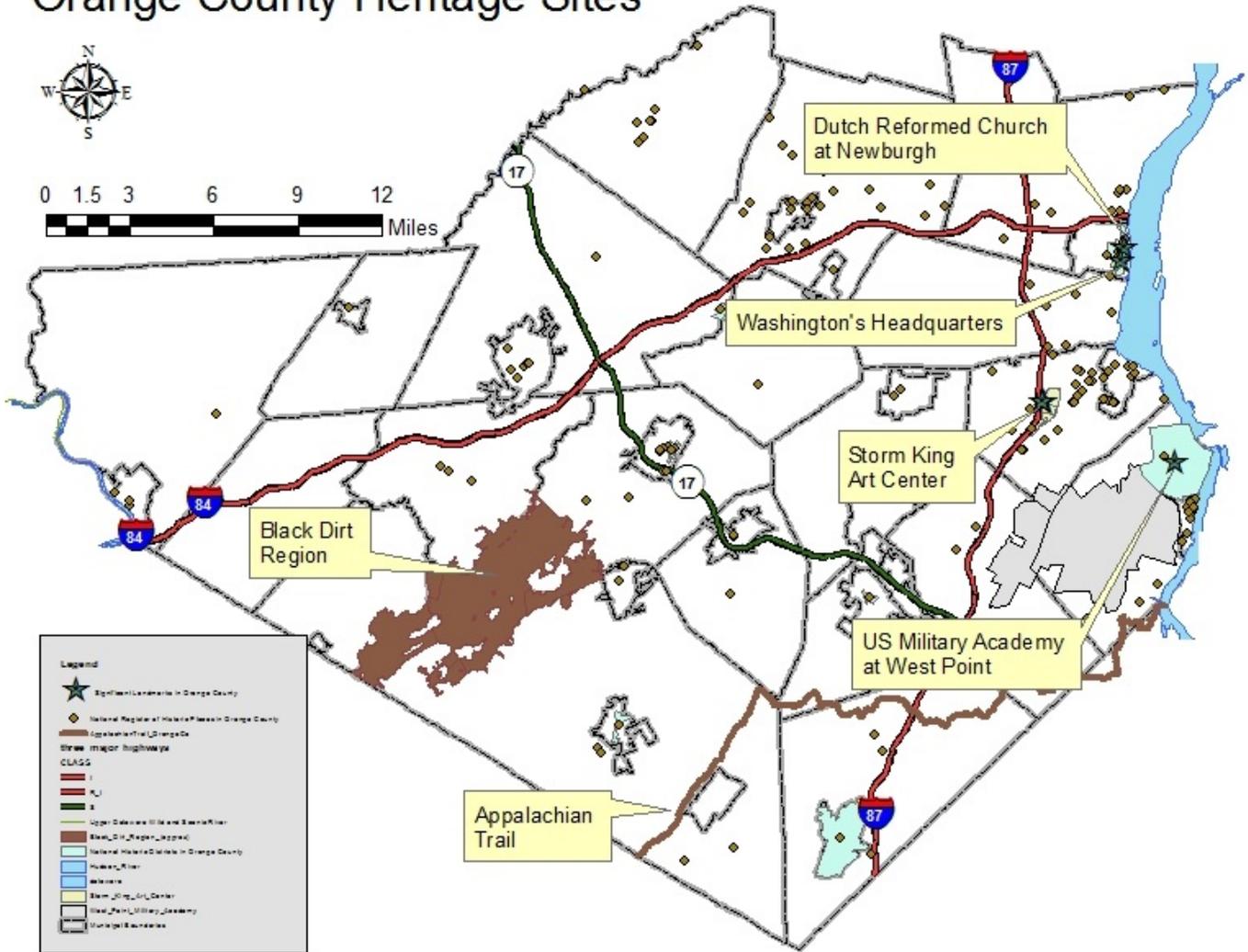
Orange County has a wealth of historic and cultural resources set in a beautiful landscape. Complementing the rich natural and agricultural landscape is a cultural landscape that includes everything from scenic views to historic downtowns and village centers. There are museums and performing arts centers as well as institutions of higher learning and other special destinations such as the Storm King Art Center. Historic sites abound throughout the County, many of them dating to the Revolutionary War, as well as sites depicting the roles of agriculture and industry in the County's growth and history. The County has a great opportunity to capitalize on the larger Hudson River Valley as a world-class cultural, historical and educational destination.

The Comprehensive Plan is clear that this is not merely a matter of protection, but of education and promotion. There are explicit policies of the plan to promote these resources and to ensure that cultural and higher educational resources are provided for current and future residents. Environmental stewardship is part of that advocacy and educational agenda.

**Design Manual**

The Design Manual is clear that creating "complete communities" means locating neighborhood and civic uses in places where they are accessible and complementary to their surroundings. Physical integration is an essential complementary strategy to integrating school programs with the cultural and natural heritage of the County.

# Orange County Heritage Sites



Data on this map has been provided by the National Register of Historic Places (National Register Sites, National Historic Districts and Significant Landmarks), the National Park Services (Wild and Scenic Rivers, Appalachian Trail), and the Orange County Planning Department (Agricultural Regions, Municipal Boundaries, Major Highways). For a full listing of National Historic Sites and Districts in Orange County, please visit [www.nps.gov/nr/](http://www.nps.gov/nr/).

## Part II

# Strategies for Quality Communities



The best of the Orange County landscape balances open space and built environments.

Open Space

Built Environments

Corridors

Transportation

Economic  
Development

Housing and  
Neighborhood  
Preservation

Environmental  
Infrastructure

Historic and  
Cultural Resources

This part of this document summarizes the County's Comprehensive Plan. Each of the color-coded bars in the margins of the pages correspond to different sections of the Comprehensive Plan. With a few exceptions, no more than a single page is devoted to each of the recommendations in the Plan, providing an easy-to-read summary.

In order to integrate the Design Manual, many of these pages are illustrated with images taken from the Manual. Through this image, the reader is directed to the relevant section of the full Design Manual which is incorporated into this Compact by reference.

# Strategies for Quality Communities

**Open Space.** Identify undeveloped areas of the County as appropriate for permanent open space, establish acquisition priorities and conserve farmland to enhance the open space character of the County as well as to diversify its economic base.

**Built environments.** For all built environments of the County utilize infill, redevelopment and new development techniques which enhance the advancement of quality communities.

**Corridors.** Secure the rural ambience and community aesthetic of the County through control of land use along its multipurpose corridors.

**Transportation.** Promote a multi-modal transportation network that meets the needs of all segments of the County's current and future population for intra- and inter-County travel adequately supports anticipated economic development.

**Economic Development.** Strengthen the economy in Orange County by attracting and supporting businesses that will enhance the County's economic base and provide jobs, tax revenues, and an orderly and sustainable land use pattern

**Housing and Neighborhood Preservation.** Offer an array of housing options that are affordable to a range of household incomes.

**Environmental Infrastructure.** Encourage the provision of adequate utility systems that meet the needs of Orange County residents and businesses while balancing the preservation and quality of the County's natural resources.

**Historic and Cultural Resources.** Identify, protect and promote the County's historical and cultural resources ensuring their ability to enhance the sense of place and quality of life of County residents while providing an important component of overall county economic development.

Open Space
Built Environments
Corridors
Transportation
Economic Development
Housing and Neighborhood Preservation
Environmental Infrastructure
Historic and Cultural Resources

# The Land Use Plan and the Vision for Quality Communities

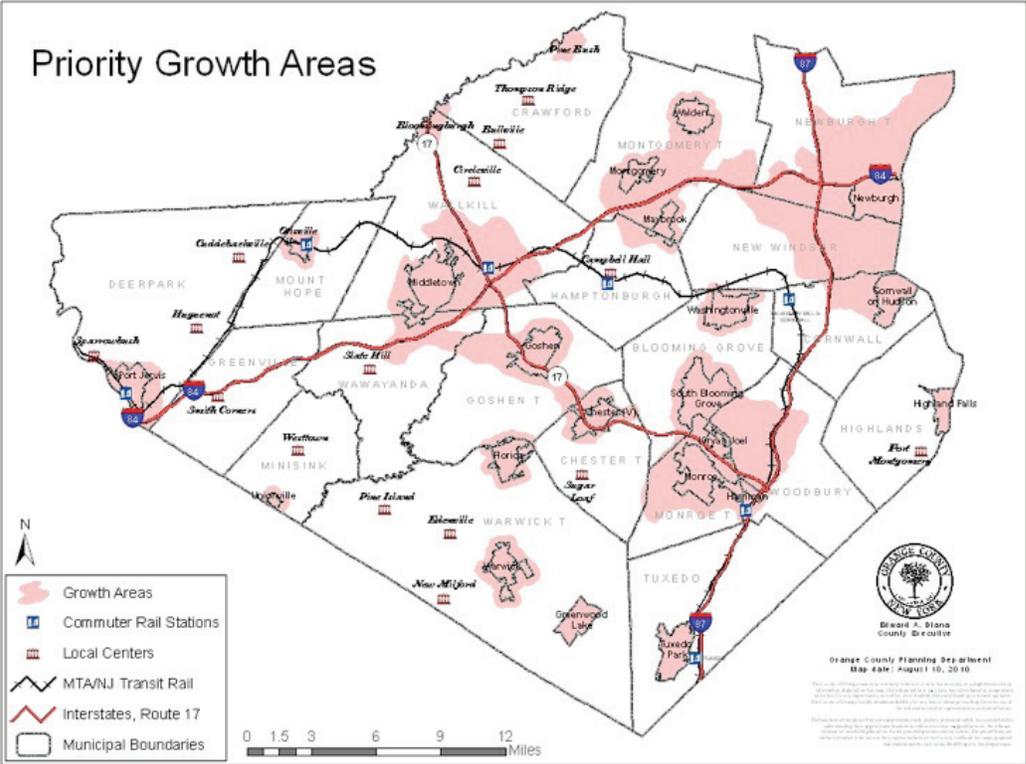
The Land Use Plan for the County is based on the Priority Growth Area concept.

<b>Open Space</b>
Built Environments
Corridors
Transportation
Economic Development
Housing and Neighborhood Preservation
Environmental Infrastructure
Historic and Cultural Resources

- Identify the places where development should take place, especially in the County’s historic centers. These are places that can support a more intensive mix of uses, infill redevelopment and provide a distinct sense of place.
- Link those places with transit at every scale. This means intermodal connections between transit, motor vehicles, bicycles and pedestrians.
- Manage whatever growth takes place outside of the growth areas in a way that protects Orange County’s precious natural and open space resources. As outlined in the County’s Open Space plan, the focus is on five major resource areas: Water, Agriculture, Recreation, Landforms and Landmarks, and Biological Diversity.

