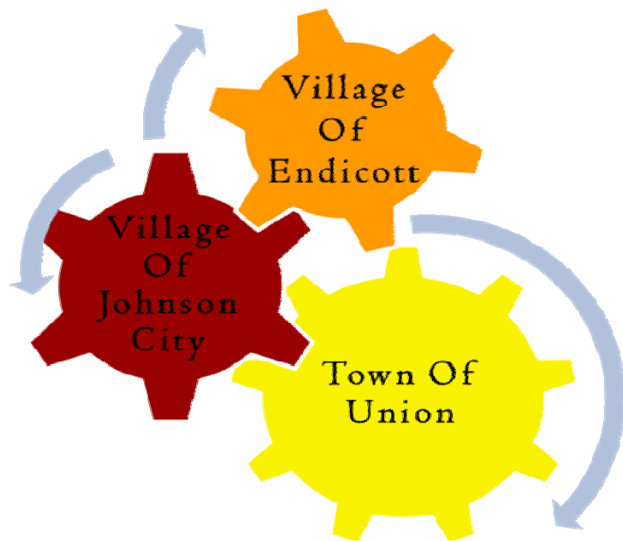


Goals & Objectives

Chapter 4



Housing

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Housing

4

MISSION STATEMENT: PROVIDE A WIDE VARIETY OF LIVING ENVIRONMENTS FOR ALL SOCIOECONOMIC GROUPS.

A diversity of housing densities and types, ranging from rural low density to urban high density, should be provided. The residential densities should provide for the following:

- a rural environment with housing located on large lots and somewhat distinct and distant from other activities;
- a suburban environment of relatively low density single family houses, shopping centers, and a commute to work;
- an urban environment where residents can walk to shopping, employment, and service facilities.

Residential development should include single-family detached housing units as well as apartment units, townhouses, mobile homes, and other forms of multifamily development.

The housing goal is all encompassing in that it includes several distinct sub-goals. The town/villages, in and of themselves, cannot physically meet the housing goal and sub-goals. The goal and sub-goals serve as a statement of the direction in which the town/villages wish to progress.

Housing Goals:

- | | |
|-------|--|
| HSG-1 | To promote a choice of rural, suburban and urban living environments within the town/villages, by providing for various development densities; |
| HSG-2 | To preserve, enhance, and retain the essential character of established neighborhoods; |
| HSG-3 | To promote homeownership as the preferred form of housing tenure by promoting the development of new affordable housing and by maintaining the existing housing stock; |
| HSG-4 | To promote a range of housing within neighborhoods, by type, size, cost, age, and design; |

- | | |
|--------|---|
| HSG-5 | To provide housing for all ages, household sizes, and socioeconomic groups and intermix housing within neighborhoods; |
| HSG-6 | To revitalize and rehabilitate older areas to enhance their viability and desirability as residential neighborhoods; |
| HSG-7 | To provide adequate land zoned for a variety of housing types; |
| HSG-8 | To provide all renters with a choice of standard, affordable rental units and reinforce the continued maintenance of rental properties; |
| HSG-9 | To provide the elderly with housing opportunities and support services to maintain their independence; |
| HSG-10 | To promote the provision of additional outreach services, supportive housing, and permanent housing for the homeless population; |
| HSG-11 | To provide housing opportunities and support services for people with a wide range of special needs. |

Traditional land use plans typically address new construction only with little or no emphasis on the existing housing stock or its inherent problems and values. The proposed plan recognizes that the existing housing stock will comprise the largest proportion of residences for the foreseeable future. This statement includes objectives and policies that affect existing housing units and residential neighborhoods, as well as providing direction for new construction and development.

Residential development can be divided into four categories:

- Rural;
- Development;
- Preservation;
- Rehabilitation.

