

Appendix II: Zoning and Vacant Land Analysis
Tompkins County Housing Needs Assessment
Tompkins County Planning Department
May 30, 2006

As part of this study, the Tompkins County Planning Department reviewed each of the municipal plans and zoning ordinances in the county, using criteria developed by Economic and Policy Resources, to evaluate the regulatory environment for barriers and incentives to affordable housing. It included a review of zoning and subdivision regulations for each municipality that had them as of the Fall of 2005—with a specific eye towards regulations that were friendly or unfriendly towards higher density or other housing development that would be needed to assist in alleviating housing affordability problems in the county. This appendix and the two tables at the end of this appendix summarize the results of this analysis.

As part of this study, a preliminary inventory of vacant land was also completed to determine if there is a shortage of land available for new housing development. The inventory included a review of natural resource and regulatory constraints. The vacant land analysis found that there is probably an abundance of land available to support more housing development. The analysis is summarized at the end of this appendix.

1. Guide to This Review Assessment

The following explains the language used in this analysis for each question.

A. Municipal Plan

(1) **Goals of Support?** *Do municipal comprehensive plans contain “affirmative statements” or goals that state support for developing residential housing in the community of all types—including higher density housing development?*

- | | |
|---------|---|
| Yes | Explicitly supports affordable housing |
| Partial | Indirectly supports affordable housing |
| No | Offers no goals of support for affordable housing |

(2) **Specific Policies?** *Do those municipal plans contain any specific policies of support for housing as an important part of the economic development plan of the community and/or as a means to achieve a high quality of life or a vibrant, livable community?*

- | | |
|---------|--|
| Yes | Contains specific policies that support affordable housing |
| Partial | Contains policies that may support affordable housing |
| No | Contains no policies that support affordable housing |

Restriction Contains policies that may restrict affordable housing

(3) **Supported by Data?** *If there is a housing component, are the policies supported by data or are they more anecdotal or broad statements of support for general actions?*

Yes Supports its policies with data on affordable housing

Partial Contains some data relating to affordable housing

No Contains no data relating to affordable housing

B. Zoning Regulations

(1) **Accessory Housing?** *Does that community have zoning that allows for accessory housing units (both attached and detached, or one or the other)?*

Yes Accessory housing permitted / not regulated

Partial Accessory housing requires special permit / either attached or unattached housing is not permitted / only in some zones

No Accessory housing is prohibited

(2) **Higher Density Bonuses?** *Does the municipality have residential zoning that encourages higher density development (either inclusionary or incentive-based zoning, density bonuses for senior housing, for providing affordable units, etc.)?*

Yes Higher density bonuses

No No higher density bonuses

(3) **Multi-family Permits?** *Does the municipality have zoning that allows for multi-family residential development as a "right" (e.g. permitted use as opposed to conditional use or a variance is needed in order to develop a multi-family residential project)?*

Yes Permitted

Partial Permitted in some zones

No Requires special permit / site plan review / not permitted

(4) **Mixed-use?** *Does the community allow for mixed-use development in at least one, or preferably, in at least some commercial zones?*

Yes Permitted mixed-use / residential in commercial / commercial in residential

Partial Some / special-permits for mixed-use / residential in commercial / commercial in residential

No Not allowed

(5) Restrictions on density or multi-family? *Does the municipality have zoning with building height regulations or restrictions that prevent higher density/multi-family residential or mixed use development?*

No No restrictions
Partial Minor / few restrictions
Yes Substantial restrictions

The following regulations were considered restrictions for this analysis:

- Site-plan reviews or special permits required for multi-family development.
- Minimum lot size greater than 0.5 acres (in hamlets, villages, Ithaca).
- Minimum building size.
- Minimum lot coverage.
- Minimum street frontage greater than 150 ft.
- Minimum setbacks greater than 50 ft.
- Maximum building height less than 4 stories or 45 ft in urban areas (or 35 ft or 3 stories in non-urban areas).
- Burdensome environmental regulations.
- Restrictions on mobile / manufactured homes.

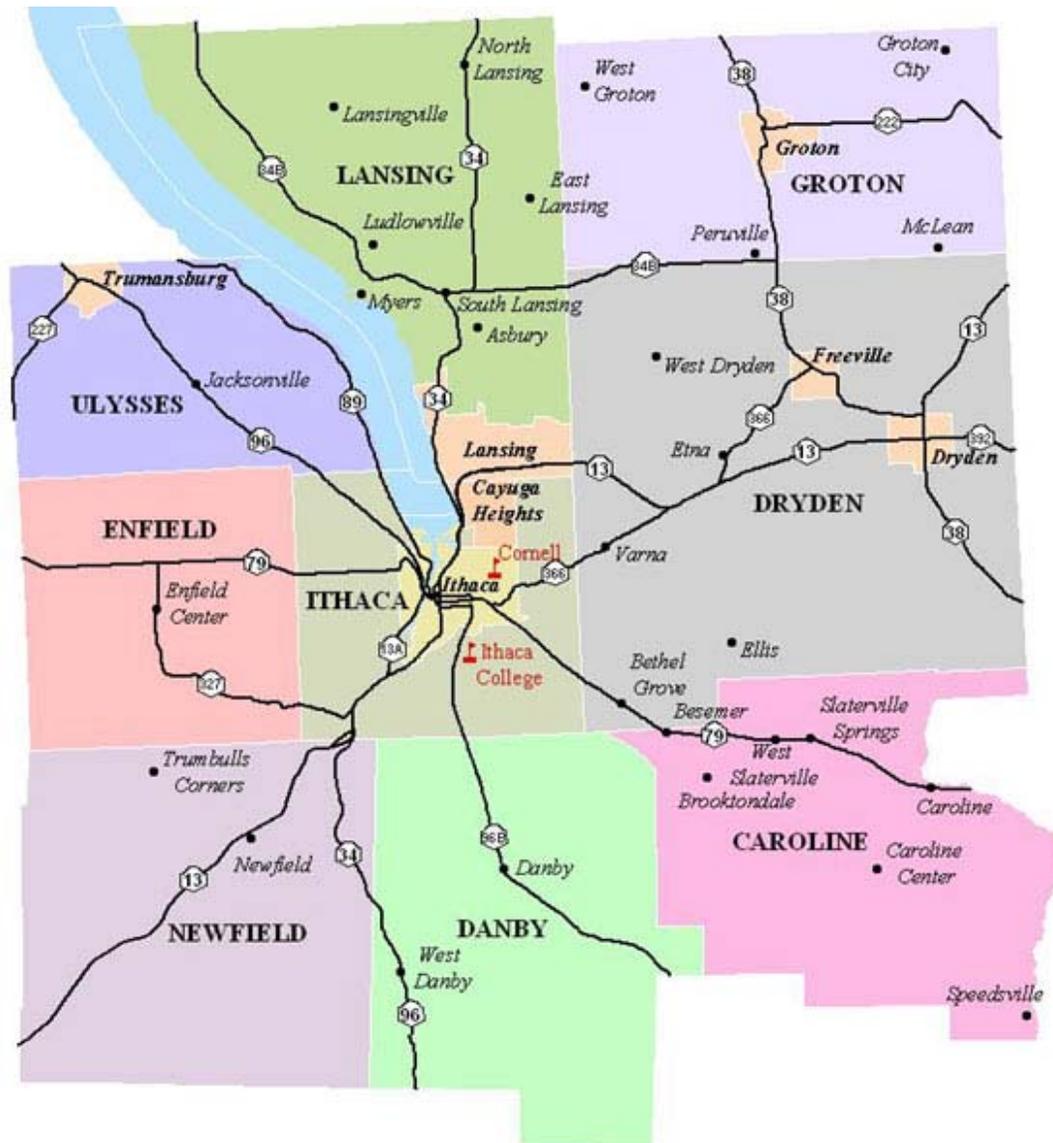
(6) Density consistent with water infrastructure? *Does the municipality have residential zones or allowed unit densities (e.g. greater than 4 units per acre) that are consistent with any in-place or planned public water or public waste-water infrastructure?*

Yes Water and sewer consistent with density
Partial Some water or sewer consistent with density
No No water or sewer consistent with density

See attached Spreadsheet and Map identifying residential zones with existing or planned water and sewer infrastructure zoned for higher allowable densities.

Note: *Partial / Yes means Partial, leaning towards Yes.
Partial / No means Partial, leaning towards No.*

Figure 2: Municipalities in Tompkins County



2. City of Ithaca

The City of Ithaca is predominantly urban residential and commercial, encompassing 6.1 sq. miles in the center of the Town of Ithaca. Ithaca is the seat of Tompkins County, and is home to Cornell University, the Ithaca Commons, Route 13 commercial development, and several parks. In 2000, Ithaca's population was 29,287 at a population density of 5,360.1 per sq mi. Median household income is \$21,441, and per capita income is \$13,408. Ithaca has public water and sewer service in virtually the entire city.

A. Municipal Plan

- (1) **Goals of support for affordable housing? No.** Ithaca's municipal plan contains no goals of support for affordable housing.

- (2) **Specific policies that support affordable housing? Partial.** Ithaca's municipal plan contains a single policy that supports affordable housing: "code and ordinance revisions should consider new efficient land uses and employment of such money-saving construction techniques both in the city and county," such as "prefabricated homes."
- (3) **Policies supported by data? Yes.** Ithaca's municipal plan supports its policies with data on affordable housing, including household income, housing demand, low-income housing demand, housing rents, housing composition, student population trends, and vacancy rates.

B. Zoning Regulations

The City of Ithaca's zoning ordinances offer little direct consideration of affordable housing. Lack of incentives for affordable housing may discourage affordable housing development. Permitting of multi-family housing, some accessory housing, mixed-use development, and allowed density greater than 4 units per acre consistent with water and sewer may offer some encouragement for affordable housing.