The Vision for Quality Communities builds on this fundamental strategy;

- Create a comprehensive vision for all of the County’s Open Space Environments
- Make sure that all of the Built Environments are guided by best practices for development and are of the highest quality. (see back of this document for an explanation of the Design Manual).
- Link all of those natural and built environments with well designed corridors of every kind – from commercial roads to multi-use trails.



# Open Space Environments Goal

**Conserve the County's natural land resources in a sustainable, linked combination of parks, open space, agricultural lands and waterfront.**

When we think of Open Space Environments in Orange County, our thoughts naturally turn to the many pristine riparian corridors, the majestic stands of old growth forest and acres of gently rolling farmlands. Fortunately, much of this land is publicly owned and the County is committed to on-going acquisition of more. In spite of these efforts, the County has seen 25% of its farm land converted to other uses over the last 20 years. Ultimately, preservation and enhancement of the County's Open Space Resources will depend on an integrated approach to all of the County's resources – not just natural areas but recreational opportunities, agricultural lands and waterfronts. By demonstrating the ways in which all of these initiatives are related, the County can build support among the many diverse interests who collectively will implement the policies that will insure the quality of life in the community.

**“The town should continue its effort to ensure that protected open space connects with open space proposed as part of cluster subdivisions through the 4-step conservation subdivision design**

– Town of Warwick Comprehensive Plan, 2008.



One of the many scenic views in the Hudson Valley.

**“Tuxedo's open spaces and small town size are major attractions and the reason most people come and remain.”**

– Town of Tuxedo Comprehensive Plan Update, 2011.

<b>Open Space</b>
Built Environments
Corridors
Transportation
Economic Development
Housing and Neighborhood Preservation
Environmental Infrastructure
Historic and Cultural Resources



Existing



Smart Growth

# Open Space

## Parks and Recreation Goal

**Utilize and adequately maintain the County's existing parks and strategically acquire or facilitate the preservation of additional parkland, more prominent vistas and develop facilities to meet the needs of all users.**

With the County's population expected to grow substantially in the next twenty years, quality of life – and in turn the economic viability of the County – will depend in part on providing recreational opportunities of the highest order. An increasingly diverse population will have increasingly diverse needs and the County will continue to work with the municipalities to locate and then connect the most strategic opportunities. Because financial resources will always be constrained, institutions, especially schools, will be essential partners by enabling more flexible and diverse activities into our biggest civic investment.

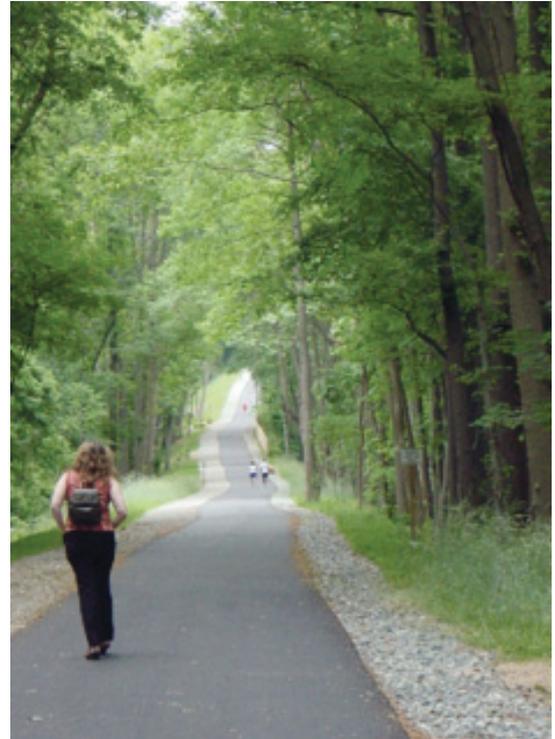
Finally, a comprehensive multi-purpose trail – also a core principal of the Greenway Compact – will not only create a signature recreational resource, but will create both a physical and emotional link between Orange County's many diverse communities.

**“Provide small parks, commons, and plazas to encourage a public focus for the Village Center.”**

– Village of Greenwood Lake Comprehensive Plan, 1997.

**“Increase opportunities for bike use through development of a marked citywide bikeway system that coordinates with the Orange Heritage trail and of public bike racks to facilitate such transportation mode.”**

– City of Middletown Comprehensive Plan, August 2007



Multipurpose trails link open spaces and communities.

- Open Space**
- Built Environments
- Corridors
- Transportation
- Economic Development
- Housing and Neighborhood Preservation
- Environmental Infrastructure
- Historic and Cultural Resources

**Design Manual: See Detail N20**



Existing

Uncoordinated

Coordinated

### Nature



**Create the urban forest**

- Landscape parks and plazas

**Create linked open spaces**

- Link protected resource areas on individual parcels
- Create and link parks and greenways

# Open Space

## Agriculture Goal

**Identify undeveloped areas of the County as appropriate for permanent open space, establish acquisition priorities and conserve farmland to enhance the open space character of the County as well as to diversify its economic base.**

Agricultural lands are an essential part of the Orange County Open Space Resources. Large areas of farmland ensure the continuity of natural systems, preserve habitat, protect watersheds and ensure beautiful vistas that are part of the quality of life of the County and enhance the experience of adjacent recreational areas. Farmlands also play an important role in the economic life of the County. In addition to the direct benefits of the industry, agriculture adds value as a source of tourism and overall quality of life. Finally, in this age when local communities and regions alike have come to understand the importance of food security, Orange County has the opportunity to be at the vanguard of sustainable agricultural practices. A key implementation strategy is to work with local municipalities to develop creative land use regulations, such as conservation subdivisions to preserve farmland.



Orange County farmland is one of the great open space resources of the region.

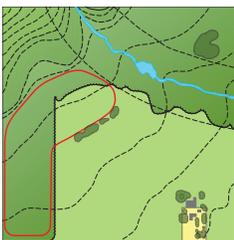
**“Protect and enhance the agricultural activities and character of the Town. Encourage the preservation of viable agricultural properties; Identify farmland for use in a Purchase of Development Rights (PDR) program, instituted by Town-wide referendum in 2004; Actively work with farmers to promote best farming practices; and Maintain farm-friendly practices in agricultural areas.”**

- Town of Goshen Comprehensive Plan, 2008.

**“In surveys and at public meetings, the people of Warwick have expressed their overwhelming preference to preserve Warwick’s rural quality, its natural beauty, and its agricultural heritage.”**

- Town of Warwick Comprehensive Plan, 2008.

**Design Manual: See Detail N10**



### Nature



**Protect natural and scenic resources**

- Mandate conservation subdivisions

**Conservation subdivision**

#### Open Space

Built Environments

Corridors

Transportation

Economic Development

Housing and Neighborhood Preservation

Environmental Infrastructure

Historic and Cultural Resources

# Open Space

## Waterfronts Goal

**Utilize the active and passive recreation and open space potential of waterfront resources.**

More than any other open space objective, waterfront planning needs to be based on inter-municipal and regional cooperation. Watersheds rarely if ever correspond to municipal boundaries. However, this challenge can be used to initiate new multi-jurisdictional conversations about a wide range of issues, including best-practice development relative to natural resources. To build support for these initiatives, the County will work with municipalities to identify and promote water-dependent and water-enhanced activities along waterfronts, including using waterways for transportation. As with other open space initiatives, financial resources will always be constrained and so public-private partnerships as well as partnerships with institutions will be an important part of this strategy. Finally, the Hudson River Greenway is the signature opportunity to not only provide a great recreational resource, but to take advantage of identifying with one of the greatest regional resources in the Northeast.

Within Orange County, there are four sites identified as part of the Hudson River Greenway Water Trail; car-top boat launches in Newburgh, Cornwall, and at Kowawese Unique Area in New Windsor, as well as a day use site at Fort Montgomery. The Town of Highlands, Scenic Hudson, and the Palisades Interstate Park Commission are currently collaborating to develop a park at the Fort Montgomery marina, which will add a further public access site. As part of the County's and municipalities' efforts toward promoting activities along the waterfront, all parties concerned should make an effort to identify additional sites for public access along the river. Once those sites are identified, strategies should be developed for improving them and integrating them into the Hudson River Valley Greenway Water Trail.

**"...there is a significant need for additional active and passive recreation....the Village should immediately pursue the acquisition of some riverfront land in the northeastern portion of the Village as a joint public-private partnership in conjunction with private development activity"**



The active Cornwall waterfront.

**"Future development in the waterfront area will provide an opportunity to improve open spaces, public waterfront access and amenities, which will all be linked by a continuous walkway along the riverfront."**

- City of Newburgh Future Land Use Plan, 2011

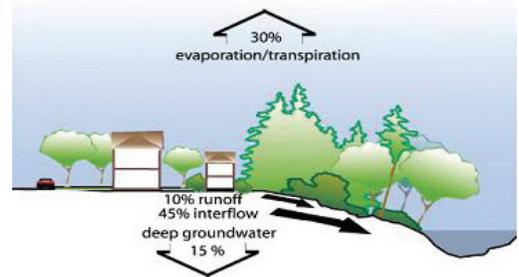
<b>Open Space</b>
Built Environments
Corridors
Transportation
Economic Development
Housing and Neighborhood Preservation
Environmental Infrastructure
Historic and Cultural Resources

Design Manual: See Detail **N45**

### Nature

**Protect natural and scenic resources**

- Protect watersheds



# Built Environments

## Residential Areas

**For all built environments of the County utilize infill, redevelopment and new development techniques which enhance the advancement of quality communities.**

One does not have to look beyond Orange County's older neighborhoods to see best-practice planning and design principles in action: an interconnected street network that not only distributes car traffic at reasonable speeds, but also enables pedestrian and bicycle mobility; beautiful tree-lined streets where the houses face each other, creating a sense of place; and where natural and man-made open spaces create a sense of community and a connection to Orange County's landscape. The County will continue to work with municipalities to adopt site plan and subdivision regulations that capture these traditional neighborhood design values as illustrated in the Orange County Design Manual.



Walkable neighborhoods make great communities.

- Open Space
- Built Environments**
- Corridors
- Transportation
- Economic Development
- Housing and Neighborhood Preservation
- Environmental Infrastructure
- Historic and Cultural Resources

"Support existing Village centers and foster Town clusters: Promote subdivision designs and layouts that create connected street patterns where appropriate; allow cluster development in order to encourage pedestrian activity and reduce car dependence for all trip generated activity; and allow group water and waste systems in cluster developments in order to maintain environmental stability where appropriate

- Town of Goshen Comprehensive Plan, 2008

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

- City of Newburgh Sustainable Master Plan, 2008

**Design Manual: See Detail C30**

### Communities

Create beautiful neighborhoods



- Orient buildings to the streets
- Promote context-sensitive design



# Built Environments

## Commercial Areas

**For all built environments of the County utilize infill, redevelopment and new development techniques which enhance the advancement of quality communities.**

Commercial development is essential to the economic well being of every municipality. Properly designed, context-sensitive infill development in downtowns and village centers can add value by making efficient use of existing infrastructure, supporting existing businesses and reinforcing community sense of place. Land use regulations can promote context-sensitive mixed-use development through design guidelines that encourage mixed-use buildings along the street and keep cars from taking over.