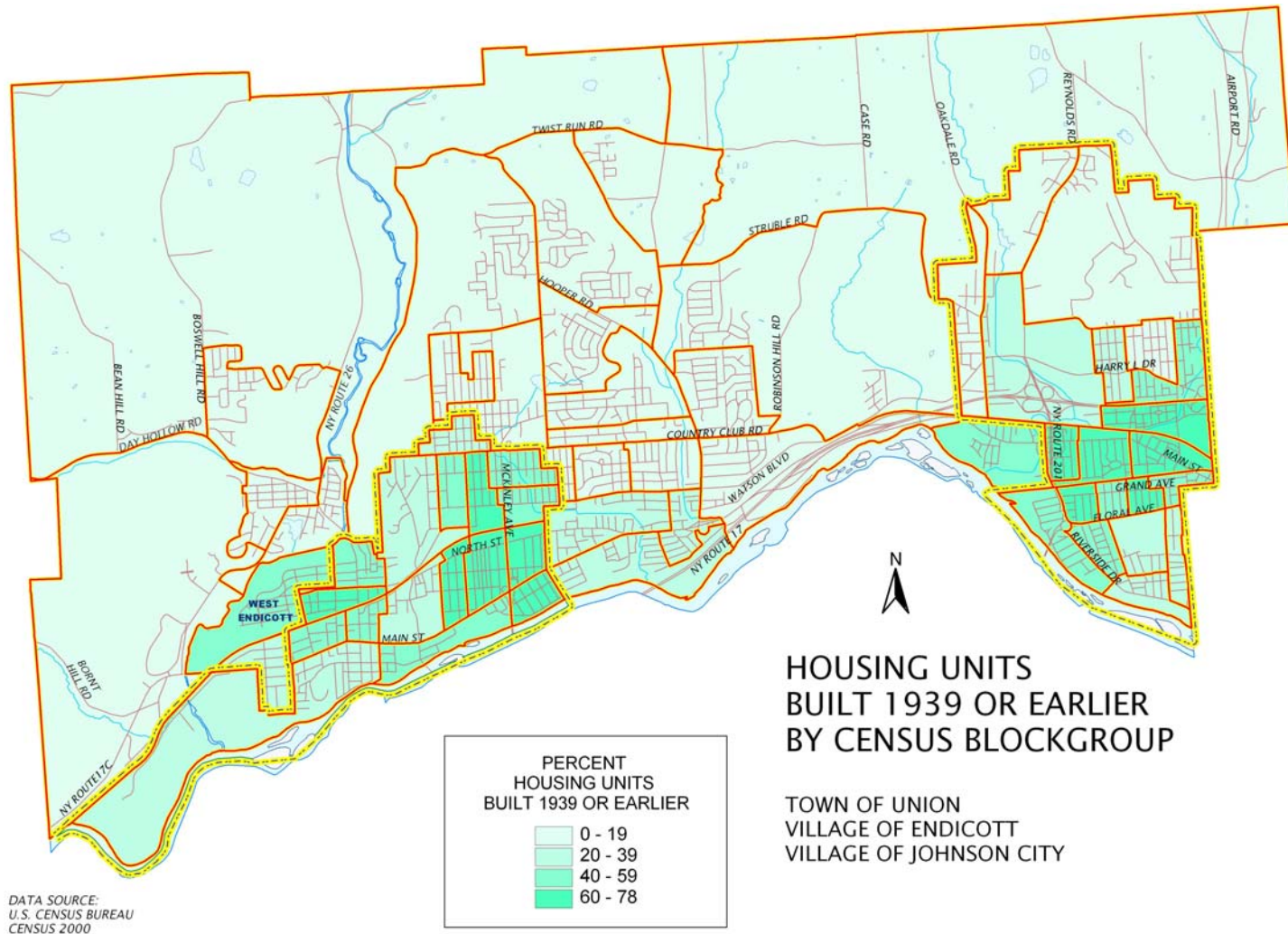
The four categories reflect the different densities, ages, conditions, and types of housing units in the town/villages.

Located in the northern and western portions of the town, the rural areas are a mixture of old and new housing at very low densities that are not served by public utilities. The development areas are undergoing development in a pattern similar to that of the preservation areas. The development areas are characterized by single-family housing subdivisions started during the 1970s with concentrated housing construction activity in the late 1980s. The preservation areas developed in the period following World War II through the 1960s at suburban densities are characterized by clear separations between residential and nonresidential uses. The rehabilitation areas are the oldest residential areas of the town/villages. Many of them were built by the Endicott Johnson Corporation as employee