- (1) **Accessory housing? Partial / Yes.** Although allowed in most residential zones, accessory apartments require special permits. Two-family homes are permitted in most residential zones.
- (2) **Incentives for higher density housing? No.** Ithaca has no incentives for higher density development.
- (3) **Multi-family housing permits? Yes.** Multi-family development is permitted in many zones.
- (4) **Mixed-use? Yes.** Mixed-use residential and commercial is allowed in most commercial zones.
- (5) **Restrictions on density and multi-family housing? No.**
- Maximum building height ranges from 35 to 140 ft, depending on zone.
- (6) **Density consistent with water infrastructure? Yes.** Ithaca has public water and sewer throughout the entire city. Density greater than 4 units per acre is allowed in most of the city, consistent with public water and sewer.

3. Town of Caroline

Caroline is predominately rural, encompassing 55 sq. miles in the southeastern most portion of Tompkins County. In 2000, 2,910 people lived in Caroline, with a population density of 52.9 per sq mi. Historically an agricultural community, the town is covered mostly with natural wooded areas and fields, and has several small hamlets of varied size with limited services. Although some small local

businesses are scattered throughout the town, the vast majority of residents travel to Ithaca, Dryden, or Cortland for employment and shopping. Caroline has no public water or sewer service.

A. Municipal Plan

- (1) **Goals of support for affordable housing? Yes.** Caroline's newly-drafted municipal plan explicitly supports affordable housing with goals supporting "availability of affordable, durable, and safe housing for all residents" and clustering of new housing developments in "existing hamlets and housing focus areas."
- (2) **Specific policies that support affordable housing? Yes.** Caroline's municipal plan's implementation section is under development and will likely contain policies that support affordable housing. These policies will likely support:
 - Availability of affordable, durable, and safe housing for all residents.
 - Housing that is concentrated within designated focus areas.
 - Housing is maintained in ways that extend longevity with a focus on the upkeep of older homes.
 - Widespread implementation of low-impact and energy-efficient building practices.
 - New housing developments are clustered in existing hamlets and housing focus areas.
- (3) **Policies supported by data? Yes.** Caroline's municipal plan supports its policies with data on affordable housing, including number renter and owner households with housing cost burdens greater than 30 percent of income, home value trends, rent cost trends, and age of housing stock.

B. Zoning Regulations

Caroline's only zoning regulation is a subdivision review process for subdivisions of more than 5 acres, of more than 4 residential units, and containing any multi-family housing. However, density is not a criterion within the review. This regulation discourages higher density development only through requiring larger subdivisions to undergo a review process, meet review criteria, and incur associated costs.

- (1) **Accessory housing? Yes.** Accessory housing units are not regulated.
- (2) **Higher density housing bonuses? No.** Caroline has no incentives for higher density development.

- (3) **Multi-family housing permits? Yes.** Variances are not required for multi-family residential development. However, subdivisions with multi-family housing trigger the subdivision review.
- (4) **Mixed-use? Yes.** Mixed-use development is allowed everywhere in Caroline.
- (5) **Restrictions on density and multi-family housing? No.** Caroline has no restrictions on mobile homes, lot size, or lot dimension.
- (6) **Density consistent with water infrastructure? Partial / No.** Caroline has no public water/waste water infrastructure or residential zones, although an extension Ithaca's water system into the hamlet of Brooktondale is a remote possibility.

4. Town of Danby

Danby is predominantly rural, encompassing 54 sq. miles in the southern central portion of Tompkins County. In 2000, Danby's population was 3,007 at a population density of 56.1 per sq mi, although concentrated north towards Ithaca. The Town includes two unincorporated hamlets: one residential and one somewhat larger and with commercial, institutional and industrial sites. Median household income is \$50,348, and per capita income is \$23,078. Danby has limited public water and no sewer service.

A. Municipal Plan

- (1) **Goals of support for affordable housing? Yes.** Danby's municipal plan explicitly supports affordable housing through goals promoting "a full range of housing options for all Danby residents" and to "address regulatory barriers to the development of high quality, affordable housing."
- (2) **Specific policies that support affordable housing? Yes.** Danby's municipal plan contains specific policies that support affordable housing. The plan supports the removal of regulatory barriers to affordable housing and creation of incentives for affordable housing. These policies include direction to:
 - Use "density bonuses" in growth areas to "encourage more use of clustered residential development."
 - Consider "minimum and maximum lot size restrictions in the High Density Residential Zones" and growth areas.

- Use “‘performance zoning’ and similar contemporary techniques,” to regulate “land use intensity, not exclusively specific land uses.”
- Enhance public awareness of “senior and affordable housing” programs.
- Seek funding for “housing rehabilitation, homeowner's repair clinics, and low-income housing assistance.”

(3) **Policies supported by data? Partial.** Danby’s municipal plan contains some data relating to affordable housing, including home value trends, rent cost trends, and proportion of low- and high-cost rentals.

B. Zoning Regulations

Danby’s zoning ordinances offer no direct consideration of affordable housing. Zoning restrictions on lot size, building height, and multi-family housing, as well as lack of public wastewater infrastructure and specific incentives for high-density development may discourage affordable housing development. In addition, a new zoning law requires a significant open space set-aside that may increase development costs. Permitting of accessory units and single-family housing in commercial areas may offer some encouragement for affordable housing.

- (1) **Accessory housing? Yes.** Attached two-family housing is permitted, but unattached accessory units require a special permit. Replacement of existing accessory mobile homes also requires a special permit.
- (2) **Incentives for higher density housing? No.** Danby has no incentives for higher density development.
- (3) **Multi-family housing permits? No.** Multi-family development requires special permits in high-density residential zones, is not permitted in other zones.
- (4) **Mixed-use? Partial.** Single-family development is allowed in commercial zones, but multi-family development is not.
- (5) **Restrictions on density and multi-family housing? Yes.**
 - A new zoning law requires all subdivisions to set aside at least 60 percent of the parent plot for conservation throughout the majority of the town. This could increase development costs.
 - Multi-family development requires a special permit in high-density residential zones, and is not permitted in other zones.
 - Multi-family residences must have a setback of 80 ft from exterior property lines (as opposed to 50 ft for single-family development).
 - In high-density zones, minimum lot size is ½ acres in areas with public water, and 1 acre in areas without public water (and 2 acres in low-density and 1½ acre in medium-density zones).

- Double-wide manufactured homes are permitted in residential zones. Single-wide manufactured housing homes require special permits, granted only for replacement of existing accessory single-wide manufactured housing.

(6) ***Density consistent with water infrastructure? Partial.*** Danby has limited public water along a major road in the southwest of the town, but no sewer infrastructure. Although public water coincides with medium- and high-density zones, allowed density exceeds 4 units per acre only for multi-family development in high-density zones.

5. Town of Dryden

The Town of Dryden is predominantly rural and residential, encompassing 94.2 sq. miles in the eastern center of Tompkins County. The town encompasses two incorporated villages, Freeville and the Village of Dryden. In 2000, Dryden's population was 13,531 at a population density of 144.2 per sq mi. Median household income is \$42,559, and per capita income is \$22,415. Dryden has limited public water and sewer service, extending for 3 miles along a road from Ithaca.

A. Municipal Plan

- (1) ***Goals of support for affordable housing? Yes.*** Dryden's municipal plan contains goals that explicitly support affordable housing, with support to "provide for a variety of affordable, high-quality housing options for all town residents" and to "provide for the construction and placement of different types and styles of housing, and different densities, to serve the needs of different populations in the town."
- (2) ***Specific policies that support affordable housing? Yes / Restriction.*** Dryden's municipal plan contains specific policies that support affordable housing *as well as* policies that may restrict affordable housing. Policies that support affordable housing include direction to:
- "Encourage higher density residential development in and around the existing village and hamlet centers of population."
 - "Encourage construction of a wider variety of housing types within existing and future neighborhoods to meet the needs of an aging population."

- “Encourage a diversity of development options, including townhouses, duplexes, small multiunit complexes, and mixed residential-commercial.”
- Consider “multiple residence zoning districts” in hamlets.
- Consider “mixed-use zoning” to allow “apartment-style residences above ground floor commercial space.”
- Consider encouraging higher-density single-family owner-occupied townhouses “through the creation of small zoning districts, comprised of 1 to 3 acres each, that allow detached and attached dwellings on a few small lots scattered through the hamlet.”
- Consider special districts in hamlets to allow higher density, with the following standards:
 - “Setback and design standards for the street-facing facades of buildings. Maximum front yard setbacks are a tool commonly used in many communities, primarily to encourage return to the historic pattern of downtown commercial buildings being built at the edge of the public right-of-way;”
 - “No side yard setback requirements for attached structures, and minimal setback requirements for detached structures;”
 - “Limiting parking in front of buildings to that provided for on the street. Off-street parking must be located to the side or the rear of the property;”
 - “Increased lot coverage limits to 80 percent or more;”
 - “Strict definition of the types of retail or service establishments that would be allowed within the mixed-use area. Automobile-oriented businesses such as gas stations, convenience stores and fast food restaurants should be excluded as permitted uses;” and
 - “Additional side- and rear yard buffers where a mixed-use zoning district would abut a residential district.”
- Consider lot sizes of 11,000 sq ft around the core of hamlets or villages to encourage compact residential development, subject to the following standards:
 - “Limiting uses to single- and two-family homes;”
 - “Street design standards that ensure on-street parking lanes, curbs and underground stormwater drains, and sidewalks;”

- “Standards for landscape plantings within the public right-of-way, including spacing, types and sizes of trees and shrubs;”
- “Provisions for garages, including prohibitions of free-standing garages in front yard areas, standards for alleys that could provide access to garages in the rear yard areas of lots, and for additional setbacks and shared driveways where alleys are not practical;”
- “Maximum overall site densities, building height limit of 2 stories, bulk limits and maximum site coverage limits;” and
- “A mixture of appropriate commercial and residential uses in the hamlets controlled through initiating maximum set-backs and preventing drive-through businesses.”