A bigger challenge are the commercial areas outside of centers. When these areas are not planned properly, they create disruptive traffic patterns, they use land inefficiently and they compromise the environment by generating a lot of polluted storm water run off. The worst of these places will go out of business and become a liability for the community. But if planned and designed correctly, these commercial areas can be more than just “Anywhere USA” strips. They can actually begin to function as centers for the adjoining communities, reducing expensive car trips and helping to create complete communities. And the higher-value development will generate more tax revenue. While many of these areas will remain almost exclusively commercial, it is possible to balance the needs of the automobile with those of the pedestrian. If enabled by the municipal zoning code, individual properties along the strip can have cross-access and shared parking agreements to reduce short, inefficient car trips and impervious surfaces. Sidewalks and landscaping can make it possible for people to walk between destinations and from the closest neighborhoods.

**“streetscapes should encourage but not be limited to parking in the rear of commercial and residential development.”**

- Village of Warwick Comprehensive Plan, 2007

**“The Village is located partially in a priority growth area, described as a “community center.” These “centers” are smaller scale urban centers, typically with a central business district, a mix of civic, community and commercial facilities, and a variety of housing types and densities”**

- Village of Cornwall-On-Hudson Comprehensive Plan, 2007.



Open Space

**Built Environments**

Corridors

Transportation

Economic Development

Housing and Neighborhood Preservation

Environmental Infrastructure

Historic and Cultural Resources

Design Manual: See Detail **C73**

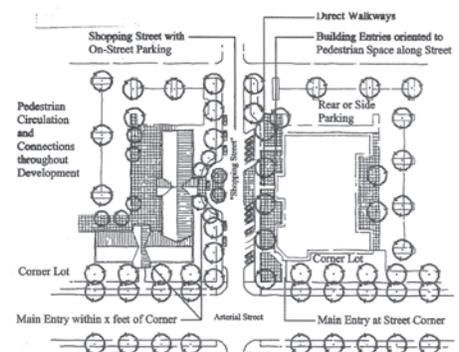
### Communities



**Create pedestrian-oriented commercial areas**

- Promote mixed-use buildings
- Promote infill development
- Create “main street” environments

See Detail **C73**



# Built Environments

## Office and Industrial Parks

**For all built environments of the County utilize infill, redevelopment and new development techniques which enhance the advancement of quality communities.**

Orange County, with its excellent highway access, is a strategic gateway for the New York metro area. As a result, office and industrial parks can be found almost anywhere, but that does not mean that they should be located anywhere. Higher-value office and industrial parks are often well landscaped. However, if they are not properly sited, they can compromise views of the landscape and if they are in very remote locations, they generate excessive truck and auto travel, which adds to congestion and wear-and-tear on the roads. In addition, the industrial and office economy is changing. Conventional manufacturing is giving way to warehousing and distribution facilities. Office park vacancies reveal renewed interest in more mixed-use, transit-accessible locations.

In an increasingly competitive regional environment, Orange County must do more than just make land available for industrial and office park development. In addition to an economic development strategy that targets high-value added businesses linked to the knowledge economy, these places need to be physically attractive and strive to offer the kinds of amenities attractive to the next generation of entrepreneurs. New uses can be introduced and locations can be favored that put office and industrial parks in places near corridors that are well connected to other centers and even transit.



Preserved wetlands on a commercial campus.

**“Those areas with good access to transportation networks should be considered for industrial and commercial development. The Town should take advantage of the new Route 84 interchanges proposed for Stewart Airport by N.Y. State.”**

– Town of Montgomery Master Plan, 1988

**“Enhance and expand non-residential development to include infill along existing mixed use corridors. Extend well designed commercial development into new areas along heavily traveled routes... in order to encourage economic development while limiting unplanned and scattered strip development.”**

– Town of New Windsor Comprehensive Plan Update, 2009.

Open Space

**Built Environments**

Corridors

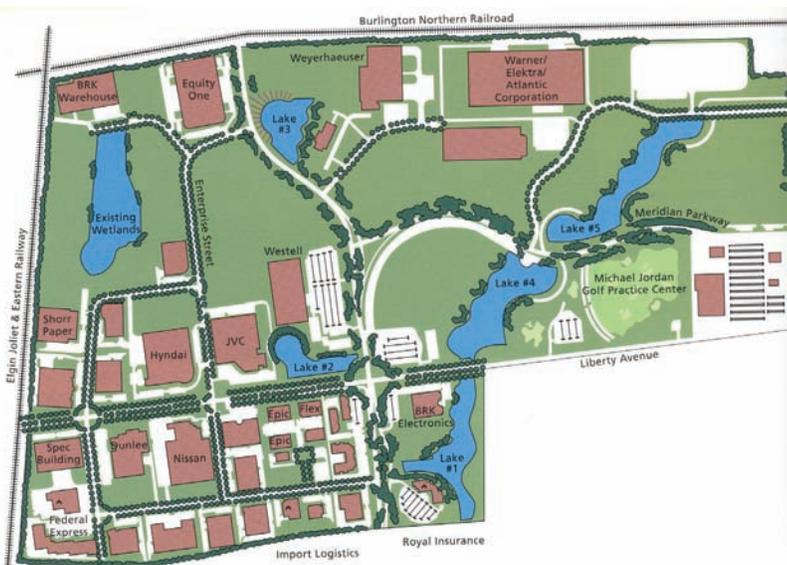
Transportation

Economic Development

Housing and Neighborhood Preservation

Environmental Infrastructure

Historic and Cultural Resources



### Meridian Eco-Industrial and Office Park

The design of the Meridian Office and Industrial park maintains the integrity of natural systems while creating an open space amenity for users and adjacent communities.

# Built Environments Institutional Areas

**For all built environments of the County utilize infill, redevelopment and new development techniques which enhance the advancement of quality communities.**

Complete communities need well designed and properly located institutions. At the scale of the neighborhood, this means school locations that promote health through safe bicycle and pedestrian access. When they are properly integrated with their neighborhoods, schools can become places that are not just for classroom learning during the day, but also places for the civic life of the community at other times.

At the scale of the County, the design and location of larger institutions is as much an economic development strategy as a design strategy: for Orange County to remain competitive, it must build a relationship between institutions and emerging, high-value added industries. Similar to industrial and office parks, at their best these places can be true “campuses”, balancing landscape values with development. In order to achieve this goal, the proper location and connections are critical to integrate these places with the landscape, with the road and transit networks, and with the community.



Kaplan Hall, SUNY Orange Newburgh Campus

**“Future development in the neighborhood center character areas should be organized around focus areas which contain shopping, services, recreation, and office and institutional facilities needed to support the neighborhoods.”**

- Town of Wallkill Comprehensive Plan, 2005



Orange Regional Medical Center

Open Space

Built Environments

Corridors

Transportation

Economic Development

Housing and Neighborhood Preservation

Environmental Infrastructure

Historic and Cultural Resources

# Corridors

**Secure the rural ambience and community aesthetic of the County through control of land use along its multipurpose corridors.**

Together with the natural systems and open space networks, corridors in Orange County create the framework around which we build our communities. While the tendency is to think of “corridors” as road-ways for moving cars around quickly, in this Vision for Quality Communities, corridors are part of a much bigger idea: corridors are not just roads, they are the off-road pedestrian trails and bicycle net-works including rail trails. They are the rail corridors that move passengers and freight. And corridors are not just utilitarian infrastructure: corridors are one of the principal ways we experience the landscape and they create the gateways and Main Streets of our villages and downtowns.

This means that our corridors need to respond to the natural features and consider the views they offer. The roads need to reflect the individual character of the communities they pass through. The roads also need to work for all users – transit, pedestrians, and bicyclists as well as automobiles. For this reason, the County suggests a set of seven roadway corridor types based on the land uses they traverse including natural features corridors, agricultural area corridors, rural residential corridors, suburban residential corridors, mixed use corridors, intensive business corridors and limited access highway corridors.



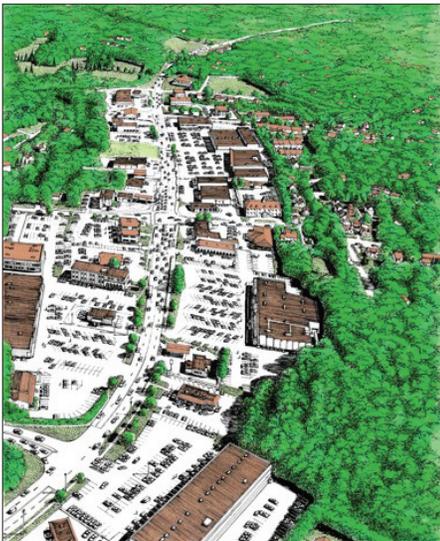
Unless properly designed, commercial corridors create unattractive sprawl.

These ideas are reinforced by the State’s Complete Streets legislation which promotes street design based on local context and alternative modes such as biking and walking.

**“The Comprehensive Plan recommends that the Town designate roads with significant natural, cultural, and scenic resources and adopt a scenic roads program to protect and enhance these corridors.”**

– Town of Greenville Comprehensive Plan, 2002.

- Open Space
- Built Environments
- Corridors**
- Transportation
- Economic Development
- Housing and Neighborhood Preservation
- Environmental Infrastructure
- Historic and Cultural Resources



Existing



Preferred

# Corridors

## Roadway Corridors Goal

### Maintain the separate and distinct character of different segments of roadway corridors

By thinking of roadways in terms of discreet and distinct segments, each with its own character and purpose, the speed, volume and design of roads can support the communities they pass through. By making this fit, communities can avoid the appearance of the typical commercial strip.

The essential strategy is to think of roads as more than asphalt surfaces for moving cars and trucks: to think of them as public spaces. That perspective suggests a number of questions that will lead to good roadway planning and design: What is this road like to walk and bike along? What natural features do people see as they move along this road? Do the buildings look like they relate to each other, or do they create visual discord? Are the buildings along the road sited in a way that helps define the space of the street?

Design guidelines for different road segments can ensure that new development addresses these questions. Because there is often turnover along commercial strips, design guidelines can incrementally transform them into environments that are more attractive and pedestrian oriented. Zoning can encourage development in those places where commercial uses already exist, resulting in nodes of development that can support walking and become transit stops.