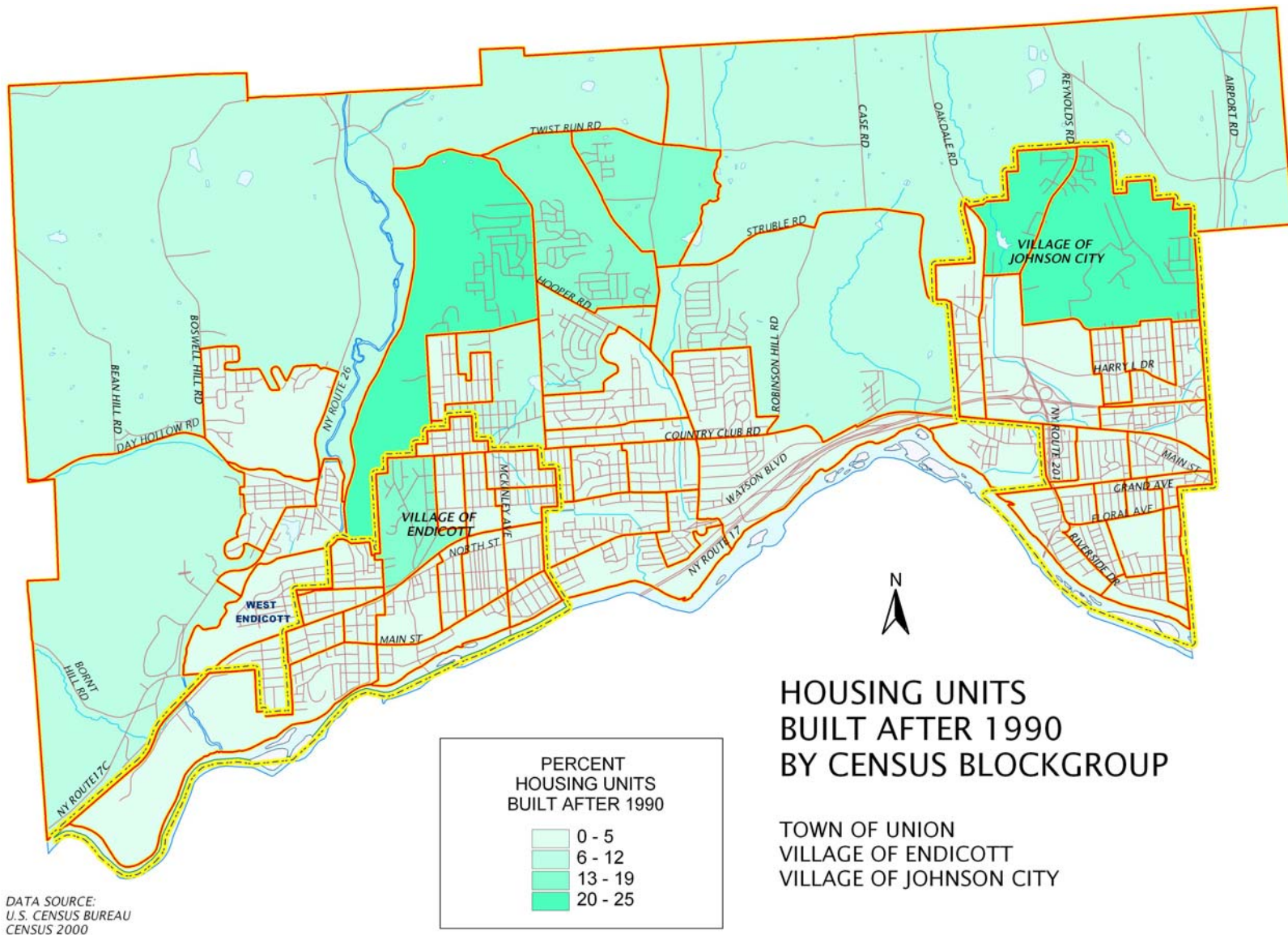
housing following the incorporation of the Villages of Endicott and Johnson City. The rehabilitation areas have urban densities and a mixture of single-family, two-family, and multifamily housing. Some of the rehabilitation areas are intermixed with commercial and industrial uses.

The housing goals can be achieved by addressing all four categories of residential areas. Each area, while unique, has common characteristics and problems that it shares with other areas. Each area is therefore dependent upon the continuation of the other areas in a complementary manner.

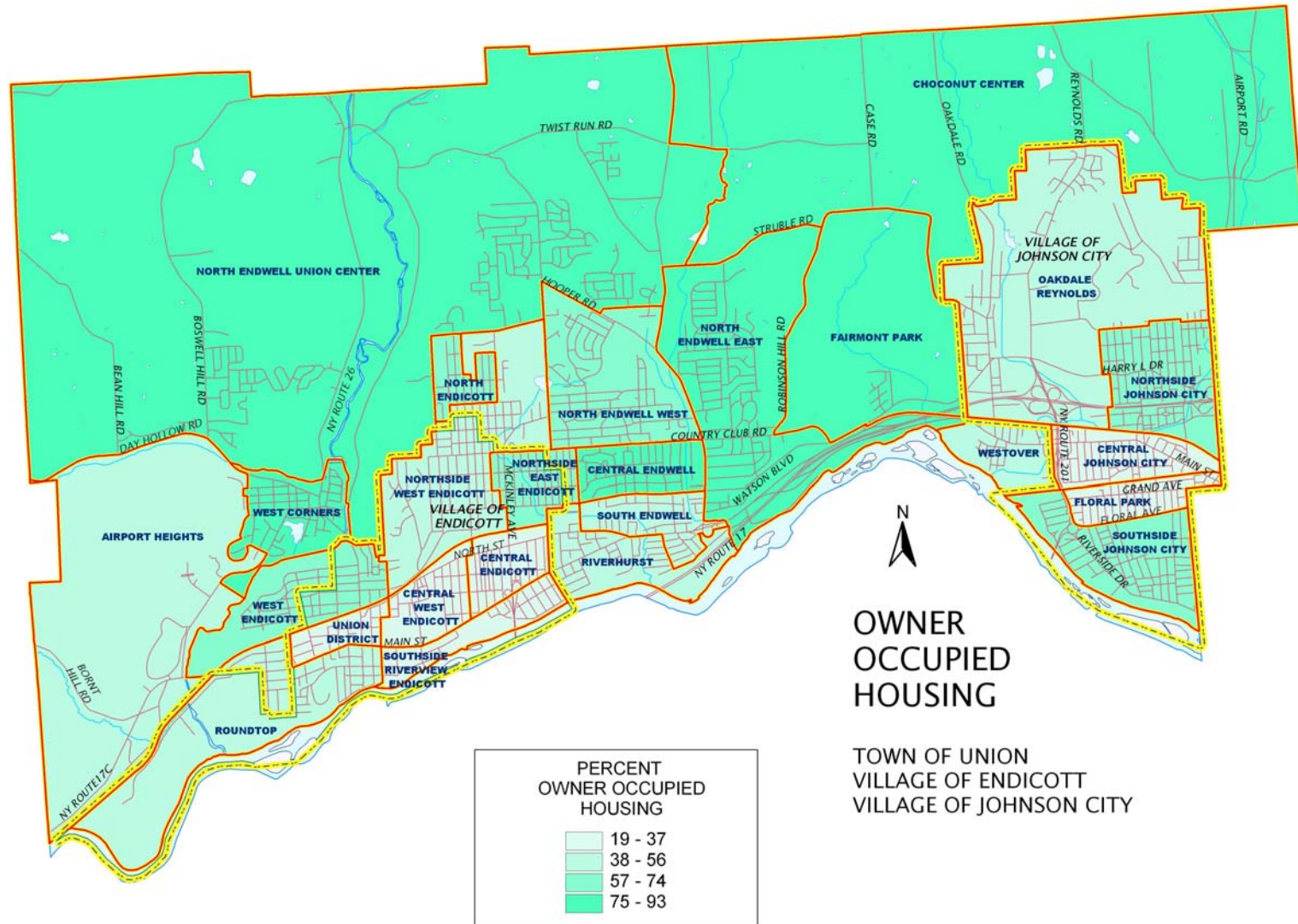
Map 1 ~ Town Of Union, Housing Units Built 1939 Or Earlier, By Block Group