Dryden’s plan also cites policies to ensure multi-family housing does not “negatively affect the character of the surrounding community.” These policies may restrict affordable housing, and include:

- Density in new multi-family zones should be limited to 8 units per acre, to prevent “large-scale apartment complexes that could adversely impact the character of the community.” Instead “the Town should limit the size of such districts to between 2 and 2.5 acres in area so that a maximum of no more than 20 units could be built in any one complex.”
- Residential density in hamlets should be limited to 4 dwellings per acre.
- Multi-unit and mixed-use developments “should be limited to a maximum of 20 units.”
- Attached dwelling districts “should be widely spaced through the hamlet at a minimum distance between them to minimize their visual impact on hamlet character.”
- “Policies used in other communities” to ensure multi-family housing “does not negatively affect the character of the surrounding community,” including:
 - A cap on the “density allowed, usually measured in terms of dwellings per acre or dwellings per square feet;”
 - A cap on the “maximum amount of land occupied by buildings, parking lots and other paved surfaces to ensure adequate provision of open space;”

- A cap on the “size and height of structures allowed to ensure any multi-family development fits the scale of the community. This can be accomplished by limiting the number of dwellings per building, and number of stories allowed;”
- “Minimum yard setbacks that ensure adequate buffering for adjacent lower density residential areas. Buildings and parking would be prohibited within any required yard;”
- “Minimum setbacks between buildings on the site to ensure adequate provision for light, air, access, and privacy in the arrangement of the buildings to each other;”
- “Minimum requirements for the set aside of land for outdoor recreational uses by residents (10% of the site or 1,000 square feet per dwelling unit is commonly used);”
- “Minimum requirements for landscape plantings within and on the periphery of the site, including numbers and sizes of trees and shrubs.”

Despite the above restrictions, Dryden’s municipal plan notes that even if multifamily development buildings are restricted to two-story, 8 three-bedroom dwelling units, with maximum site coverage of 50 percent, they could “easily accommodate a density of 12 to 13 units per acre.”

- (3) **Policies supported by data? Partial.** Dryden’s municipal plan contains some data related to affordable housing, including survey data on housing composition, rental percentage, and manufactured housing, as well as data on available geographic housing patterns and aging trends in population.

B. Zoning Regulations

The Town of Dryden’s zoning ordinances offer no direct consideration of affordable housing. A general lack of water and sewer service may discourage affordable housing development. Permitting of multi-family housing, attached accessory housing, residential development in commercial zones, and allowed density greater than 4 units per acre for multi-family housing may offer some encouragement for affordable housing.

- (1) **Accessory housing? Partial.** Attached accessory units are permitted as two-family units, but unattached accessory units are not permitted.
- (2) **Incentives for higher density housing? No.** Dryden has no incentives for higher density development.
- (3) **Multi-family housing permits? Yes.** Multi-family development is permitted in moderate- and higher-density zones.

(4) **Mixed-use? Partial.** Commercial development is allowed in moderate- and high-density residential zones, although residential development is not allowed in strict commercial zones.

(5) **Restrictions on density and multi-family housing? Partial / No.**

- Minimum lot area is 30,000 sq ft in all residential zones, or 12,000 sq ft with water or sewer.

(6) **Density consistent with water infrastructure? Partial / No.** Dryden has public water and sewer only in a small portion of the town near Ithaca. Density greater than 4 units per acre is allowed in moderate- and high-density zones for multi-family development of 4 or more units, but only a small portion of these zones are served by public water.

6. Town of Enfield

Enfield is predominately rural, encompassing 39 sq. miles in the western central portion of Tompkins County. Enfield's population in 2000 was 3,369, at a population density of 91.3 per sq mi. Historically an agricultural community, the Town still has many acres in cultivation, as well as natural areas, environmental resources, and historic sites. Enfield's population has the second lowest income level in Tompkins County, and a relatively higher poverty rate. Enfield has very few commercial enterprises, no industry other than farming, and lacks public sewer and water systems.

A. Municipal Plan

(1) **Goals of support for affordable housing? Yes.** Enfield's municipal plan explicitly supports affordable housing with goals of "providing safe and affordable homes for ALL community members," to "continue to attract new residents in order to increase community diversity and economic viability, while still preserving the Town's rural character," and to "explore the development of senior housing."

(2) **Specific policies that support affordable housing? Yes.** Enfield's municipal plan contains specific policies that support affordable housing. The plan primarily supports incentives for individual affordable housing. These policies include direction to:

- "Identify/provide low-cost loans for people to build and/or own homes."
- "Replace old mobile homes with low-cost alternatives."

- “Identify/provide low-cost loans to individual homeowners for building rental units in which tenants will be charged less than market value for a pre-determined period of time.”
 - “Continue the rehabilitation of existing owner-occupied homes through HUD programs.”
 - “Pursue study of municipal water and sewer for designated areas of Enfield.”
- (3) **Policies supported by data? Partial.** Enfield’s municipal contains some data relating to affordable housing, including the vacancy rate, number of mobile homes, and number of substandard and dilapidated homes.

B. Zoning Regulations

Enfield’s only zoning regulation is a site plan review, triggered with the construction of three or more dwelling units on one lot. The site plan review discourages higher density development only in that it requires larger developments on a single plot to undergo a review process and incur associated costs. Density is not considered during the review.

- (1) **Accessory housing? Yes.** Accessory housing units are not regulated.
- (2) **Incentives for higher density housing? No.** Enfield has no incentives for higher density development.
- (3) **Multi-family housing permits? Yes.** Variances are not required for multi-family residential development.
- (4) **Mixed-use? Yes.** Mixed-use development is allowed everywhere in Enfield.
- (5) **Restrictions on density and multi-family housing? No.** Enfield has no restrictions on mobile homes, lot size, or lot dimension.
- (6) **Density consistent with water infrastructure? No.** Enfield has no public water/waste water infrastructure.

7. Town of Groton

The Town of Groton is predominantly rural residential and agricultural, encompassing 50 sq. miles in the Northeast portion of Tompkins County. In 2000, Groton’s population was 5,794 at a population density of 116.9 per sq mi. The Town includes the Village of Groton, which is primarily residential and light commercial, and has water and wastewater infrastructure. In 2000, the Town of Groton’s median household income was \$42,407 and per capita income was \$18,075. Groton has no public water or sewer service.

A. Municipal Plan

- (1) **Goals of support for affordable housing? Yes.** Groton’s newly adopted municipal plan explicitly supports affordable housing through specific goals to “ensure that a variety of affordable, high-quality housing options are available for all members of the community” and to “provide quality, safe and affordable housing for senior residents.”
- (2) **Specific policies that support affordable housing? Yes.** Groton’s municipal plan contains specific policies that support affordable housing. The plan supports zoning changes that would ease the development of affordable housing through higher densities, proximity to services, and facilitation of senior housing. These policies include direction to:
- Provide “decent affordable housing” by channeling development to areas with “existing municipal services, proximity to existing concentrations of population in the village and hamlets, availability or high potential for public transit service.”
 - Zone for “densities that can provide high quality homes affordable to the average family” and “make optimal use of existing municipal services”
 - “Adopt zoning regulations that permit the construction of quality, safe and affordable housing for senior residents and other residents with special needs, while protecting quality of life and community character.”
 - Adopt “regulations for newer forms of residential development envisioned in this plan that both accommodate the changing forms of housing and protect existing neighborhoods from potential traffic and other impacts. Adequate parking, open space, play areas and other amenities become more important as residential densities increase. Yard setbacks and landscaped buffer areas between high-density developments and adjoining single-family homes are also recommended.”
 - “Work with organizations such as Better Housing for Tompkins County, Tompkins Community Action and Groton Housing Authority to develop new housing and renovate the existing housing stock in the community.”
- (3) **Policies supported by data? Partial.** Groton’s municipal plan contains some data on affordable housing, including survey data on household composition, rental percentage, housing satisfaction, as well as data on available infrastructure and aging trends in population.

B. Zoning Regulations

The Town of Groton’s zoning ordinances offer little direct consideration of affordable housing. Zoning restrictions on multi-family housing and building height, as well as lack of public water, wastewater and

specific incentives for high-density development, may discourage affordable housing development. Although zoning regulations specifically delineate procedures for building elderly accessory housing (referred to as “Elder Cottage Housing Opportunities”), these units require a special permit. Permitting of accessory apartments in Rural-Agricultural zones and residential development in mixed-use zones may offer some encouragement for affordable housing.

- (1) **Accessory housing? Partial.** Attached accessory units are allowed as two-family housing. Detached accessory apartments are permitted in rural-agricultural zones, and require special permits elsewhere. Removable elderly accessory units require a special permit.
- (2) **Incentives for higher density housing? No.** Groton has no incentives for higher density development.
- (3) **Multi-family housing permits? No.** Special permits are required for multi-family development in all zones.
- (4) **Mixed-use? Partial / No.** Residential development is permitted in medium-intensity zones (defined as where “a variety of residential and nonresidential activities are appropriate”). In these zones, single- and two-family housing is permitted, and two-family non-owner occupied and multi-family development is allowed by special permit. However, note that medium-intensity zones cover a relatively small portion of the Town.
- (5) **Restrictions on density and multi-family housing? Partial.**
 - Multi-family development requires a special permit in all zones. Two-family owner-occupied housing is allowed in all zones, and two-family rental housing is allowed in rural zones and requires a special permit in other zones.
 - Maximum building height is 35 ft in all zones. Accessory buildings are restricted to 20 ft.
 - Lot size minimum is 1 acre without water or sewer, and ½ acres with water or sewer in rural, low-intensity, and medium-intensity zones. In the second medium-intensity zone, minimum lot size is 5 acres without water or sewer, and 3 acres with water or sewer.
 - Mobile homes are allowed in rural zones. Mobile home parks require a site plan review.
- (6) **Density consistent with water infrastructure? No.** The Town of Groton has no public water/waste water infrastructure. No zones permit lots smaller than ½ acres.