With design guidelines, commercial strips can become attractive streets.

**“Scale all street widths and alignments, as well as building setbacks, to the neighborhood size, so as to retain the character of existing Town roads.”**

– Town of Deerpark, Orange County, New York Comprehensive Plan, 2003.

#### Design Manual: See Detail L40



Typical Suburban Parking

Reduced Parking Ratio

Sidewalk Oriented Development

### Links

#### Design streets for people

- Design for pedestrians and bicycles
- Design beautiful streets

Open Space

Built Environments

**Corridors**

Transportation

Economic Development

Housing and Neighborhood Preservation

Environmental Infrastructure

Historic and Cultural Resources

# Corridors

## Rail Corridors Goal

**Preserve active and inactive rail corridors to enhance transportation, economic development and recreation functions in the County**

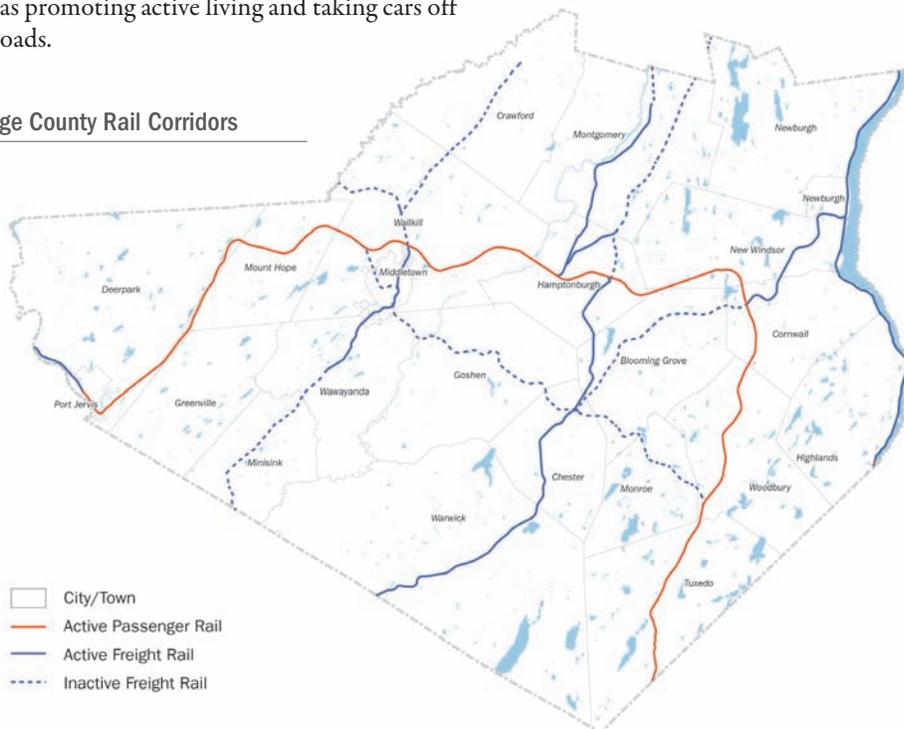
Orange County is a large and complex place, with diverse ownership patterns and a multiplicity of jurisdictions. Therefore, wherever complete rail corridors already exist, they need to be preserved because they are almost impossible to reestablish. While the once close connection between passenger rail service and the development of the town centers has been lost, the rail connections still provide an important passenger and freight movement function, an importance that will only grow as fuel costs increase and as the County wrestles with traffic. By directing future growth to places that are accessible to rail corridors, municipalities garner a host of advantages: the economies of intermodal freight movement and the placemaking benefits of “transit-oriented development.”



Older rail corridors can become multi-purpose trails.

And in those places where rail corridors will no longer be used for trains, such as the Erie Railroad Main Line, there is an opportunity to create wonderful recreational opportunities in the form of rail trails that link open space resources and village centers as well as promoting active living and taking cars off the roads.

### Orange County Rail Corridors



- City/Town
- Active Passenger Rail
- Active Freight Rail
- Inactive Freight Rail

Open Space
Built Environments
<b>Corridors</b>
Transportation
Economic Development
Housing and Neighborhood Preservation
Environmental Infrastructure
Historic and Cultural Resources

# Corridors

## Pedestrian Corridors Goal

**Maintain existing and provide for future expansion of pedestrian and bike trails and corridors in the county**

As the trails map indicates, Orange County has a robust network of pedestrian corridors. This is one of the great amenities of the County but it is much more than just a recreational resource. This network creates a host of other related benefits, including promoting active healthy lifestyles, promoting economic development in the form of enhanced tourism, and supporting the kind of overall quality of life that is essential if the County is to attract creative entrepreneurs and industries.

There are some expansions and strategic missing links that can be completed, including the Orange County Heritage Trail, the D & H Canal trail, and the Walden Trail spur to Gardner. The Appalachian Trail, the most significant trail linking the states along the Eastern Seaboard, also passes through the southeast corner of the county. Enhanced connections to the Hudson River Greenway will enable Orange County to be fully integrated, at the regional scale, with one of the greatest natural resource areas in America.

**“This revised plan recommends explicitly accommodating pedestrian and bicycle transportation needs in the higher density land use areas of the town.”**

— Town of Chester Comprehensive Plan, 2003.

**“The Town should work with Orange County under their Rails to Trails program to create a trail from Westbrookville to Cuddlebackville with a future extension to the Port Jervis Trail.”**

— Town of Deepark, Orange County, New York Comprehensive Plan, 2003.



Roadways and trailways can be side-by-side.

Open Space

Built Environments

**Corridors**

Transportation

Economic Development

Housing and Neighborhood Preservation

Environmental Infrastructure

Historic and Cultural Resources

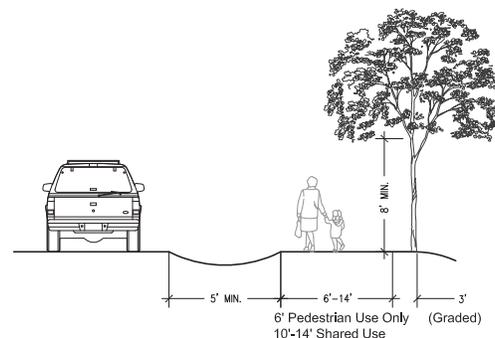
**Design Manual: See Detail L96**

### Links



**Design streets for people**

- Design for Pedestrians and bicycles
- Design beautiful streets



# Transportation Strategy

**Promote a multi-modal transportation network that meets the needs of all segments of the County’s current and future population for intra- and inter-County travel that adequately supports anticipated economic development.**

Orange County is rich in transportation resources which brings both challenges and opportunities; the core of Orange County is strategically located between three major highways, two of which are Interstates. There is both passenger and freight rail service and a significant regional airport at Stewart. Together these resources have secured the County’s status as a gateway to the rest of the region north and west of New York City. The challenge is to link transportation to other objectives so that the County does not grow at the expense of the other values articulated in this plan, especially the environmental protection and community-building goals that are embedded in the Priority Growth areas concept. Coordination with New York State DOT, the Met-ropolitan Transit Authority, the Thruway Authority, the Port Authority of New York and New Jersey, and New Jersey Transit is essential. This Vision for Quality Communities, along with the transportation plan, addresses both roadway and transit systems.



Excellent highway connections support economic development.

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

– City of Newburgh Sustainable Master Plan, 2008.

**“As Greenville continues to grow, it should take steps to promote alternative modes of transportation where feasible, such as walking, bicycling, and telecommuting.”**

– Town of Greenville Comprehensive Plan, 2002.



The Port Jervis rail line links Orange County to the region’s core.

- Open Space
- Built Environments
- Corridors
- Transportation**
- Economic Development
- Housing and Neighborhood Preservation
- Environmental Infrastructure
- Historic and Cultural Resources

# Transportation

## Roadway System Goals

**Promote a multi-modal transportation network that meets the needs of all segments of the County's current and future population for intra- and inter-County travel**

At the scale of the entire County, close coordination among all of the various providers is essential. But it is equally important to ensure that at the municipal scale, the road infrastructure supports the character and quality of life of many different individual communities. The process of providing access to the state and interstate highway network must account for impacts that this access will have on local communities. It also means that at the community level, roadway design needs to reflect local land use objectives. Roadway design should account for other modes and should reduce conflicts by minimizing the number of drive ways, promoting cross-access, minimizing parking requirements and introducing other traffic calming measures. Ultimately, roadway design is an essential part of community design.

In addition New York State has designated several scenic byways and roads in order to encourage both economic development and resource conservation. Orange County includes several byways including portions of Route 9W, the Newburgh Beacon Bridge, Bear Mountain Bridge Road, and Old Storm King Highway.



Well-designed neighborhood streets work for cars, pedestrians and bikes.

Orange County also includes small portions of New York State-designated scenic byways that are primarily located in other counties, such as the Shawangunk Mountains Scenic Byway and the Palisades Interstate Parkway.

Open Space

Built Environments

Corridors

**Transportation**

Economic Development

Housing and Neighborhood Preservation

Environmental Infrastructure

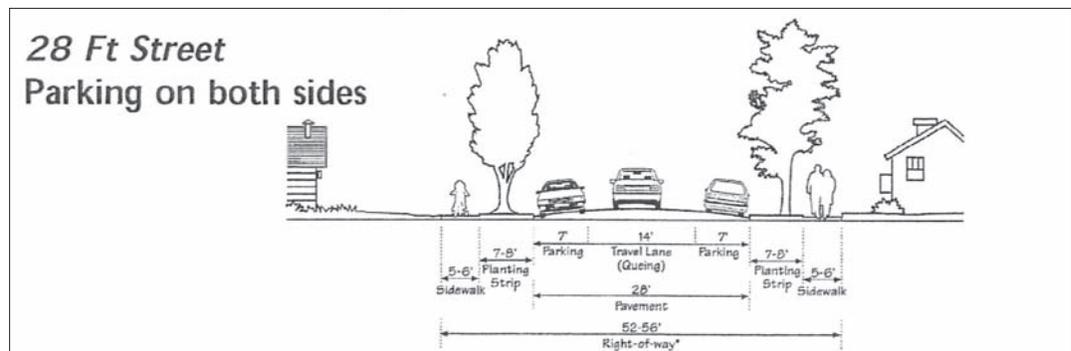
Historic and Cultural Resources

Design Manual: See Detail **L52**

### Links

#### Design streets for people

- Design for pedestrians and bicycles
- Design beautiful streets



# Transportation

## Transit System Goals

**Promote a multi-modal transportation network that meets the needs of all segments of the County's current and future population for intra- and inter-County travel.**

Orange County has a variety of excellent transit resources, but there are strategic ways in which the County's transit connectivity can be greatly improved. The County continues to work with both public and private providers to improve service including expanding service by Transit Orange, Coach USA's commuter service and MNRRL Port Jervis Line which also enables several opportunities for transit-oriented development.