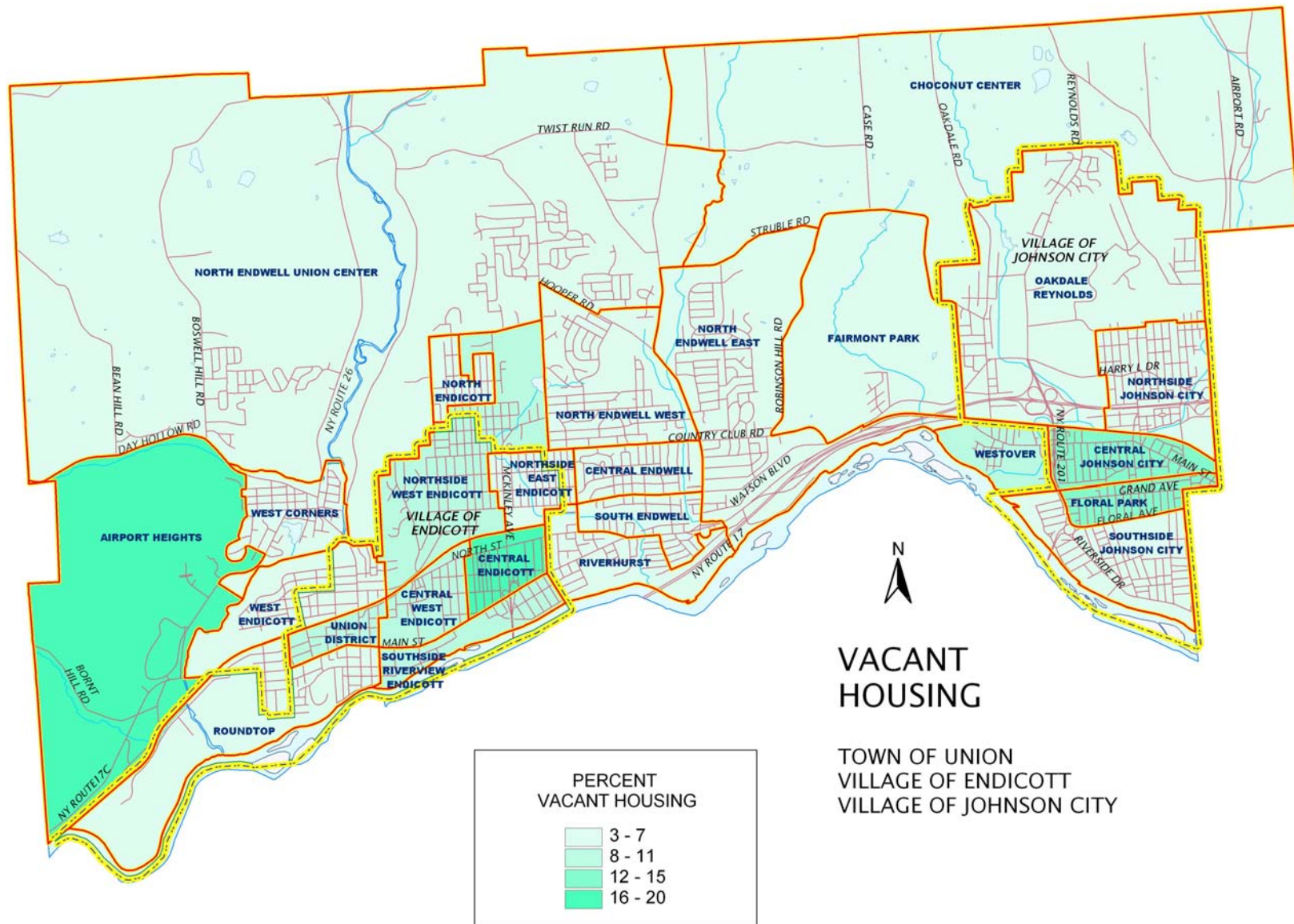
Map 2 ~ Town Of Union, Housing Units Built After 1990, By Block Group