8. Town of Ithaca

The Town of Ithaca is primarily suburban residential located in the center of Tompkins County and surrounding the City of Ithaca. Ithaca is home to Ithaca College. The town's population is 18,198 at a population density of 625.1 per sq mi. Median household income is \$45,281, and per capita income is \$24,065. Public water serves approximately two-thirds of the town, and sewer serves about half of the town.

A. Municipal Plan

- (1) **Goals of support for affordable housing? Yes.** The Town of Ithaca's municipal plan explicitly supports affordable housing through a single goal to "provide opportunities for affordable housing."
- (2) **Specific policies that support affordable housing? Yes.** Ithaca's municipal plan contains several specific policies to support affordable housing and remove barriers to its construction. These policies include direction to:
 - Use "incentive zoning mechanisms to provide for affordable housing."
 - Explore "requiring a small percentage of large developments be devoted to affordable housing."
 - Ensure that "a portion of the Town's undeveloped, residentially zoned areas have lot-size requirements that do not preclude affordable housing."
 - "Provide some flexibility in creating and applying design criteria to promote affordable housing."
 - Consider "pursuing legal or other mechanisms which would ensure that affordable housing remains affordable over the long term."
 - "Work with Tompkins County, the City of Ithaca, and other agencies to plan and create affordable housing."
 - Explore making "provisions for creative housing concepts, such as co-housing and elderhouses."
 - "Examine development review processes to determine how they affect the construction of affordable housing; work to eliminate unnecessary hindrances."
- (3) **Policies supported by data? Yes.** Ithaca's municipal plan supports its policies with data on affordable housing, including value and rent trends, affordability ranges and trends, and regional comparisons, as well as data

on number and type of housing units, vacancy rates, housing locations and density, and household composition.

B. Zoning Regulations

The Town of Ithaca's zoning ordinances offer little direct consideration of affordable housing. Lack of specific incentives for high-density development may discourage affordable housing development. Although zoning regulations allow for mixed-use development in commercial zones and elderly accessory housing in residential zones, they require special permits. Permitting multi-family residences in high-density areas, attached accessory housing, and density greater than 4 units per acre consistent with water and sewer may offer encouragement for affordable housing

- (1) **Accessory housing? Partial / Yes.** Attached accessory units are permitted as two-family housing in conservation, agricultural, lakefront, and low-, medium- and high-density residential zones. Elder cottages require special permits in lakefront and low-, medium- and high-density residential zones, and are not permitted in other zones. Accessory dwellings for business owners or guards are permitted in commercial and industrial zones.
- (2) **Incentives for higher density housing? No.** Ithaca has no incentives for higher density development.
- (3) **Multi-family housing permits? Partial / No.** Multi-family development is permitted in multiple-residence zones, and not permitted in other zones. Note that these areas constitute a small portion of the town.
- (4) **Mixed-use? Partial / No.** Mixed-use development requires a special permit in neighborhood and community commercial zones, although these areas constitute a small portion of the town. Residential development is not permitted in commercial zones. Limited commercial development is allowed in some residential zones.
- (5) **Restrictions on density and multi-family housing? Partial / Yes.**
 - Minimum lot size is 7 acres in conservation zones, 1 acre in agriculture zones, 30,000 sq ft in low-density residential, multiple-residence, and commercial zones.
 - Minimum front setbacks 50 ft in multiple-residence and conservation zones.
 - Building height is restricted to 36 ft in all zones.
 - Mobile homes are permitted only in mobile home parks.
- (6) **Density consistent with water infrastructure? Partial.** Water and sewer serve many residential areas of the town, and are present in most areas with allowed density greater than 4 units per acre. Development greater than 4 units per acre is allowed in high-density residential, multiple-residence, and mobile home park zones, and for two-family

residences in lakefront and medium-density residential zones (where minimum lot size is 15000 sq ft). Note that high-density residential, multiple residence, and mobile home parks zones occupy a small proportion of the town.

9. Town of Lansing

The Town of Lansing is predominantly rural residential and agricultural, encompassing 69.9 sq. miles in the northern center of Tompkins County. The town borders the eastern side of Cayuga Lake and encompasses the Village of Lansing, which borders Ithaca in the South. In 2000, Lansing's population was 10,521 at a population density of 173.3 per sq mi. Median household income is \$48,250, and per capita income is \$25,634. Lansing has some public water in the southern portion of the Town and also limited water extending for along a road north away from Ithaca, but virtually no sewer service.

A. Municipal Plan

- (1) **Goals of support for affordable housing? Partial.** Lansing's municipal plan indirectly supports affordable housing through a single goal: "a variety of housing accommodations for residents of all age groups and income levels."
- (2) **Specific policies that support affordable housing? Partial.** Lansing's municipal plan contains policies that may support affordable housing, including direction to:
 - Support "more intensive development and mixed uses in those areas where water and sewer can be provided."
- (3) **Policies supported by data? Partial.** Lansing's municipal plan contains some data on affordable housing, including household composition, housing stock age, percentage renter- and owner-occupied, as well as data on population income levels and aging trends.

B. Zoning Regulations

The Town of Lansing's zoning ordinances offer no direct consideration of affordable housing. Requiring special permits for accessory and multi-family housing, lack of incentives for affordable housing, restrictions on density, and lack of sewer service may discourage affordable housing development. Partial permitting of multi-family housing and allowed density greater than 4 units per acre for multi-family housing may offer some encouragement for affordable housing.

- (1) **Accessory housing? Partial.** Elder cottages are permitted in agricultural zones, and require site plan reviews in other areas. Accessory housing requires special permits in all zones.
- (2) **Incentives for higher density housing? No.** Lansing has no incentives for higher density development.

(3) **Multi-family housing permits? No.** Multi-family development requires a site plan review in agricultural, moderate-density residential, general commercial zones, a special permit and site plan review in mixed-use commercial zones, and is not permitted in other zones.

(4) **Mixed-use? Partial.** Mixed-use development is permitted in agricultural zones, requires a site plan review in commercial zones, and is not permitted in other zones. Residential development requires a site plan review in commercial zones. Some commercial development is not permitted in residential zones, and some requires a site plan review.

(5) **Restrictions on density and multi-family housing? Yes.**

- Minimum lot area is 40,000 sq ft in agricultural, low-density, and mixed-use residential zones, and less in other zones.
- Minimum lot size is 3 acres for multi-family developments at the maximum density.
- Minimum open space requirements are 85 percent for lakeshore, low-density residential, and mixed-use residential zones, 75 percent for single- or two-family development in moderate-density residential zones, 50 percent for single- and two-family development in commercial zones, 40 percent for multi-family development in moderate-density residential zones, and 30 percent for mixed-use development in moderate-density zones and for multi-family development in commercial zones.
- Minimum street frontage is 150 ft in agricultural, lakefront, low-density residential, and mixed-use residential zones.
- Mobile homes are permitted in rural zones, require site plan review in lakeshore and mixed-use residential zones, and are not permitted in other zones. Mobile home parks require a site plan review in rural zones, and are not permitted in other zones.

(6) **Density consistent with water infrastructure? Partial.** Lansing has public water throughout the southern portion of the town, and some extending northwest along Cayuga Lake. Lansing has virtually no sewer service, except for a small plot bordering the Village of Lansing. Maximum density is 5 units per acre for multi-family housing in commercial zones, and 3.5 units per acre for multi-family housing in moderate-density residential zones. Most of zones with these higher allowable densities are served by public water.

10. Town of Newfield

Newfield is predominately rural, encompassing 59 sq. miles in the southwestern portion of Tompkins County. In 2000, Newfield's population was 5,108 at a population density of 86.8 per sq mi. In 2000, there were 2,203 housing units in Newfield, at an average density of 37.4 per sq mi. The median household income is \$36,700, and per capita income is \$17,700. Newfield has limited public water along a road extending from Ithaca, and an even more limited public sewer system, located in one housing cluster towards Ithaca.

A. Municipal Plan

Newfield has no comprehensive plan, nor stated housing policies.

B. Zoning Regulations

Newfield has no zoning regulations.

- (1) **Accessory housing? Yes.** Accessory housing units are not regulated.
- (2) **Incentives for higher density housing? No.** Newfield has no incentives for higher density development.
- (3) **Multi-family housing permits? Yes.** Variances are not required for multi-family residential development.
- (4) **Mixed-use? Yes.** Mixed-use development is allowed everywhere in Newfield.
- (5) **Restrictions on density and multi-family housing? No.** Newfield has no restrictions on mobile homes, lot size, or lot dimension.
- (6) **Density consistent with water infrastructure? Partial / No.** Newfield has limited public water and an even smaller sewer infrastructure, located along the major road in the northeast of the Town.

11. Town of Ulysses

Ulysses is predominantly agricultural and rural, encompassing 37 sq. miles in the northwest portion of Tompkins County. In 2000, Ulysses's population was 4,775 at a population density of 144.8 per sq mi. The town encompasses the Village of Trumansburg, located in Ulysses's northwest corner. Median household income is \$45,066, and per capita income is \$22,516. Ulysses has public water service extending along a major road from Ithaca, and no sewer service.

A. Municipal Plan

- (1) **Goals of support for affordable housing? Partial.** Ulysses’s municipal plan indirectly supports affordable housing through goals supporting “availability of various types of housing” and “the possibility for people to live in the same community throughout their lives,” as well as encouraging “residential developers to efficiently utilize existing municipal services.”
- (2) **Specific policies that support affordable housing? Yes.** Ulysses’s municipal plan contains specific policies that support affordable housing. The plan supports the addition of provisions for medium density and extension of sewer lines. These policies include direction to:
- Amend “zoning requirements to encourage the development of rental housing of appropriate square footage and cost to meet the needs of single persons, small families and senior citizens.”
 - Ensure “zoning districts exist within the town to encourage the development of appropriate group housing, multiple-residence housing for senior citizens, developmentally challenged persons and others needing such housing.”
 - Amend “zoning requirements for minimum lot and yard sizes to encourage medium-density housing in appropriate locations where water and sewer lines exist or are to be constructed.”
 - Continue cooperation with Trumansburg and Ithaca for the “extension of water and sewer lines.”
- (3) **Policies supported by data? No.** Ulysses’s municipal plan contains no data relating to affordable housing.