Improving and extending bus service is an important strategy because rubber-wheeled transit is flexible and less capital intensive. The effectiveness of the entire system can be improved by building park-and-ride lots, implementing new feeder routes and coordinating more closely with other services, especially passenger rail service on the Port Jervis Line. Pedestrian and bike connectivity will also improve the way the entire system functions, whether for transit or trails. As population and employment grow, both bus and rail service can become more frequent and begin to compete with the automobile for convenience.



Buses are the centerpiece of Orange County public transit.

Long term investments in passenger rail and regional bus services are priorities.

Long term investments in passenger rail, and regional and intra-county bus services are priorities. The County and local municipalities should work with private developers to locate new housing and jobs in places where there are existing concentrations of activity that support transit, as well as providing shuttle services to transit stops. Realization of the Priority Growth Areas concept is essential for improved non-automobile mobility.

Open Space

Built Environments

Corridors

**Transportation**

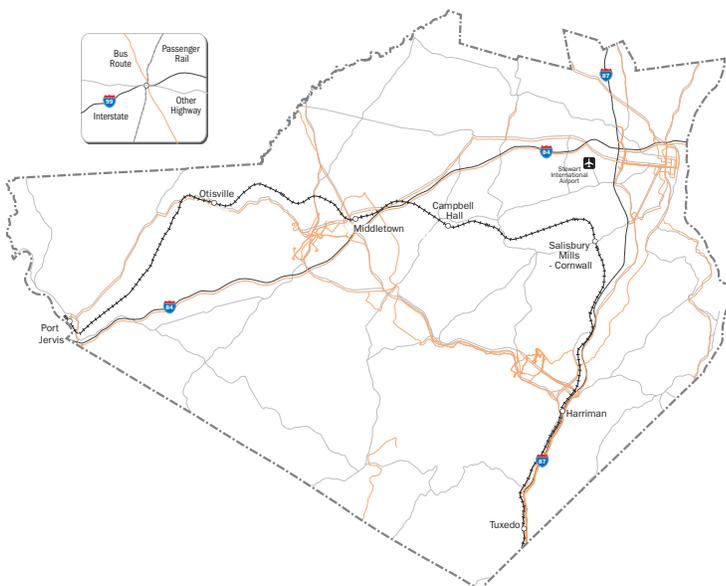
Economic Development

Housing and Neighborhood Preservation

Environmental Infrastructure

Historic and Cultural Resources

### Orange County Transit System



# Economic Development Strategy

**Strengthen the economy in Orange County by attracting and supporting businesses that will enhance the County's economic base and provide jobs, tax revenues, and an orderly and sustainable land use pattern**

To remain vital and competitive, Orange County will have to go beyond just being a cost-effective place to locate a business; the County needs to offer a skilled workforce, a well developed transportation and communications infrastructure and a high quality of life. Even as the County embraces technology, it must be alert to the danger that this will induce even more inefficient dispersion of labor and resources.

Economic development in Orange County should build on the County's unique position as a gateway to the region, served by a robust interstate and regional highway network and with the potential to grow its freight rail connections.

As a place for innovation, the County can encourage pilot projects for eco-industrial parks where businesses can coordinate their inputs and outputs, and industry cluster parks where business can work together to serve a particular industry sector. Agriculture, for instance has been identified as one of the County's key industries based on our rich agricultural heritage and traditional role as food supplier to the New York metropolitan area; as such, sustainable agricultural practices are as vital to our economy as they are to our environment.



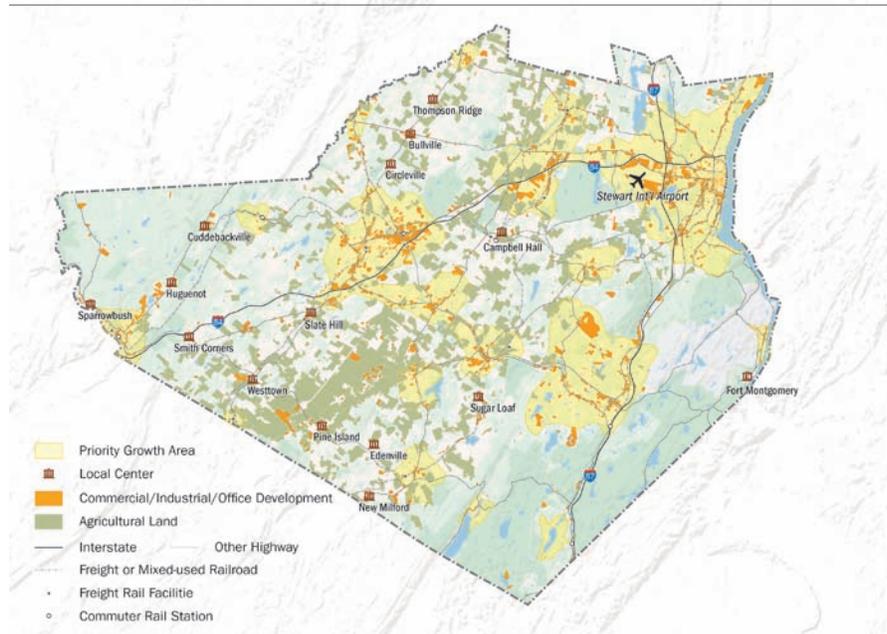
Modern agriculture is essential to economic development in Orange County.

However it is accomplished, economic development in Orange County will be balanced with community and the environment. To ensure that economic development and growth is sustainable and compatible with the nature of the County and its communities, the County has written an Economic Development Strategy, which is pending adoption by the County Legislature. This strategy, together with the Orange County Design Manual, will be available to communities throughout the region to assist them in balancing the needs of the environment, such as open space preservation and natural resource protection with the other needs of the community through best practice development techniques.

**“Encourage economic growth to enhance the tax base, provide more local employment opportunities, and create convenience shopping.”**

## Orange County Economic Development

Greenville Comprehensive Plan, 2002.



# Economic Development

## Quality of Life Goal

**Enhance, support and maintain the County's quality of life to attract an educated, highly skilled and diversified workforce and high earning businesses demanding a range of skills**

To be competitive, Orange County must continue to offer quality living environments that attract a strong and diverse workforce.

The downtowns and village centers in the Priority Growth Areas not only capture growth that would sprawl into the landscape, but offer the diverse housing options that suits an ever-more skilled and diverse workforce as well as the kinds of in-town living experiences that many young business professionals and entrepreneurs are looking for. The trail networks that link the many natural and cultural resources, as well as the waterfronts along the Delaware, Wallkill and Hudson Rivers, create another kind of open space resource attractive to residents and the new workforce. Linking to the larger Hudson River Greenway network is one of these signature opportunities.

Tourism is an area where emphasizing Orange County's many assets not only creates amenity, but has direct economic benefits by bringing people from across the region to the front doors of Orange County businesses.

Communities can reinforce their downtowns and village centers by adopting the kinds of design guidelines presented in the Orange County Design Manual and by expediting review for community-supporting development.



Active village centers attract talented workers.

- Open Space
- Built Environments
- Corridors
- Transportation
- Economic Development**
- Housing and Neighborhood Preservation
- Environmental Infrastructure
- Historic and Cultural Resources

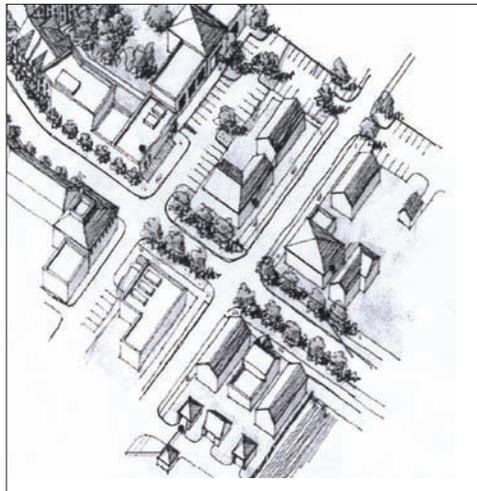
Design Manual: See Detail **C65**

### Communities



#### Create beautiful neighborhoods

- Orient buildings to streets
- Promote context-sensitive design



# Economic Development

## Workforce and Technology Goal

**Build the foundation for a knowledge based economy to capture part of the region's share of growth in technology and globally oriented businesses**

Fortunately, Orange County already has a well-educated workforce. But to remain competitive, Orange County will have to address the needs of an emerging knowledge-based economy. This means supporting the existing and future workforce with training, transportation, diverse housing options and social supports such as daycare. The County must help incubate new businesses by providing a diversity of commercial spaces, incubator facilities and by fostering links to public and private institutions, both in the County and beyond, such as Columbia and Cornell Universities. Through programs such as Build Now-NY, communities can help identify those places best suited for new business locations and expedite approvals for development in those places.

**“Several properties in the central business district are vacant or underutilized and could accommodate additional development”**

- Greenwood Lake Comprehensive Plan, 1997.



Smaller-scale businesses can thrive at rural cross-roads in the county.

Open Space

Built Environments

Corridors

Transportation

**Economic Development**

Housing and Neighborhood Preservation

Environmental Infrastructure

Historic and Cultural Resources

Design Manual: See Detail **C72**

### Communities

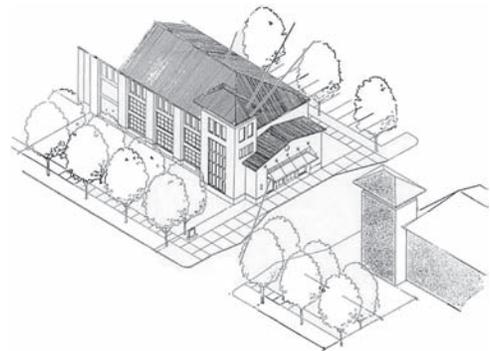


#### Create a diversity of land uses

- Provide for flexible use/mixed use
- Create pedestrian-oriented commercial areas

#### Promote mixed-use buildings

- Promote infill development



# Housing and Neighborhood Preservation Strategy

**Offer an array of housing options that are affordable to a range of household incomes.**

An array of housing choices is an essential ingredient of livable communities. However, in the last twenty years, Orange County’s housing boom has primarily produced large single-family homes on multi-acre lots and market-rate condominiums, with multifamily rental units mostly constructed in age-restricted developments. Various market, economic, land use, zoning and regulatory conditions have combined with the existing problems of oversupply of higher-cost houses and tight credit markets to severely curtail the construction of moderately priced housing and put enormous pressure on the existing supply of housing units affordable to working families. As a result there is an affordability gap in the tens of thousands of units. Communities are increasingly aware that housing diversity is essential because it enables a broad range of workers to live in communities where they work, where they were raised, or where they have friends and family. Finally, housing choice is essential to the economic prosperity of the county as businesses want to locate in places where workers at every pay scale can be found.