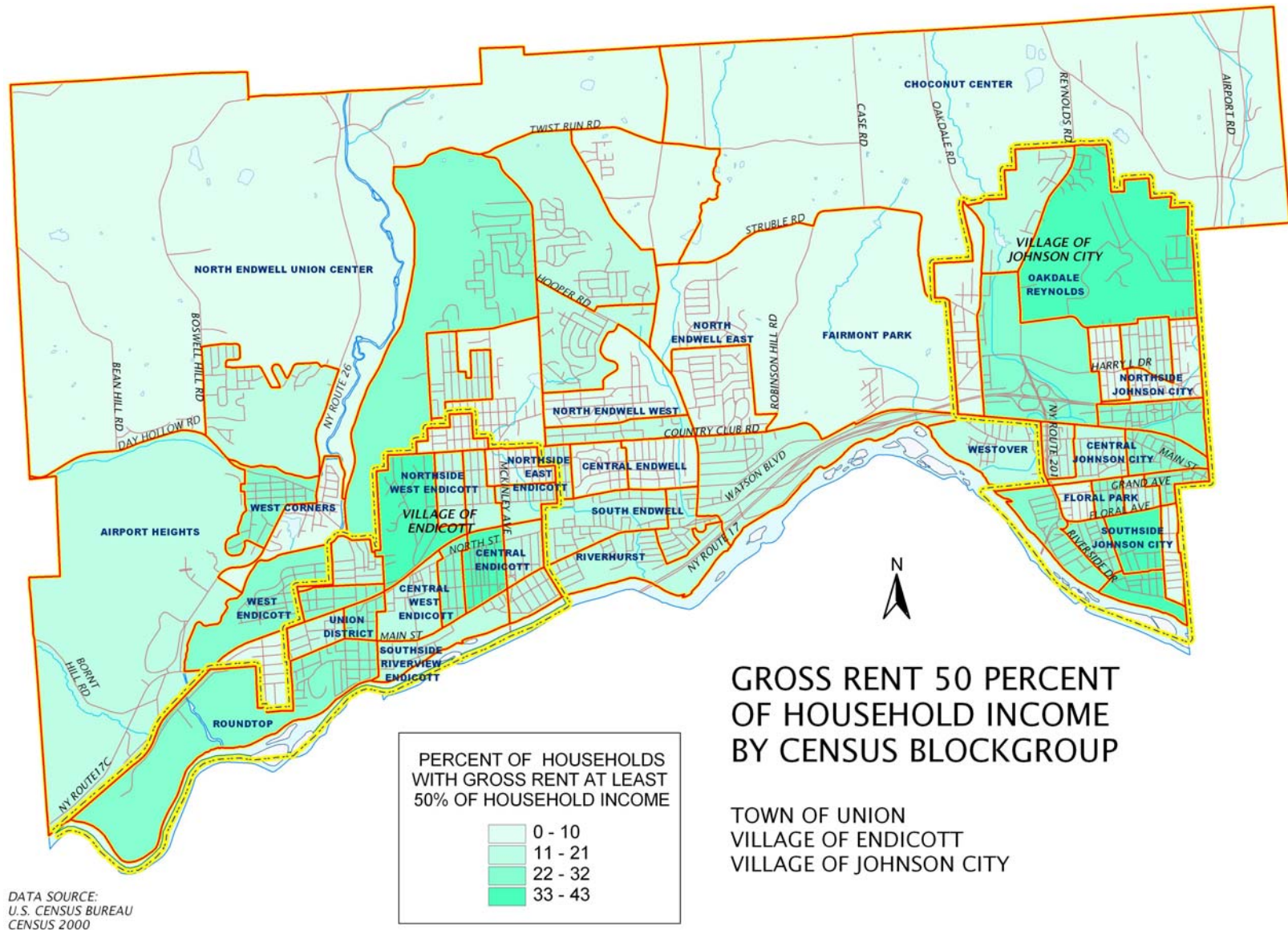
Map 3 ~ Town Of Union, Percentage Of Owner Occupied Units, By Block Group



Map 4 ~ Town Of Union, Percentage Of Vacant Housing, By Block Group



Map 5 ~ Town Of Union, Percentage Of Households With Gross Rent In Excess Of 50% Of Household Income, By Block Group



Objectives - Rural and Development Areas

There are four general areas of concern:

- Land for development;
- Subdivision design;
- Infrastructure requirements for additional development;
- Suburbanization.

The development areas are rapidly changing as a result of new subdivision developments and housing construction. The rural areas are also changing as a result of new housing construction, but more slowly and in many instances with neighborhood opposition.

Land for Development

The physical location and the topographical condition of land for further residential development must be considered to minimize environmental problems.