B. Zoning Regulations

Ulysses’s zoning ordinances offer no direct consideration of affordable housing. Zoning restrictions on multi-family housing, as well as lack of public wastewater infrastructure and incentives for high-density development may discourage affordable housing development. Permitting of single- and two-family housing in mixed-use hamlet zones, as well as density greater than 4 units per acre in multi-residence and hamlet zones may offer some encouragement for affordable housing.

- (1) **Accessory housing? Partial.** Elder accessory cottages are permitted with stipulations in most areas (agriculture, residence, and hamlet zones). Accessory apartments are not permitted. Accessory units are permitted as two-family housing in agricultural, rural residential, multiple-residence, and hamlet zones.
- (2) **Incentives for higher density housing? No.** Ulysses has no incentives for higher density development.
- (3) **Multi-family housing permits? No.** Multi-family development requires a site plan review in multiple-residence and hamlet zones, and is not permitted elsewhere.

(4) **Mixed-use? Partial / Yes.** Both commercial and residential development is allowed in hamlet zones. Residential development is not allowed in commercial zones (note that commercial zones occupy a very small portion of the town). Some non-residential activities are allowed in residential zones.

(5) **Restrictions on density and multi-family housing? Partial.**

- Building height is restricted to 36 ft. in hamlet and agriculture zones, and to 40 ft in other zones.
- Frontage requirements are 250 ft in rural residential zones, 160 ft in residential zones, and 50 ft in hamlet zones.
- Mobile homes are permitted only in mobile home parks.

(6) **Density consistent with water infrastructure? Partial.** Ulysses has some public water (along a major road extending from Ithaca towards the Village of Trumansburg), but has no sewer infrastructure. The public water coincides with some hamlet and medium-density zones. Maximum density is 12 units per acre in multiple-residence zones, and 7 units per acre in hamlet and mobile-home zones (note that multiple-residence and mobile-home zones occupy a very small portion of the town).

12. Village of Cayuga Heights

Cayuga Heights is predominantly suburban residential, encompassing 1.8 sq. miles in the northern portion of the Town of Ithaca. The village borders the City of Ithaca to the south and Village of Lansing to the north. In 2000, Cayuga Height's population was 3,273 at a population density of 1,850.9 per sq mi. Median household income is \$74,258, and per capita income is \$47,493. Cayuga Heights has public water and sewer throughout the entire village.

A. Municipal Plan

Cayuga Heights has no municipal plan, nor stated housing policies.

B. Zoning Regulations

Cayuga Height's zoning ordinances offer no direct consideration of affordable housing. Lack of permitting for accessory housing and lack of incentives for affordable housing may discourage affordable housing development. Permitting of multi-family housing, multi-family housing in commercial zones, and density greater than 4 units per acre consistent with water and sewer may offer some encouragement for affordable housing.

(1) **Accessory housing? No.** Accessory housing is not permitted in Cayuga Heights.

- (2) ***Incentives for higher density housing?*** **No.** Cayuga Heights has no incentives for higher density development.
- (3) ***Multi-family housing permits?*** **Yes.** Multi-housing development is permitted in multiple-residence and commercial zones.
- (4) ***Mixed-use?*** **Partial.** Residential development is permitted in the commercial zone. Commercial development is not allowed in residential zones.
- (5) ***Restrictions on density and multi-family housing?*** **Partial / Yes.**
- Building height is restricted to 30 ft in multiple-residence and commercial zones and 25 ft in residential zones.
 - Mobile homes are not permitted anywhere in the village.
- (6) ***Density consistent with water infrastructure?*** **Yes.** Cayuga Heights has public water and sewer throughout the entire village, consistent with allowed density greater than 4 units per acre. Maximum density greater than 4 units per acre is allowed in multiple-residence zones and commercial zones, and for two-family housing in residence zones. Minimum lot size is 18,750 sq ft in all zones.

13. Village of Dryden

The Village of Dryden is predominantly residential and commercial, encompassing 1.7 sq. miles in the East central portion of the Town of Dryden. In 2000, Dryden's population was 1,832 at a population density of 1,104.9 per sq mi. In 2000, Dryden's median household income was \$43,977 and per capita income was \$20,613. Public water and sewer serve almost the entire village.

A. Municipal Plan

- (1) ***Goals of support for affordable housing?*** **Yes.** Dryden's municipal plan explicitly supports affordable housing through the following goal: housing units "which are affordable and accessible to all income segments of the population."
- (2) ***Specific policies that support affordable housing?*** **Partial / Restriction.** Dryden's municipal plan contains a single policy that may support affordable housing, providing direction to "encourage and promote home ownership through programs that provide assistance to low and moderate income, first time homeowners." However, it contains no policies that support increasing the *supply* of affordable housing.

Dryden's municipal plan also contains policies that may restrict affordable housing, including a policy with direction to "remain vigilant in reviewing the conversion to single family housing to multi-family use," because "limiting the conversion of single family homes to multi-family units through zoning, site plan reviews, and strong code enforcement efforts will serve to control any trends towards proliferation of less desirable housing."

Dryden's plan also contains policies that may restrict mixed-use development by endorsing segregation of high-density residential and commercial activities. In reference to a multi-family zone, the municipal plan states "the plan does not allow commercial activity, so the uses allowed in this district shouldn't pose a threat to multiple-family residences."

- (5) **Policies supported by data? Yes.** Data from Dryden's municipal plan demonstrates the need for more affordable housing, but Dryden's policies do not support increasing the supply of affordable housing. Dryden's has data on affordable housing, including percentage households with housing cost burdens greater than 30 percent and 50 percent of income, household composition, number of substandard homes, number of overcrowded units, home and rent prices, and priority housing needs of small-family, large-family and elderly renters, and owners.

B. Zoning Regulations

The Village of Dryden's zoning ordinances offer no direct consideration of affordable housing. Zoning restrictions on multi-family housing in commercial zones, restrictions on accessory housing, and lack of incentives for high-density development may discourage affordable housing development. Permitting multi-family housing in multi-residence zones and residential development in mixed-use zones, and allowing densities greater than 4 units per acre consistent with water and sewer service may offer some encouragement for affordable housing.

- (1) **Accessory housing? No.** Accessory housing is not permitted.
- (2) **Incentives for higher density housing? No.** Dryden has no incentives for higher-density development.
- (3) **Multi-family housing permits? Partial.** Multi-family housing is permitted in multi-residence and commercial zones, but not permitted in other zones.

Note the Village placed a moratorium on multi-family housing in commercial zones almost 2 years ago, extending into the present.

- (4) **Mixed-use? Partial.** Residential development is permitted in commercial zones, but commercial development is not permitted in residential zones.

Note the Village placed a moratorium on multi-family housing in commercial zones almost 2 years ago, extending into the present.

(5) ***Restrictions on density and multi-family housing? Yes.***

- The Village placed a moratorium on multi-family housing in commercial zones almost 2 years ago, extending into the present.
- Minimum frontage for multi-unit housing is 100 ft and increases 10 ft for each additional unit up to 250 ft.
- Minimum rear yard setback is twice the building height in multi-family zones.
- Minimum building size is 1,000 sq ft in residential zones.
- Mobile homes are permitted only in mobile home parks.

(6) ***Density consistent with water infrastructure? Yes.*** Public water and sewer serve almost the entire village. Development greater than 4 units per acre is permitted in two-family zones for two-family residences, and in multiple-residence zones. Minimum lot sizes are 11,250 sq ft in two-family zones and 10,000 sq ft in multi-residence zones. There is no minimum lot size in commercial zones.

14. Village of Freeville

Freeville is predominantly residential and agricultural, encompassing 1.1 sq. miles in the northern center of the Town of Dryden. In 2000, Freeville's population was 505 at a population density of 467.7 per sq mi. Median household income is \$39,643, and per capita income is \$17,910. Freeville has sewer service in all but the Northwest corner, but no public water.

A. Municipal Plan

- (1) **Goals of support for affordable housing? No.** Freeville's municipal plan offers no goals of support for affordable housing.
- (2) **Specific policies that support affordable housing? No.** Freeville's municipal plan contains no policies that support affordable housing, although it does encourage clustered residential development on available open lands.
- (3) **Policies supported by data? No.** Freeville's municipal plan contains no data related to affordable housing.

B. Zoning Regulations

Freeville's zoning ordinances offer no direct consideration of affordable housing. Lack of permitting for unattached accessory units, site plan review requirements for multi-family housing, and lack of water service may discourage affordable housing development. Permitting of attached accessory housing and commercial development in residential zones, as well as allowed density greater than 4 units per acre consistent with sewer may offer some encouragement for affordable housing.

- (1) **Accessory housing? Partial.** Attached accessory units are permitted as two-family units, but unattached accessory units are not permitted.
- (2) **Incentives for higher density housing? No.** Freeville has no incentives for higher density development.
- (3) **Multi-family housing permits? No.** Multi-family development requires special permits, although two-family housing is permitted.
- (4) **Mixed-use? Yes.** Although Freeville has no commercial zones, commercial development is allowed in residential zones by site plan review.
- (5) **Restrictions on density and multi-family housing? Partial.**
 - Minimum lot area is 20,000 sq ft with sewer and 40,000 sq ft without sewer.
 - Maximum density allowed is 10 units per acre.

- Manufactured homes require a site plan review in agricultural zones, and are not permitted in other zones.

(6) **Density consistent with water infrastructure? Partial.** Freeville has public sewer in all but the Northwest corner, but no public water. Density greater than 4 units per acre is allowed up to 10 units per acres in areas with sewer.