Since 2001, Orange County has become the second-fastest-growing county in New York State. This has placed a lot of pressure on the affordable housing supply as evidenced by a housing needs assessment published jointly by the Planning Departments of Orange, Dutchess and Ulster Counties. Zoning practices and other factors have favored single family houses on large lots in lieu of moderately priced workforce housing in a variety of formats. In order to provide housing options that benefit all residents, individual communities need to choose the solutions that best suit their character and circumstances. The County has a four-pronged strategy: Public Information, Municipal Housing Targets, Financial and Policy Incentives, and Monitoring.



A diversity of housing types create choices for families and healthy neighborhoods.

**“Ensure the continued availability of existing housing serving persons of low and moderate incomes.”**

– City of Middletown Comprehensive Plan, 2007

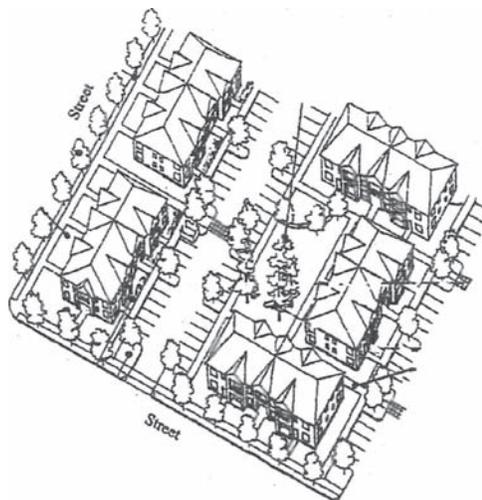
**Design Manual: See Detail C33**

## Communities



**Create beautiful neighborhoods**

- Orient buildings to streets



Open Space
Built Environments
Corridors
Transportation
Economic Development
<b>Housing and Neighborhood Preservation</b>
Environmental Infrastructure
Historic and Cultural Resources

# Housing and Neighborhood Preservation Strategy Continued

- Open Space
- Built Environments
- Corridors
- Transportation
- Economic Development
- Housing and Neighborhood Preservation**
- Environmental Infrastructure
- Historic and Cultural Resources

### Strategy 1: Public Information

The County will create a multi-faceted public information campaign. This includes outreach to municipalities to explain why housing choice is important and what techniques can be used to develop community-supporting development types. The County will also reach out to the general public through town hall meetings and by developing both hard-copy and web-based informational materials. Engaging developers is also important. Finally, the county will work with organizations that advocate for and help develop housing options.

**“The affordability of the town’s land and resources is a significant cause of its growth”**

- Town of Chester Comprehensive Plan, 2003.

### Strategy 2: Municipal Housing Targets

Every community has a need for housing choices but how that is defined and achieved may not be clear. The County will work with each municipality to determine their fair share allocation. The County will also help each community integrate housing choice goals into their land use regulations.

**“The intent of this higher density residential use category...is to provide multiple dwellings for senior and age-oriented housing in affordable rental units in limited areas”**

- Town of Chester Comprehensive Plan, 2003.

### Strategy 3: Financial and Policy Incentives

While very few public entities have the ability to construct housing on their own, there are incentives that can be provided for developers and there are alternative funding sources that can be pooled to create more housing choice. The county will work with municipalities to identify these sources and secure them.

### Strategy 4: Monitoring

The County will assist communities in developing a housing management plan and assist municipalities in creating a list of potential properties.

Design Manual: See Detail C32

### Communities



#### Create beautiful neighborhoods

- Orient buildings to streets
- Promote context-sensitive design



# Environmental Infrastructure Strategy

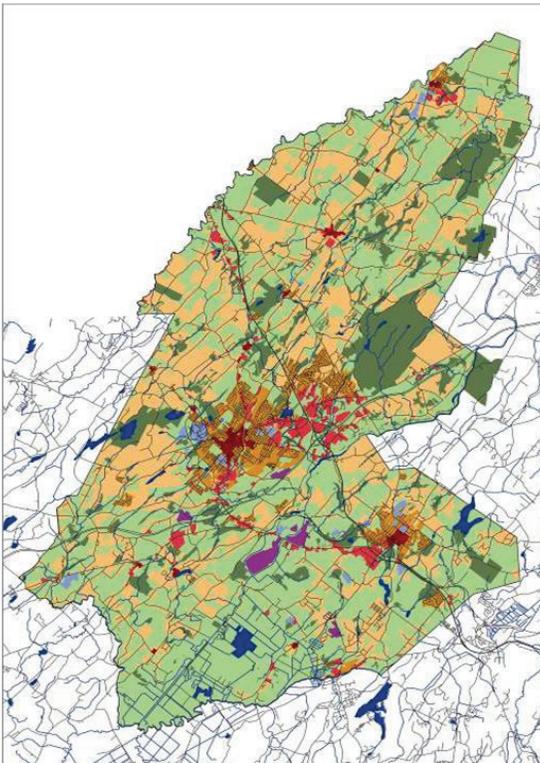
**Encourage the provision of adequate utility systems that meet the needs of Orange County residents and businesses while balancing the preservation and quality of the County's natural resources.**

Growth patterns are affected by where water and sewer services are provided. For this reason, it is essential to align service provision with other goals and objectives of the Vision for Quality Communities, especially the Priority Growth Area concept. And because the County can fund these investments directly, this plan can have a real impact on implementation.

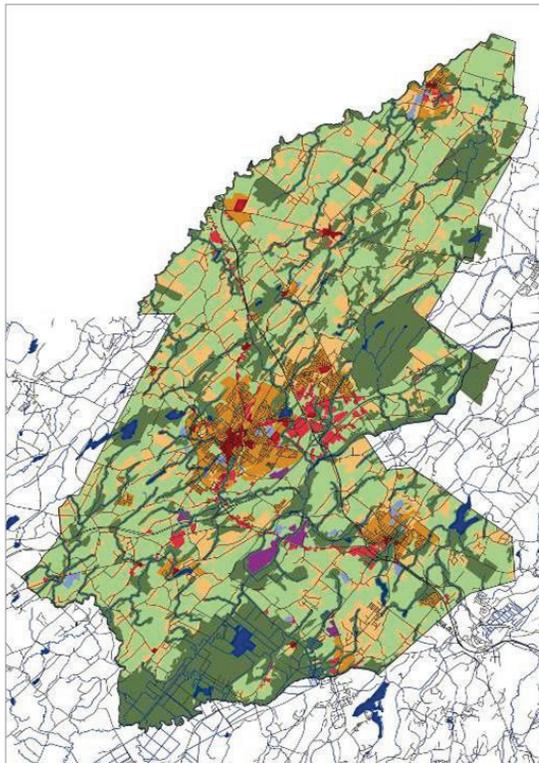
**“Preserve groundwater and protect this important resource from pollution to ensure an adequate supply of safe drinking water for present and future needs”**

- Town of Greenville Comprehensive Plan, 2002.

- Open Space
- Built Environments
- Corridors
- Transportation
- Economic Development
- Housing and Neighborhood Preservation
- Environmental Infrastructure**
- Historic and Cultural Resources



Mid-County Sprawl



Mid-County Smart Growth

# Environmental Infrastructure

## Water Supply Goal

**Provide an adequate supply of high quality water in support of the County's residential and business community.**

Many water resources are on private land or are controlled by individual municipalities; however, as with other natural systems, a comprehensive and connected network is the most beneficial. The County will continue to work with municipalities to coordinate water resources by interconnecting systems. While the County has the ability to develop some of these resources, private sector involvement can help create regional treatment and distribution systems.

The County has recently adopted a Water Master Plan, setting priorities and policies for both water supply and water resource protection. The County will continue to work with willing municipalities to protect and to share water resources, and to be smart and efficient in the use of these valued resources.

However, it is important for municipalities, private land owners and developers to be partners in these objectives. They can do so by adopting best-practice stormwater management techniques and enforcing well-head protection regulations. The County will continue to develop tools, techniques and educational resources to support the municipalities and private sector providers.

**“Allow higher density development to occur in specific areas around Sugar Loaf, the village of Chester near the King Tract, the Wickham Village area and along Lakes Road, in places where sewer and water systems could be developed or expanded in the future.”**

- Town of Chester Comprehensive Plan, 2003.

**“The Village of Florida is in an excellent development posture with the ability to both control its development growth and expand as it sees fit. Water and sewer services have excess capacity beyond the full build out of the existing village area.”**

- Village of Florida Comprehensive Plan, 2002.



Orange County works to protect beautiful and pristine water resources.

Open Space

Built Environments

Corridors

Transportation

Economic Development

Housing and Neighborhood Preservation

**Environmental Infrastructure**

Historic and Cultural Resources

**Design Manual: See Detail N45**

### Nature



#### Protect natural and scenic resources

- Create resource-specific plans and regulations
- Mandate conservation subdivisions
- Protect watersheds
- Protect freshwater wetlands
- Protect farmlands

# Environmental Infrastructure

## Sewage Treatment Goal

**Ensure the availability of environmentally sound sewage treatment systems and disposal techniques appropriate for different land development patterns which serve existing development and provide sufficient capacity to accommodate anticipated residential and business growth.**

Sewage treatment is an essential infrastructure that needs to balance local community needs with regional resource values. In some cases, a regional approach is most effective; in others a more decentralized approach can work if done in a smart, regional context. These include water conservation, industrial pre-treatment programs, and reduction of infiltration and inflow within existing systems. Building on its strong landscape values, Orange County can also be a place where innovative techniques are implemented, such as bioremediation. Pilot projects can be launched with the support of state agencies and the state university system.