Policies

1. Prevent development on land that is topographically unsuitable for residential development;
2. Provide for the preservation of open spaces and salient natural features through conscientious subdivision and housing design.

Design

The design of additional residential development and individual housing unit construction affects the cost and long term viability of the development as well as the town's/villages' maintenance of these developments in the future.

Policies

1. Ensure that subdivisions and housing units are compatible with their surroundings, both natural and man-made;
2. Ensure that high-density developments have a design and scale compatible to adjoining residential developments, require little exterior maintenance, and are buffered from different residential densities;

3. Ensure that development requirements are at a minimum to assure safety and health, and not so restrictive and excessive as to cause unnecessary costs and delays.

Infrastructure

New development cannot take place without the provision of adequate infrastructure such as utilities, roads, and services. The development of new residential areas must, by necessity, be timed to coincide with the construction of the required infrastructure.

Policies

1. Foster development to take advantage of existing and planned utilities, services, institutions, and commercial establishments to amortize the cost of the initial provision of these items.

Suburbanization

Public water and sewer extensions are usually catalysts for residential and other types of development. The residents of the new developments want and need parks, convenience shopping, and institutional uses nearby. With the addition of these services and amenities, the rural character of an area that was the initial attraction, is changed to a more suburban character. The indigenous residents of the area see themselves as becoming a minority within their neighborhood and tend to resist and resent change.

Policies

1. Designate areas of the town where active development beyond the scope of this plan should be deferred;
2. Preserve designated rural areas by reducing the density of development, precluding the need for the installation of public water and sewer lines.

Objectives - Preservation and Rehabilitation Areas

These are four main areas of concern for the existing residential areas:

- Land use and neighborhood design;
- Neighborhood infrastructure and services;
- Condition of housing units and code enforcement;
- Housing choice

Land Use and Neighborhood Design

Land use and neighborhood design are vital to maintaining property values, encouraging reinvestment into the neighborhood, and protecting the area from blighting elements.

Policies

1. Protect existing residential areas from the encroachment of incompatible land uses, significantly increased traffic congestion, and utility and storm drainage damage;
2. Eliminate or reduce the number of incompatible uses in order to strengthen the integrity of existing residential neighborhoods;
3. Promote new construction to enhance continued financial reinvestment into existing areas;
4. Ensure that the density of development within a neighborhood is compatible with the existing character of the neighborhood and can be supported by the existing infrastructure.

Infrastructure

The infrastructure within the residential areas is of concern for the health, safety, and well being of the residents. The two crucial elements are maintaining the aging infrastructure and providing the missing elements of the infrastructure.

Policies

1. Maintain the infrastructure at a level needed to continue adequate service to abutting residences;
2. Correct existing infrastructure deficiencies within residential neighborhoods;
3. Provide utilities and recreational and other services in existing areas where they are not currently provided;
4. Ensure that recreational and other services are flexible and can be modified as the needs of the neighborhood's residents change;
5. Provide for the maintenance of parks to enhance the surrounding residential areas and provide high levels of safety, aesthetics, and recreational amenities.

Housing Conditions and Code Enforcement

The condition of the housing stock and code enforcement are of utmost concern for the maintenance of the rehabilitation areas and are becoming a concern for the preservation areas. As the housing stock and residents within the preservation areas age, increasing housing maintenance costs and needs coupled with a higher proportion of residents living on fixed incomes make continued maintenance of these areas a problem.

Policies

1. Provide for the elimination of deteriorated units, e.g., units of unsound original construction, improperly converted units, unsafe and unhealthy units, and units that suffer from natural and/or man-made environmental hazards;
2. Conserve natural and financial resources by promoting rehabilitation, modernization, maintenance, and continued use of existing housing units;
3. Prevent and correct housing deterioration by adopting and enforcing adequate housing regulations;
4. Provide financial incentives and assistance while eliminating financial disincentives for the rehabilitation of deteriorated housing units.

Housing Choice

Housing choice is an issue for people that have limited housing opportunities due to cost, affordability, type, and maintenance issues. Low and moderate-income residents are unable to access much of the housing stock since the cost of ownership or rental of standard housing is beyond their ability to pay. Some low and moderate-income residents are displaced because of reductions in income and their inability to maintain their current level of housing expenses. Housing type, and the design of the units themselves are issues for the population having special needs. Elderly and disabled residents have housing needs based on their physical limitations, everything from one story living with no services provided to nursing home care for people with severe health problems. Maintenance becomes an issue for people that cannot physically maintain their residences because of physical and/or financial limitations.

Policies

1. Promote homeownership by providing financial incentives and eliminating financial disincentives;
2. Provide financial incentives and assistance to reduce the housing cost burden placed on low and moderate-income residents;
3. Promote alternative types of housing and a continuum of care to serve a wide range of special needs;
4. Provide services to allow residents to remain in and/or retain their housing units.

The means for achieving the stated goals rests in the main policy areas of capital improvements, services, land use, ordinances, and assistance programs. A primary role of policy makers is to provide direction, guidance, and leadership. These policy areas can be directly translated into town/villages plans, standards, and action programs.