15. Village of Groton

The Village of Groton is residential and light commercial, located in the center of the Town of Groton. Groton's population is 2,470 at a population density of 1,427 per sq mi. Median household income is \$36,047, and per capita income is \$18,108. Public water and sewer serve almost the entire village.

A. Municipal Plan

- (1) **Goals of support for affordable housing? No.** The Village of Groton municipal plan indirectly supports affordable housing through goals to “provide a choice of housing accommodations” and a “variety of quality housing types,” and to “protect residential neighborhood character without escalating housing prices.”
- (2) **Specific policies that support affordable housing? Partial.** Groton's municipal plan contains two policies that may support affordable housing. These policies give direction to:
- “Reduce unnecessary obstacles and prevent costly time delays in the approval process” for subdivisions.
 - Expand “the existing senior housing complex” to “meet projected demand.”
- (3) **Policies supported by data? No.** Groton's municipal plan contains no data relating to affordable housing.

B. Zoning Regulations

The Village of Groton's zoning ordinances offer some consideration of affordable housing. Lack of specific incentives for high-density development and requirements for open space set-asides may discourage affordable housing development. Although zoning regulations delineate procedures for elderly accessory housing, these units require a special permit. Permitting multi-family residences in high-density areas, density greater than 4 units per acre consistent with water and sewer, permitting 4-story multi-family development, and permitting mixed-use development may offer encouragement for affordable housing.

- (1) **Accessory housing? Partial.** Attached accessory units are permitted as two-family housing. Removable elderly accessory units require a special permits in low-, medium- and high-density and Single-Family zones, provided they meet specific requirements.
- (2) **Incentives for higher density housing? No.** Groton has no incentives for higher density development.
- (3) **Multi-family housing permits? Yes.** Multi-family development is permitted in high-density zones, and not permitted in other zones.
- (4) **Mixed-use? Yes.** Mixed residential and commercial development is allowed in most zones, although some areas are restricted to commercial development and others to single-family development.
- (5) **Restrictions on density and multi-family housing? Partial / Yes.**
 - In low- and medium-intensity zones, open-space set-aside requirements are 70 percent of lot area for single-family development and 60 percent for two-family development. In high-intensity zones, requirements for open space set-asides are 60 percent for single-family development, and 50 percent for two- and multi-family development.
 - Multi-family development is permitted in high-density zones with water and sewer, but not permitted in other zones.
 - Building height is restricted to 4 stories (or 45 ft) for multifamily residences and to 3 stories (or 35 ft) for single-family and other uses.
 - Mobile homes are permitted only in existing mobile home parks.
- (6) **Density consistent with water infrastructure? Yes.** Water and sewer serve almost the entire village. Development greater than 4 units per acre is permitted in most areas, and is consistent with water and sewer. Minimum lot requirements for multi-family residences are 5,000 square feet for one dwelling unit and 2,000 square feet for each additional unit in high-density zones. Minimum lot requirements for single-family residences are 5,000 square feet in high-density zones, and 10,000 and 12,500 square feet in medium- and low-density zones, respectively.

16. Village of Lansing

The Village of Lansing is predominantly residential and commercial, encompassing 4.6 sq. miles in the southern portion of the Town of Lansing. Lansing is home to Pyramid and Triphammer Malls and the Ithaca-Tompkins

Regional Airport. In 2000, Lansing's population was 3,471 at a population density of 740.7 per sq mi. Median household income is \$38,185, and per capita income is \$29,047. Lansing has public water throughout almost the entire village and sewer service in over half the village.

A. Municipal Plan

- (1) **Goals of support for affordable housing? Partial / Yes.** Lansing's municipal plan indirectly supports affordable housing through a single goal endorsing "a broad range of housing options for all present and future Village residents, including young people, families with children, the elderly, and households which earn less than the median income."
- (2) **Specific policies that support affordable housing? Partial / Yes.** Lansing's municipal plan contains policies that directly support affordable housing, including direction to:
 - "Support zoning strategies, private initiatives, and government programs that promote the development of housing appropriate in size, location, accessibility and cost for many different types of households."
 - "Support efforts by Tompkins County and not-for-profit housing organizations to help implement a variety of affordable housing options, such as assistance for first time home buyers and providing appropriate housing opportunities for senior citizens."
- (3) **Policies supported by data? Yes.** Lansing's municipal plan supports its policies with data on affordable housing, including data on housing costs, affordability factors and standards, market rates, income distributions, household composition, housing type, owner and rental rates, housing age, housing cost, and implications for planning.

B. Zoning Regulations

The Village of Lansing's zoning ordinances offer no direct consideration of affordable housing. Lot dimension requirements and lack of incentives for higher-density housing will discourage affordable housing development. Although mixed-use development is allowed in low-traffic commercial zones, it requires a special permit. Detached residences are permitted with special conditions. Permitting of multi-family housing, attached accessory housing, residential development in some commercial zones, and allowed density greater than 4 units per acre consistent with water and sewer service may offer some encouragement for affordable housing.

- (1) **Accessory housing? Yes.** Attached accessory housing is permitted as two-unit housing, and additional detached residences are permitted with special conditions.
- (2) **Incentives for higher density housing? No.** Lansing has no incentives for higher density development, although manufactured housing subdivisions can be built using Planned Development Area provisions in business zones.
- (3) **Multi-family housing permits? Partial.** Multi-family development is permitted in high-density residential and low-traffic commercial zones.

(4) **Mixed-use? Partial.** Mixed-use development requires a special permit in low-traffic commercial zones, and is not permitted in other zones. Residential development is permitted in low-traffic commercial zones. Limited commercial development requires a special permit in high-density residential zones, and is not permitted in other zones.

(5) **Restrictions on density and multi-family housing? Yes.**

- Minimum frontage is 150 ft for single-family and 200 ft for two-family development in low-density residential zones; 100 ft for single-family (150 ft without sewer) and 125 ft for two-family development (200 ft without sewer) in medium- and high-density residential zones; 150 ft for multi-family in high-density residential zones; and 100 ft for single-family, 120 ft for two-family, and 60 ft for each tenant/unit for multi-family development in low-traffic residential zones.
- Note that the frontage requirement of “60 ft for each tenant” for multi-family development in low-traffic residential zones has no maximum. Therefore, a 10-unit residence must have 600 ft of frontage, and a 100-unit residence must have 6,000 ft of frontage!
- Minimum lot area is 30,000 sq ft for single-family (60,000 sq ft without sewer) and 40,000 sq ft for two-family development (90,000 sq ft without sewer) in low-density residential zones; 20,000 sq ft for single-family (60,000 sq ft without sewer) and 25,000 sq ft for two-family development (90,000 sq ft without sewer) in medium-density residential zones; 12,000 sq ft for single-family (60,000 sq ft without sewer), 15,000 sq ft for two-family (90,000 sq ft without sewer), and 6,000 sq ft for multi-family development in high-density residential zones; and 10,000 sq ft for single-tenant and 6,000 sq ft for multi-tenant development in low-traffic commercial zones.
- Minimum setback is 40 ft in low-, medium-, and high-density residential zones, and 75 in low-traffic commercial zones.
- Mobile homes require a special permit in low-density residential zones, and are not permitted in other zones.

(6) **Density consistent with water infrastructure? Yes.** Lansing has water service throughout the entire village, and sewer service in half the village, mostly in the east and center of the village. Density greater than 4 units per acre is allowed in high-density residential and low-traffic commercial zones, and water and sewer serve the vast majority of these zones.

17. Village of Trumansburg

Trumansburg is predominantly residential and commercial, encompassing 1.2 sq. miles in the northwest corner of the Town of Ulysses. In 2000, Trumansburg's population was 1,581 at a population density of 1,309.5 per sq mi. Median household income is \$39,423, and per capita income is \$22,773. Trumansburg has public water and sewer service throughout the village.

A. Municipal Plan

- (1) **Goals of support for affordable housing? Partial / No.** Trumansburg's municipal plan indirectly supports affordable housing through a single goal supporting "a choice of housing accommodations."
- (2) **Specific policies that support affordable housing? Partial.** Trumansburg's municipal plan contains policies that indirectly support affordable housing, namely encouraging "conversion of existing larger homes into well-planned smaller units" and "considering areas of higher density development when a need for such can be demonstrated."
- (3) **Policies supported by data? No.** Trumansburg's municipal plan contains no data relating to affordable housing.

B. Zoning Regulations

Trumansburg's zoning ordinances offer no direct consideration of affordable housing. Special permit requirements for multi-family housing may discourage affordable housing development. Permitting of accessory housing, single- and two-family housing in commercial zones, and allowed density greater than 4 units per acre for multi-family housing may offer some encouragement for affordable housing.

- (1) **Accessory housing? Yes.** Accessory housing for up to two adults is permitted.
- (2) **Incentives for higher density housing? No.** Trumansburg has no incentives for higher density development.
- (3) **Multi-family housing permits? No.** Multi-family development requires a special permit.
- (4) **Mixed-use? Yes.** Residential development is allowed in commercial zones.
- (5) **Restrictions on density and multi-family housing? Partial / No.**
 - Building height is restricted to 35 ft in all zones.
 - Mobile homes are prohibited everywhere in the village.
- (6) **Density consistent with water infrastructure? Yes.** Trumansburg has public water throughout the entire village and sewer throughout almost the entire village. Density greater than 4 units per acre is allowed for multi-family development of 3 or more units, and is consistent with this infrastructure.