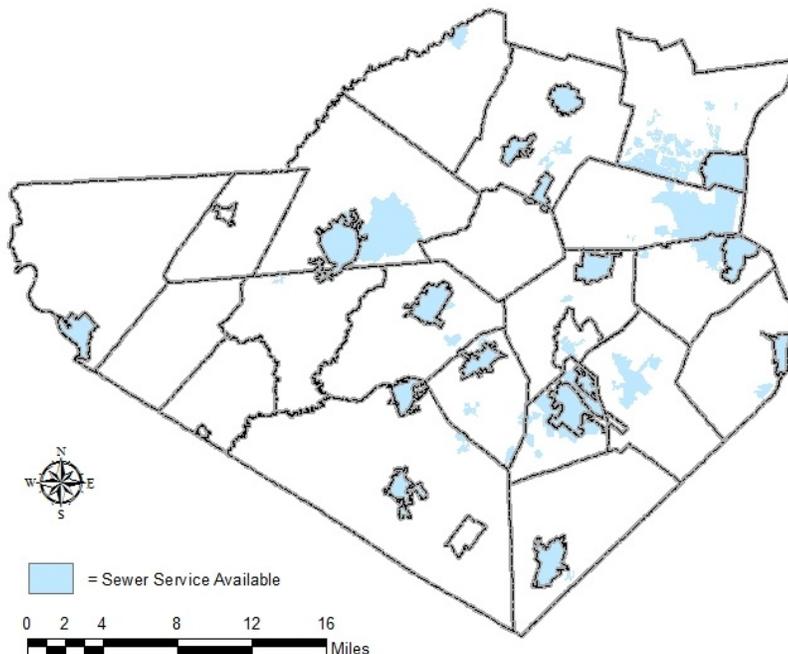


**“While the existing residential density is suitable for a village environment, the lack of central sewage treatment, and the proliferation of a dense concentration of individual septic systems, could result in a degradation of ground and surface water quality.”**

- Greenwood Lake Comprehensive Plan, 1997.

- Open Space
- Built Environments
- Corridors
- Transportation
- Economic Development
- Housing and Neighborhood Preservation
- Environmental Infrastructure**
- Historic and Cultural Resources

Orange County Sewer Service Area



# Historic Resources and Cultural Institutions

**Identify, protect and promote the County's historical and cultural resources ensuring their ability to enhance the sense of place and quality of life of County residents while providing an important component of overall county economic development.**

Orange County has a wealth of historic and cultural resources set in a beautiful landscape. There are museums and performing arts centers as well as institutions of higher learning and other special destinations such as the Storm King Art Center. The County contains numerous historic sites, many of them dating to the Revolutionary War, as well sites depicting the historic roles of agriculture and industry. One of the great opportunities is to capitalize on the larger Hudson River Valley as a world-class cultural, natural and historical destination.

Orange County is part of the Hudson River Valley National Heritage Area, one of 49 areas designated by Congress as places where natural, cultural and historic resources combine to form a cohesive nationally important landscape. Through their resources, National Heritage Areas tell nationally important stories that celebrate our nation's diverse heritage. Sites in Orange County that have been designated as contributing to the National Heritage Area include Storm King Art Center, the United States Military Academy at West Point, Bear Mountain State Park, the National Purple Heart Hall of Honor, and Washington's Headquarters, among others. The Hudson River Valley National Heritage Area is comprised of Albany, Columbia, Dutchess, Greene, Orange, Putnam, Rensselaer, Rockland, Ulster and Westchester Counties and the Village of Waterford in Saratoga County.

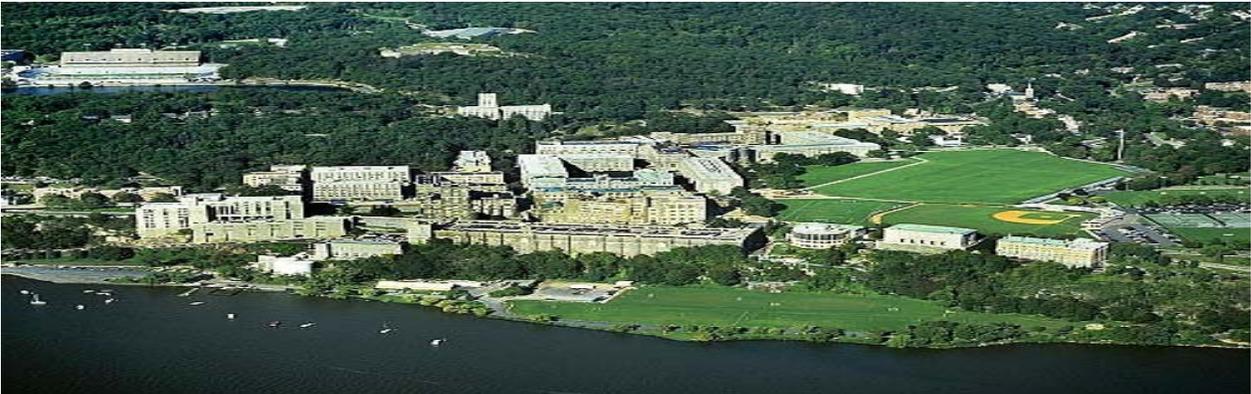


Outdoor sculptures at Storm King are a regional attraction.

A study prepared in February 2013, using visitor and spending data from 2010, analyzed the economic benefits of six specific National Heritage Areas, including the Hudson River Valley National Heritage Area, to their regions, states and local communities by measuring employment and revenue generation and economic impacts. Primarily, these benefits are derived through visitors to the National Heritage Area, such as day visitors to an historic site. The combined annual economic benefits to the Hudson River Valley National Heritage Area include \$584,986,026 in direct and indirect economic benefits, 6,530 jobs, and \$66,667,434 in tax revenue. By supporting tourism, the County can link the cultural landscape to natural landscape preservation and economic development, including the revitalization of downtowns and village centers.

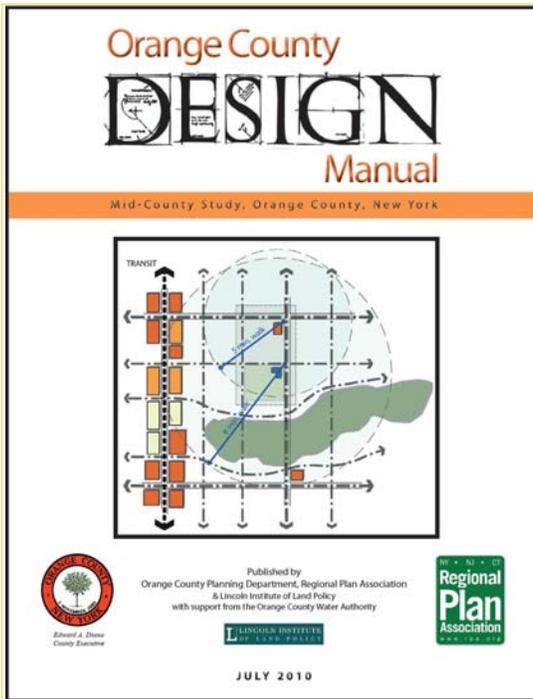
Educational and not-for-profit institutions are also part of this cultural landscape. The County provides technical assistance and identifies mechanisms such as historic preservation tax credits for institutions that wish to establish or expand their programming in Orange County.

United States Military Academy at West Point



Open Space
Built Environments
Corridors
Transportation
Economic Development
Housing and Neighborhood Preservation
Environmental Infrastructure
<b>Historic and Cultural Resources</b>

# Introduction to the Orange County Design Manual



As part of the implementation strategy for this Greenway Compact, the Orange County Design Manual is included herewith by reference. The full document can be found on the Orange County Planning Department website.

On the preceding pages, representative details are excerpted to illustrate some of the recommendations from the County Comprehensive Plan. In this section, representative pages from the introduction to the Design Manual are reproduced to introduce the organization and contents of the Design Manual.

The Design Manual describes the Where, What and How of good development, and each of these is addressed in a separate section.

## Where should our community grow?

The **Places** section describes preferred development patterns for the kinds of places that will be familiar to you and can be found in every community: Downtowns, the Edges of downtowns, Corridors, Crossroads and New Neighborhoods.

The preferred designs are explained in terms of the smart growth objectives of Nature, Links and Communities. The design details associated with the smart growth objectives are located on the plans so that you can understand where particular details are most applicable.

## What should our community do?

The **Details** section provides design and development details. These best practices were collected from around the country and are universally applicable.

The Details are also grouped according to each of the three color-coded objectives of Nature, Links and Communities.

## How should our community do it?

The **Tools and Actions** section explains implementation in terms of planning, regulations and administration. These are also grouped according to each of the three color-coded objectives of Nature, Links and Communities and cross-reference the Details that are most relevant for implementing that smart growth strategy.

Regardless of what community you live in or where that community is located, there are certain objectives that are essential to enabling good development. Throughout the manual, these are presented as three color-coded objectives:

**Nature** – Protect and enhance the environment

**Links** – Promote connectivity and mobility of all kinds

**Communities** – Create compact, mixed-use neighborhoods.

The Design Manual introduction includes a page that explains how the document is organized. There are three sections:

- Places:** Where to Grow  
Best-practice designs are presented for five neighborhood types.
- Details:** What to Do:  
Best-practice details are presented around three themes: Nature, Connectivity and Communities
- Tools and Actions:**  
How to Do It Planning tools, regulatory tools and administrative actions are described.

# How the Manual is organized

This manual is organized in to three sections:

Section 1:

## PLACES

WHERE to grow

The first part of the manual describes best-practices for accommodating growth in each of five types of places. Each place-type has been assigned an icon to assist navigation by the user.

-  **Downtowns:**  
infill in existing centers
-  **Edges:**  
extend existing centers
-  **Corridors:**  
re-make the commercial strips
-  **Crossroads:**  
complete emerging centers
-  **New Neighborhoods:**  
insure sustainable development in the landscape

In each case, the best-practice design study is explained in terms of the three themes described above —Nature, Links and Communities. The best-practice design details are keyed into the drawings so that the user can see where the various details apply. The detail numbers can also be used to navigate to the other sections of the manual.

At the end of this section, there is a collection of **Case Studies**. The Place icons are used to suggest the degree to which a particular case study is representative of one of the five place-types.

- |   |   |   |   |   |
|---|---|---|---|---|
|  |  |  |  |  |
| ●   | ◐   |   |   |   |
- Directly related
  - ◐ Partially related
  - Indirectly related

Section 2:

## DETAILS

WHAT to do

The second part of the manual is a collection of design details which can be used to implement the best-practice objectives.

The numbers of the details, as well as the edges of the pages on which they appear, are color-coded according to the three themes described above—**Nature**, **Links** and **Communities**.

Section 3:

## TOOLS & ACTIONS

HOW you need to do it

The third part of the manual explains the tools and strategies that can be used to implement the best practices.

- **Planning Tools & Actions:** These are the documents that set out the goals and objectives of the community and that will be implemented through regulations and administration. The Comprehensive Plan is the most fundamental of these, but planning documents can include are-specific or resource-specific plans, economic development plans, and transportation plans.
- **Regulatory Tools & Actions:** These are the laws and regulations that are used control development. Zoning in its various forms is the most fundamental of these, but this can also include other kinds of regulations, such as laws affecting natural resources
- **Administrative Tools & Actions:** These are actions that governments can take that shape development, such as capital expenditures on different kinds of infrastructure (roads, water, sewer), purchasing of development rights, public-private partnerships, or the administration of various review procedures, such as design and site-plan review.