The policies are listed under each objective. Where policies for one objective pertain to another objective, the policies have not been repeated. The few objectives that have no policies listed incorporate policies stated under related objectives in this section.

Objectives - Rural and Development Areas**Objective A. 1. Prevent development on land that is topographically unsuitable for residential development.****a. Capital Improvement****Policies**

1. Do not provide the infrastructure for undeveloped areas or utility line capacity for such areas.

b. Land Use and Ordinance**Policies**

1. Steep slope, grading, floodplain, wetlands, aquifer protection, and poor soil ordinances should be adopted and/or enforced;
2. Identify the locations of important natural features that should be preserved.

Objective A. 2. Provide for the preservation of open space and salient natural features through conscientious subdivision and housing design.**a. Capital Improvement****Policies**

1. Street lighting, utilities, street signs, trees, and parks should be compatible with open spaces.

b. Land Use and Ordinance**Policies**

1. The town/villages should allow increased density in areas where natural features or open space is being preserved to provide balance and flexibility for developers;
2. Only a sufficient amount of land to meet the needs of the housing market should be zoned for suburban development;
3. Development should be properly sized to reflect the requirements of preserving the rural areas as well as in those areas, which have steep slopes, poor soils, woodlands, and other environmental problems.

c. Direction**Policies**

1. Developers should preserve and maintain open space areas in new developments.

Objective B. 1. Require that subdivisions and housing units are compatible with their surroundings, both natural and man-made.**a. Capital Improvement****Policies**

1. New subdivision development must be connected to existing public water and sewer lines or to extensions of such lines where already planned;
2. Extension of utility lines should be phased to encourage full use of existing systems.

b. Land Use and Ordinance**Policies**

1. Time limits should be placed on the development of new subdivisions. After the time limit is passed and no development has occurred, approvals would become void;
2. Allow development only when utilities and roads can support the additional use with no further improvements (unless a planned municipal capital improvement) or intrusions into existing residential areas;
3. Development of road frontage should be controlled to avoid conflict with future widening of the road and development of the interior acreage;
4. Important natural features should be identified in development plans;
5. New residential developments should be designed with a limited number of access roads onto arterials;
6. Provide for a residential street pattern, which discourages through traffic by the use of cul-de-sacs, loop streets, and a curvilinear street pattern.

c. Direction**Policies**

1. New residential development must be of a type and form compatible with existing adjoining development.

Objective B. 2. Require that high-density developments have a design and scale compatible to adjoining residential developments, require little exterior maintenance, and are buffered from different residential densities.

a. Land Use and Ordinance

Policies

1. High-density residential development should be permitted near public transportation;
2. Natural and/or man-made screening should be provided to buffer high density residential development from low-density residential development.

Objective B. 3. Require that development requirements are at a minimum to assure safety and health yet not so restrictive and excessive as to cause unnecessary costs and delays.

a. Land Use and Ordinance

Policies

1. Revise subdivision regulations to include modern construction techniques and new engineering principles. The regulations should be flexible to encourage innovative designs and methods of providing the infrastructure;
2. Establish a fixed time frame for all permit and approval processes.

Objective C. 1. Foster development to take advantage of existing services, institutions and commercial establishments to amortize the cost of the initial provision of the services.

See Housing Goal, Rural and Development Areas, **Objective B. 1.**

Objective D. 1. Designate areas of the Town where active development, beyond the 10-year scope of this plan, should be deferred.

a. Capital Improvement

Policies

1. Identify areas suitable for development but currently not served by public utilities;
2. Develop long-range capital improvement program for road improvements and utility extensions;
3. Provide sufficient additional capacity to allow for further extension of the utilities when extending or replacing existing utilities.

Objective D. 2. Preserve designated rural areas by reducing the density of development, precluding the need for the installation of public water and sewer lines.

a. Service

Policies

1. Agricultural land and other large parcels of vacant land should be assessed on the basis of their current use rather than their development potential;
2. Town should provide source(s) of potable water for public access;
3. Town should provide septic system cleaning service.

b. Assistance

Policies

1. Provide financial assistance to low income property owners needing to replace inadequate septic systems and wells.

Objective A. 1. Protect existing residential areas from the encroachment of incompatible land uses, from increased traffic congestion, and utility and storm drainage damage.

a. Capital Improvement

Policies

1. Improvements should be made to the street system to direct non-residential traffic away from residential streets and neighborhoods;
2. Alternative street designs should be considered to reduce the amount and speed of traffic on residential streets.

b. Land Use and Ordinance

Policies

1. Revise zoning ordinances to remove commercial and industrial uses as permitted uses within residential zoning districts;
2. Reduce the allowable density of multifamily development;
3. Require Site Plan review for all new non-residential developments adjacent to or within residential zoning districts;
4. Require a buffer and/or screening between residential and non-residential uses;
5. Driveways from non-residential uses should not direct traffic onto or through residential streets and neighborhoods;
6. New development should not be approved when it will negatively impact existing utility services;
7. Use Variance requirements should be strictly followed to avoid negative impacts on adjoining residential properties and neighborhood.