Table 1 - Statements and Policies by Municipality

Municipality	1 Goals of support for affordable housing?	2 Specific policies that support affordable housing?	3 Policies supported by data?
	<i>Note: bullet points are direct quotations</i>	<i>Note: bullet points are direct quotations</i>	
City of Ithaca	No. Ithaca’s municipal plan contains no goals of support for affordable housing.	Partial. Ithaca’s municipal plan contains a single policy that may support affordable housing, including direction to: Code and ordinance revisions should consider new efficient land uses and employment of such money-saving construction techniques both in the city and county, [such as] prefabricated homes.	Yes. Ithaca’s municipal plan supports its policies with data on affordable housing, including household income, housing demand, low-income housing demand, housing rents, housing composition, student population trends, and vacancy rates.
Town of Caroline	Yes. Caroline’s municipal plan explicitly supports affordable housing through the following goals: Availability of affordable, durable, and safe housing for all residents. In 2025, every Caroline resident has a safe, affordable place to call home. [In 2025,] the Town of Caroline has experienced a modest increase in housing affordable for low, middle, and high-income residents.	Yes. Caroline’s municipal plan will likely contain policies that support affordable housing. These policies will likely promote: Rental properties that are safe and meet state and local building codes. Housing that is concentrated within designated focus areas Housing is maintained in ways that extend longevity with a focus on the upkeep of older homes. Widespread implementation of low-impact and energy-efficient building practices. New housing developments are clustered in existing hamlets and housing focus areas. Clustering of new housing developments [in] existing hamlets and housing focus areas.	Yes. Caroline’s municipal plan supports its policies with data on affordable housing, including number renter and owner households with housing cost burdens greater than 30 percent of income, home value trends, rent cost trends, and age of housing stock.
Town of Danby	Yes. Danby’s municipal plan explicitly supports affordable housing through goals promoting: A full range of housing options for all Danby residents Address regulatory barriers to the development of high quality, affordable housing.	Yes. Danby’s municipal plan contains specific policies that support affordable housing. These policies provide direction to: Institute density bonuses targeted to growth areas to encourage more use of clustered residential development. Consider [both] minimum and maximum lot size restrictions in the High Density Residential Zones and [growth areas]. [Use] ‘performance zoning’ and similar contemporary techniques, [to regulate] land use intensity, not exclusively specific land uses. [Enhance public awareness of] senior and affordable housing	Partial. Danby’s municipal plan contains some data relating to affordable housing, including home value trends, rent cost trends, and proportion of low- and high-cost rentals.

		<p>[programs.] [Seek funding for] housing rehabilitation, homeowner's repair clinics, and low-income housing assistance.</p>	
<p>Town of Dryden</p>	<p>Yes. Dryden's municipal explicitly supports affordable housing through goals to: Provide for a variety of affordable, high-quality housing options for all town residents. Provide for the construction and placement of different types and styles of housing, and different densities, to serve the needs of different populations in the town.</p>	<p>Yes / Restriction. Dryden's municipal plan contains specific policies that support affordable housing <i>as well as</i> policies that may restrict affordable housing. Policies that support affordable housing include direction to: Encourage higher density residential development in and around the existing village and hamlet centers of population. Encourage construction of a wider variety of housing types within existing and future neighborhoods to meet the needs of an aging population. Encourage cluster subdivision designs that create areas of permanent open space within future residential neighborhoods without reducing overall site density. Encourage a diversity of development options, including townhouses, duplexes, small multiunit complexes, and mixed residential-commercial. Encourage home ownership. [Consider] multiple residence zoning districts [in hamlets]. [Consider] mixed-use zoning [to allow] apartment-style residences above ground floor commercial space. [Consider encouraging higher-density single-family owner-occupied townhouses] through the creation of small zoning districts, comprised of 1 to 3 acres each, that allow detached and attached dwellings on a few small lots scattered through the hamlet.</p> <p>Policies that may restrict affordable housing include direction to "ensure that multi-family housing" does not "negatively affect the character of the surrounding community": [Density in new multi-family zones should be limited to 8 units per acre, to prevent] large-scale apartment complexes that could adversely impact the character of the community. The Town should limit the size of such districts to between 2 and 2.5 acres in area so that a maximum of no more than 20 units could be built in any one complex. [Residential density in hamlets] should be limited to 4 dwellings per acre. [Multi-unit and mixed-use developments] should be limited to a maximum of 20 units.</p>	<p>Partial. Dryden's municipal plan contains some data related to affordable housing, including survey data on housing composition, rental percentage, and manufactured housing, as well as data on available geographic housing patterns and aging trends in population.</p>

		[Attached dwelling districts] should be widely spaced through the hamlet at a minimum distance between them to minimize their visual impact on hamlet character.	
Town of Enfield	<p>Yes. Enfield’s municipal plan explicitly supports affordable housing through the following goals: Providing safe and affordable homes for ALL community members. Explore the development of senior housing. Continue to attract new residents in order to increase community diversity and economic viability, while still preserving the Town’s rural character.</p>	<p>Yes. Enfield’s municipal plan contains specific policies that support affordable housing. These policies provide direction to: Identify/provide low-cost loans for people to build and/or own homes. Replace old mobile homes with low-cost alternatives. Identify/provide low-cost loans to individual homeowners for building rental units in which tenants will be charged less than market value for a pre-determined period of time.</p>	<p>Partial. Enfield’s municipal plan contains some data relating to affordable housing, including the vacancy rate, number of mobile homes, and number of substandard and dilapidated homes.</p>
Town of Groton	<p>Yes. Groton’s municipal plan explicitly supports affordable housing through the following goals: Ensure that a variety of affordable, high-quality housing options are available for all members of the community. Provide quality, safe and affordable housing for senior residents.</p>	<p>Yes. Groton’s municipal plan contains specific policies that support affordable housing, and provide direction to: [Provide] decent affordable housing [by channeling development to areas with] existing municipal services, proximity to existing concentrations of population in the village and hamlets, availability or high potential for public transit service. [Zone for] densities that can provide high quality homes affordable to the average family [and] make optimal use of existing municipal services. Adopt zoning regulations that permit the construction of quality, safe and affordable housing for senior residents and other residents with special needs, while protecting quality of life and community character. [Adopt] regulations for newer forms of residential development envisioned in this plan that both accommodate the changing forms of housing and protect existing neighborhoods from potential traffic and other impacts. Adequate parking, open space, play areas and other amenities become more important as residential densities increase. Yard setbacks and landscaped buffer areas between high-density developments and adjoining single-family homes are also recommended. Work with organizations such as Better Housing for Tompkins County, Tompkins Community Action and Groton Housing Authority to develop new housing and renovate the existing housing stock in the community.</p>	<p>Partial. Groton’s municipal plan contains some data on affordable housing, including survey data on household composition, rental percentage, housing satisfaction, as well as data on available infrastructure and aging trends in population.</p>

Town of Ithaca	Yes. The Town of Ithaca’s municipal plan explicitly supports affordable housing through the goal to: Provide opportunities for affordable housing.	Yes. Ithaca’s municipal plan contains several specific policies to promote affordable housing and remove barriers to its construction. These policies include direction to: [Use] incentive zoning mechanisms to provide for affordable housing. [Explore] requiring a small percentage of large developments be devoted to affordable housing. [Ensure that] a portion of the Town’s undeveloped, residentially zoned areas have lot-size requirements that do not preclude affordable housing. Provide some flexibility in creating and applying design criteria to promote affordable housing. [Consider] pursuing legal or other mechanisms which would ensure that affordable housing remains affordable over the long term. Work with Tompkins County, the City of Ithaca, and other agencies to plan and create affordable housing. [Explore making] provisions for creative housing concepts, such as co-housing and elderhouses. Examine development review processes to determine how they affect the construction of affordable housing; work to eliminate unnecessary hindrances.	Yes. Ithaca’s municipal plan supports its policies with data on affordable housing, including value and rent trends, affordability ranges and trends, and regional comparisons, as well as data on number and type of housing units, vacancy rates, housing locations and density, and household composition.
Town of Lansing	Partial / Yes. Lansing’s municipal plan indirectly supports affordable housing through a single goal to encourage: A variety of housing accommodations for residents of all age groups and income levels.	Partial. Lansing’s municipal plan contains policies that may support affordable housing, including direction to: [Support] more intensive development and mixed uses in those areas where water and sewer can be provided. [Encourage] clustering and planned development that will conserve land resources and encourage creative housing design.	Partial. Lansing’s municipal plan contains some data on affordable housing, including household composition, housing stock age, percentage renter- and owner-occupied, as well as data on population income levels and aging trends.
Town of Newfield	No. Newfield has no municipal plan.	No. Newfield has no municipal plan.	No. Newfield has no municipal plan.
Town of Ulysses	Partial. Ulysses’ municipal plan indirectly supports affordable housing through goals supporting: Availability of various types of housing. The possibility for people to live in the same community throughout their lives.	Yes. Ulysses’ municipal plan contains specific policies that support affordable housing. These policies include direction to: [Amend] zoning requirements to encourage the development of rental housing of appropriate square footage and cost to meet the needs of single persons, small families and senior citizens. Ensure that zoning districts exist within the town to encourage the	No. Ulysses’s municipal plan contains no data relating to affordable housing.