Again, these are organized into the three major themes—Nature, Links and Communities—and color-coded accordingly. The details associated with each of the strategies are repeated here so that the detail numbers and the best-practice strategies can be used by the reader to navigate back to the type of place in the first section or to the detail itself in the second section.

In the **Appendix** at the end of the manual, various Tools and Actions are described in terms of the Purposes, Issues and Advantages associated with each. Also, there is a brief explanation of the requirements for local capacity, such as the cost of new studies, or the administrative burdens of new review procedures.

# GUIDE TO LOCATORS

Use these codes to travel through the Design Manual



The Design Manual includes a Guide to Locations. The Manual is heavily cross referenced, and it is possible to navigate between sections of the Manual by referencing to the Detail Numbers or the Smart Growth Principles which reappear throughout the manual.

Design Manual

The **Places** section of the Design Manual describes preferred development patterns for the kinds of places that will be familiar to you and can be found in every community: Downtowns, the Edges of downtowns, Corridors, Crossroads and New Neighborhoods.

The preferred designs are explained in terms of the smart growth objectives of Nature, Links and Communities. The design details associated with the smart growth objectives are located on the plans so that you can understand where particular details are most applicable.

# PLACES

WHERE to grow

## Downtowns – Infill the Centers



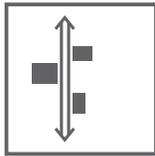
Downtowns are places that already contain a mix of activities associated with a complete community: places to shop, to work, civic and public spaces and a wide variety of housing types. Municipal services (water, sewer) are in place and it is capable of accommodating some forms of transportation.

## Edges – Expand the centers



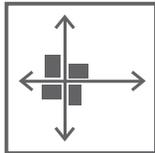
Edges are places into which the street-and-block network and land use patterns of a downtown can be extended. It may be completely undeveloped land, but it is more likely that it will be a place that already has some development and infrastructure but at a greatly reduced density so that there is an opportunity for a significant increase in development.

## Corridors – Retrofit the strip



A commercial corridor is a road that is lined with auto-oriented commercial uses. While there may be other kinds of activities within the surrounding area, the commercial corridor is almost entirely single use. With a few exceptions in small areas, the environment is built around the automobile, so much so that auto access is excessive in scale and creates a hostile environment for pedestrians.

## Crossroads – Complete a new center



Crossroads are places that already have some of the ingredients of a new center but at lower densities: perhaps there are some auto-oriented commercial uses; often there may be a fire station, town hall or other civic use; it is surrounded by developable lands that are suitable for future walkable neighborhoods.

## New Neighborhoods – Build communities



New neighborhoods are places that are largely undeveloped, but are still appropriate for new development. These are mainly residential places in a wide variety of housing types. But to be “complete communities” these include some amount of neighborhood retail and services, opportunities for live-work space, and civic uses.

# DETAILS

WHAT you need to do

## Nature



This is the underlying framework of natural resources and open spaces around which development patterns must be organized in order to protect the environment and preserve the integrity of natural systems.

### Create the urban forest

- Landscape parks and plazas
- Create green streets

### Create linked open spaces

- Link protected resource areas on individual parcels
- Create and link parks and greenways

### Protect natural and scenic resources

- Create resource-specific plans and regulations
- Mandate conservation subdivisions
- Protect watersheds
- Protect freshwater wetlands
- Protect farmlands

## Links



This is the linking of all elements of the built environment by creating as fine grained a street-and-block network as possible and by enabling all forms of mobility to reduce dependence on the automobile.

### Maximize Connectivity

- Create a connected street network
- Create new roads and connections into and between developments
- Create a trail network

### Design streets for people

- Design for pedestrians and bicycles
- Design beautiful streets

### Manage the automobile

- Deal with parking creatively
- Accommodate transit
- Traffic-calm roads

## Communities



These are places where, to the greatest extent possible, people can live, work, shop and recreate within walking distances. Building complete communities is essential for reducing dependence on automobiles, for advancing equity, and for fostering social interaction.

### Create diversity of land uses

- Locate neighborhood civic uses
- Create diversity of housing types
- Provide for flexible use/mixed use

### Create beautiful neighborhoods

- Orient buildings to streets
- Promote context-sensitive design

### Create pedestrian-oriented commercial areas

- Promote mixed-use buildings
- Promote infill development
- Create "main street" environments

The **Details** section of the Design Manual provides design and development details. The Details are also grouped according to each of the three color-coded smart growth objectives of Nature, Links and Communities.

Design Manual

The **Tools and Actions** section of the Design Manual explains implementation in terms of planning, regulations and administration. These are also grouped according to each of the three color-coded objectives of Nature, Links and Communities and cross-reference the Details that are most relevant for implementing that smart growth strategy.

# TOOLS & ACTIONS

## HOW you need to do it

### **Planning Tools & Actions**

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These are the documents that set out the goals and objectives of the community and that will be implemented through regulations and administration. The Comprehensive Plan is the most fundamental of these, but planning documents can include are-specific or resource-specific plans, economic development plans, and transportation plans.

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These are the laws and regulations that are used control development. Zoning in its various forms is the most fundamental of these, but this can also include other kinds of regulations, such as laws affecting natural resources.

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# INDEX OF IMAGES

## DOWNTOWNS

- D14** Existing building redevelopment photo-simulation, New Jersey Office of State Planning
- D33** Industrial redevelopment character guidelines, Design Review: Guidelines for Multifamily & Commercial Buildings, City of Seattle, October 1993.
- D44** Corner courtyard, adapted from Design Review: Guidelines for Multifamily & Commercial Buildings, City of Seattle, October 1993
- D45** Interior open space, adapted from Design Review: Guidelines for Multifamily & Commercial Buildings, City of Seattle, October 1993
- D50** Base, middle, top, Newwork architects and planners
- D51** Breaking down massing, Newwork architects and planners
- D52** Breaking down massing, block, Newwork architects and planners (check title)
- D40** Corner articulation, adapted from Design Review: Guidelines for Multifamily & Commercial Buildings, City of Seattle, October 1993
- D13** Corner lot development photo-simulation, New Jersey Office of State Planning

## CORRIDORS

- C020** Parking lot retrofit, adapted from Greenway Connections, Dutchess County Department of Planning and Development and the Hudson River Valley Greenway Communities Council
- C021** Arterial retrofit, adapted from Greenway Connections, Dutchess County Department of Planning and Development and the Hudson River Valley Greenway Communities Council

## NATURE

- N81** Typical greensward, University of British Columbia James Taylor Chair in Landscape and Livable Environments
- N40** through **N47** adapted from University of British Columbia James Taylor Chair in Landscape and Livable Environments
- N50** LID commercial applications, adapted from Prince George's County, MD, LID IMP Guidance Document, 2002. Images B and C adapted from Start at the Source, Bay Area Stormwater Management Agencies Association, Patric Dawe
- N51** Typical bioswale for parking, Design Guidelines for Greening Surface Parking Lots, Toronto City Planning

**N52** Permeable pavings, Design Guidelines for Greening Surface Parking Lots, Toronto City Planning

**N61** Commercial applications, adapted from Prince George's County, MD, LID IMP Guidance Document, 2002

**N70** Suburban green street, San Mateo County Sustainable Green Streets and Parking Lots Design Guidebook, City/County Association of Governments of San Mateo County (C/CAG), Neuve Ngan Associates

**N71** Bio-swale street edge, University of British Columbia James Taylor Chair in Landscape and Livable Environments

**N48** Direct the flow, University of British Columbia James Taylor Chair in Landscape and Livable Environments

**N80** through **N82** University of British Columbia James Taylor Chair in Landscape and Livable Environments

## LINKS

**L14** Connectivity calculations, adapted from Handy, Paterson and Butler, 2003

**L30** through **L32** Parking lot placement, adapted from Design Review: Guidelines for Multifamily & Commercial Buildings, City of Seattle, October 1993

**L40** Parking lot retrofit, adapted from Greenway Connections, Dutchess County Department of planning and development and the Hudson River Valley Greenway Communities Council

**L41** Large parking lot design, from Design Guidelines for Greening Surface Parking Lots, Toronto City Planning

**L50** through **L57** Street sections, State of Oregon Transportation and Growth Management Program Innovative Model Code

**L70** Suburban road diet, from Designing Streets for Pedestrians and Bicyclists, presentation by Michael Ronkin to the New Partners for Smart Growth, Los Angeles, February 2007

**L74** Traffic calming: corner bulb-out, City of San Diego, City Planning and Community Investment: Planning Division, Street Design Manual, 2002

**L78** Traffic calming: mid-block crossing, City of San Diego, City Planning and Community Investment: Planning Division, Street Design Manual, 2002

**L76** Traffic calming: speed bump, City of San Diego, City Planning and Community Investment: Planning Division, Street Design Manual, 2002

**L90** Trail system, adapted from Brauer & Associates, Ltd.

**L92** Mid-block connections, University of British Columbia James Taylor Chair in Landscape and Livable Environments

**L93** Retrofit large blocks, University of British Columbia James Taylor Chair in Landscape and Livable Environments

**L94** Shared-use path, Trail Separates from road network, adapted from Brauer & Associates and Planning and Urban Design Standards, John Wiley & Sons, Inc.

**L95** Planting buffer, trail separates from road network, adapted from Brauer & Associates and Planning and Urban Design Standards, John Wiley & Sons, Inc.

**L96** Pathway separation trail separates from road network, adapted from Brauer & Associates and Planning and Urban Design Standards, John Wiley & Sons, Inc.

**L98** Trail separates from road network, adapted from Brauer & Associates and Planning and Urban Design Standards, John Wiley & Sons, Inc.

## COMMUNITIES

**C10** Typical mixed-use development, City of Cupertino Heart of the City Tung and Saski (check title)

**C11** Neighborhood corner commercial development, The Infill and Redevelopment Code Handbook, Transportation and Growth Management Program, Oregon Department of Transportation, Oregon Department of Land Conservation and Development

**C12** Typical mixed-use building, City of Austin, Special Use Infill Options and Design Tools

**C33** Street with attached houses, State of Oregon Transportation and Growth Management Program Innovative Model Code

**C60** Typical main street, The Infill and Redevelopment Code Handbook, Transportation and Growth Management Program, Oregon Department of Transportation, Oregon Department of Land Conservation and Development

**C63** Main street enclosure, Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities, ITE

**C70** Commercial retail development, City of Cupertino Heart of the City Tung and Saski

**C71** Large scale commercial development, City of Cupertino Heart of the City Tung and Saski

**C72** Commercial office development, City of Cupertino Heart of the City Tung and Saski

**C73** Neighborhood commercial corner, City of Cupertino Heart of the City Tung and Saski

The Design Manual also includes a comprehensive index to all of the design details in the Manual.



ORANGE COUNTY  
NEW YORK