	[Encouragement of] residential developers to efficiently utilize existing municipal services.	development of appropriate group housing, multiple-residence housing for senior citizens, developmentally challenged persons and others needing such housing. [Amend] zoning requirements for minimum lot and yard sizes to encourage medium-density housing in appropriate locations where water and sewer lines exist or are to be constructed. [Continue cooperation with Trumansburg and Ithaca for the] extension of water and sewer lines. Consider zoning appropriate for the adaptive reuse of existing structures.	
Village of Cayuga Heights	No. Cayuga Heights has no municipal plan.	No. Cayuga Heights has no municipal plan.	No. Cayuga Heights has no municipal plan.
Village of Dryden	Yes. Dryden’s municipal plan explicitly supports affordable housing through the following goal supporting: [Housing units] which are affordable and accessible to all income segments of the population.	Partial / Restriction. Dryden’s municipal plan contains a single policy that may support for affordable housing <i>as well as</i> policies that may restrict affordable housing. The single policy that may support affordable housing includes direction to: Encourage and promote home ownership through programs that provide assistance to low and moderate income, first time homeowners. A policy that may restrict affordable housing includes direction to: Remain vigilant in reviewing the conversion to single family housing to multi-family use, [because] limiting the conversion of single family homes to multi-family units through zoning, site plan reviews, and strong code enforcement efforts will serve to control any trends towards proliferation of less desirable housing. Dryden’s plan also contains policies that may restrict mixed-use development by endorsing segregation of high-density residential and commercial activities. In reference to a multi-family zone, the municipal plan states: The plan does not allow commercial activity, so the uses allowed in this district shouldn’t pose a threat to multiple-family residences.	Yes. Dryden’s municipal plan supports its policies with data on affordable housing, including percentage households with housing cost burdens greater than 30 percent and 50 percent of income, household composition, number of substandard homes, number of overcrowded units, home and rent prices, and priority housing needs of small-family, large-family and elderly renters, and owners.
Village of Freeville	No. Freeville’s municipal plan offers no goals of support for affordable housing.	No. Freeville’s municipal plan contains no policies that support affordable housing, although it does encourage clustered residential development on available open lands.	No. Freeville’s municipal plan contains no data related to affordable housing.
Village of Groton	Partial. The Village of Groton municipal plan indirectly supports	Partial / No. Groton’s municipal plan contains two policies that may support affordable housing. These policies give direction to:	No. Groton’s municipal plan contains no data

	<p>affordable housing through the following goals: Provide a choice of housing accommodations [and a] variety of quality housing types. Protect residential neighborhood character without escalating housing prices.</p>	<p>Reduce unnecessary obstacles and prevent costly time delays in the approval process [for subdivisions]. [Expand] the existing senior housing complex [to] meet projected demand.</p>	<p>relating to affordable housing.</p>
Village of Lansing	<p>Partial / Yes. Lansing's municipal plan indirectly supports affordable housing through a single goal endorsing: A broad range of housing options for all present and future Village residents, including young people, families with children, the elderly, and households which earn less than the median income.</p>	<p>Partial / Yes. Lansing's municipal plan contains policies that may support affordable housing, including direction to: Support efforts by Tompkins County and not-for-profit housing organizations to help implement a variety of affordable housing options, such as assistance for first time home buyers and providing appropriate housing opportunities for senior citizens. Support zoning strategies, private initiatives, and government programs that promote the development of housing appropriate in size, location, accessibility and cost for many different types of households.</p>	<p>Yes. Lansing's municipal plan supports its policies with data on affordable housing, including data on housing costs, affordability factors and standards, market rates, income distributions, household composition, housing type, owner and rental rates, housing age, housing cost, and implications for planning.</p>
Village of Trumansburg	<p>Partial / No. Trumansburg's municipal plan indirectly supports affordable housing through a single goal supporting: A choice of housing accommodations.</p>	<p>Partial / Yes. Trumansburg's municipal plan contains policies that indirectly support affordable housing. These policies include direction to: [Encourage] conversion of existing larger homes into well-planned smaller units. [Considering] areas of higher density development when a need for such can be demonstrated.</p>	<p>No. Trumansburg's municipal plan contains no data relating to affordable housing.</p>

Table 2 – Zoning Questions by Municipality

Municipality	1 Accessory housing?	2 Higher density bonuses?	3 Multi-family permits?	4 Mixed-use?	5 Restrictions on density or multi-family?	6 Density consistent with water infrastructure?
City of Ithaca	Partial / Yes	No	Yes	Yes	No	Yes
Town of Caroline	Yes	No	Yes	Yes	No	No
Town of Danby	Yes	No	No	Partial	Yes	Partial
Town of Dryden	Partial	No	Yes	Partial	Partial / No	Partial / No
Town of Enfield	Yes	No	Yes	Yes	No	No
Town of Groton	Partial	No	No	Partial / No	Partial	No
Town of Ithaca	Partial / Yes	No	Partial / No	Partial / No	Partial / Yes	Partial
Town of Lansing	Partial	No	No	Partial	Yes	Partial
Town of Newfield	Yes	No	Yes	Yes	No	Partial / No
Town of Ulysses	Partial	No	No	Partial / Yes	Partial	Partial
Village of Cayuga Heights	No	No	Yes	Partial	Partial / Yes	Yes
Village of Dryden	No	No	Partial	Partial	Yes	Yes
Village of Freeville	Partial	No	No	Yes	Partial	Partial
Village of Groton	Partial	No	Yes	Yes	Partial / Yes	Yes
Village of Lansing	Yes	No	Partial	Partial	Yes	Yes
Village of Trumansburg	Yes	No	No	Yes	Partial / No	Yes

Vacant Land Analysis

An analysis was completed to identify areas that could present an opportunity for higher density housing development. The analysis focused specifically on vacant parcels that are zoned for residential or mixed-use development, are mostly free from environmental constraints, and located within 200 feet of water and sewer, or proposed water and sewer that is likely to be available in the next five years. There are likely a number of underutilized parcels that could present similar opportunities, however this type of analysis was outside the timeframe and the scope of this project.

There were 4,489 vacant parcels in areas zoned for residential or mixed-use development. 2,931 of those vacant parcels were free from environmental constraints - 75% or more of the parcel was free from any of the following environmental features: Slopes over 15 percent; protected lands; New York State Freshwater Wetlands; wetlands on the National Wetlands Inventory; Tompkins County designated Unique Natural Areas (only the most sensitive UNAs); 100-year flood zones; perennial streams with a 50-foot buffer, and; intermittent streams with a 25-foot buffer. In total, 559 parcels (or 1,946 acres) were vacant, mostly free from environmental constraints, and had access to water and sewer or the possibility that water and sewer would be available within the next five years.

There were 110 parcels and nearly 90 acres in the City of Ithaca that could support housing development. Most of these parcels are small (less than half an acre), non-contiguous lots that could support some modest infill development.

The Town of Ithaca had the most potential for housing development with 191 parcels (or 836 acres). The Town's location close to the City of Ithaca and major job centers makes it ideal for more compact development that is close to jobs and public transportation infrastructure.

The Towns of Caroline, Danby, Enfield, Groton, Newfield, and Ulysses have little potential for higher density development. There is a lack of water and sewer infrastructure. However, these are also the more rural areas of the county that likely would not see significant development. They should be preserved for farmland and open space.

The Towns of Lansing and Dryden have traditionally supported more housing development, are close to the urban core and have areas with water and sewer infrastructure. The Town of Lansing has 42 parcels (or 287 acres) that could support denser development. The Town of Dryden, however may have some land constraints in that there are only 21 parcels (or 99 acres) potentially available to support higher density housing. There are also considerable environmental constraints in many parts of the Town of Dryden. We also do not want to promote sprawling development in these towns as infrastructure costs are not maximized, transportation impacts are negative, and open space is lost at an alarming rate.

The villages in Tompkins County have traditionally supported higher density housing development around a central main street. This has maximized infrastructure costs and helped to keep the towns open for farming and open space amenities. With the exception of the Village of Freeville, where water and sewer infrastructure are not available, the villages still have some vacant land that could support more housing development. These

would be ideal places to encourage more housing. The Village of Lansing, within the urban core, had the most open land with 56 parcels (or 285 acres). The Village of Cayuga Heights, also within the urban core, is nearly built out with only 13 parcels (or 7 acres) of vacant land. The Villages of Groton, Dryden and Trumansburg had modest vacant land ranging from 36 parcels (or 40 acres) in Groton to 39 parcels (or 73 acres) in Trumansburg.

In conclusion, there is vacant land available to support more housing development, particularly in existing nodes – in the urban core and the villages. Promoting more housing development in these areas could maximize infrastructure costs, locate housing in close proximity to jobs, lessen impacts to the transportation network, and leave the more rural portions of the county for farming and open space amenities. In those areas identified that may be suitable for development, local zoning may also need to be addressed. This analysis was based on vacant parcels that were zoned for residential or mixed use development. There may be some need to identify the appropriate densities and modify local zoning ordinances as necessary to support this.

	Vacant parcels zoned residential/mixed use	Vacant acres zoned residential/mixed use	Parcels free of env. constraints	Acres free of env. constraints	% acres free of constraints	Parcels Free of Environmental Constraints					Opportunities for Higher Density Housing	
						Water	Sewer	Proposed Water	Proposed Sewer	Water and Sewer*	ACRES Water and Sewer*	
City of Ithaca	181	278.09	118	101.01	36.3%	113	111	0	0	110	89.83	
Town of Caroline*	376	6130.01	174	2232.04	36.4%	0	0	0	0	0	0.00	
Town of Danby	388	5409.21	247	2296.65	42.5%	8	0	0	0	0	0.00	
Town of Dryden	795	11924.86	489	5223.08	43.8%	34	30	0	0	21	99.11	
Town of Enfield*	305	3502.07	228	2244.00	64.1%	0	0	0	0	0	0.00	
Town of Groton	296	3733.80	185	1924.95	51.6%	6	1	0	0	1	78.43	
Town of Ithaca	540	3782.16	401	1751.09	46.3%	243	205	0	0	191	836.04	
Town of Lansing	521	4999.45	399	3921.02	78.4%	168	2	21	47	42	287.10	
Town of Newfield*	363	4718.93	176	1521.83	32.2%	20	12	2	0	10	34.68	
Town of Ulysses	263	2624.46	191	1658.23	63.2%	43	3	0	0	2	27.59	
Village of Cayuga Heights	28	46.05	16	14.76	32.1%	15	14	0	0	13	7.19	
Village of Dryden	67	304.42	41	91.74	30.1%	38	38	0	0	38	87.12	
Village of Freeville	39	163.47	28	28.24	17.3%	0	22	0	0	0	0.00	
Village of Groton	94	191.15	49	70.62	36.9%	38	36	0	0	36	40.28	
Village of Lansing	154	574.47	124	462.79	80.6%	92	63	0	5	56	285.11	
Village of Trumansburg	79	132.70	65	108.46	81.7%	57	41	0	0	39	73.07	
Total	4489	48515.28	2931	23650.50	48.7%	875	578	23	52	559	1945.56	
* No Zoning												