Objective A. 2. Eliminate and reduce the number of incompatible uses in order to strengthen the integrity of existing residential neighborhoods.

See Housing Goal, Preservation and Rehabilitation Areas, **Objective A. 1.**

a. Land Use and Ordinance**Policies**

1. Adopt an amortization period for the cessation of nonconforming uses in residential areas.

b. Assistance**Policies**

1. Provide financial assistance for the conversion of nonconforming uses.

Objective A. 3. Promote new construction to enhance continued financial re-investment into existing areas.**a. Capital Improvement****Policies**

1. Increase capacity of utilities to handle new and denser developments.

b. Land Use and Ordinance**Policies**

1. Zone areas for multifamily and high rise development;
2. Merge existing vacant small lots into modern standard lots when owned by a single owner;
3. Provide setback standards for small lot and in-fill development that is consistent with the surrounding neighborhood development pattern.

c. Assistance**Policies**

1. Adjust assessment procedures to induce new development in targeted areas;
2. Provide financial assistance for new construction in targeted areas;
3. Assemble lots for redevelopment through the removal of non-conforming and unsafe structures;
4. Provide relocation assistance for displaced residents and businesses.

Objective A. 4. Require that the density of new development within a neighborhood is compatible with the existing character of the neighborhood and the existing infrastructure.

a. Land Use and Ordinance**Policies**

1. Multifamily development should not be permitted in an indiscriminate manner in neighborhoods that are predominantly single and two-family uses;
2. Conversion of single and two-family uses into multifamily uses should be controlled in a manner so that the overall density for development remains unchanged;
3. An adequate number of off-street parking spaces should be required for all multifamily buildings and should be provided in a manner that maintains the residential character of the neighborhood.

b. Direction**Policies**

1. Individual housing construction should reflect good design principles and should be compatible with the scale and design of adjacent properties.

Objective B. 1. Maintain the infrastructure at a level needed to continue adequate service to abutting residences.**a. Capital Improvement****Policies**

1. Sanitary sewers, storm sewers, and waterlines should be provided where lacking and inadequate systems replaced;
2. Combined sanitary and storm sewer lines should be separated to maintain capacity at sewer treatment plant and to prevent overflows;
3. Creeks and other water bodies should be maintained to prevent erosion of banks;
4. Curbs and gutters should be provided where missing if they are necessary for proper storm water control or replaced where inadequate;
5. Streets should be maintained in good condition and at a width to meet the design classification of the street;
6. Sidewalks should be provided for all urban streets and in areas of high pedestrian traffic;
7. Sidewalks should be maintained in good condition;
8. Sidewalks and curbs should be designed to meet the needs of the disabled and elderly;
9. Sidewalks and curbs should be designed to enhance the adjacent residential uses;
10. Streetlights should be provided to serve pedestrian traffic in urban areas;
11. Streetlights should be aesthetically pleasing and enhance the adjacent residential uses;
12. Electric, cable television, and telephone services should be placed underground;
13. Street trees should be planted in appropriate locations and maintained;
14. Street trees should be sized according to the proximity of adjacent structures and the size of the available growing area.

b. Service**Policies**

1. Police protection should be provided;
2. Neighborhood crime monitoring programs should be established as well as watchdog programs for the disabled and elderly;
3. Adequate fire protection should be provided;
4. Emergency services should be provided;
5. Public transportation should be provided in the urban areas and suburban focal points;
6. Suburban focal points for public transportation should have parking available for public use;

7. Medical facilities, emergency health care facilities, and nursing home facilities should be promoted and integrated into neighborhoods;
8. Encourage the retention of existing community facilities in neighborhoods, such as schools, libraries, religious institutions, and social clubs.

c. Assistance

Policies

1. Provide assistance for low and moderate-income people to connect to the public water and sewer systems.

Objective B. 2. Correct existing infrastructure deficiencies within residential neighborhoods.

See Housing Goal, Preservation and Rehabilitation Areas, **Objective B. 1.**

a. Capital Improvement

Policies

1. Establish a long-range Capital Improvement Program (CIP) and budgets for replacement of defective and deficient systems.

Objective B. 3. Provide utilities and recreational and other services in existing areas where they are not currently provided.

a. Capital Improvement

Policies

1. Neighborhood parks should be designed to serve all age groups;
2. Recreational areas should be accessible to all residents;
3. Public open space areas should be provided for passive recreation.

b. Service

Policies

1. Recreational activities and programs should be provided for all age groups;

2. Parks should be supervised and safe places for all.

Objective B. 4. Ensure that recreational and other services are flexible and able to be modified as the needs of the neighborhood change.

a. Direction

Policies

1. Encourage the use of neighborhood community facilities through promotional efforts;
2. Promote a socioeconomic mixture of residents within neighborhoods to reduce the need for radical changes in the types of services and recreational facilities provided.

Objective B. 5. Provide for the maintenance of parks to enhance the surrounding residential areas, providing high levels of safety, aesthetics, and recreational facilities.

a. Capital Improvement

Policies

1. Neighborhood parks should be visible to the street to increase safety;
2. Parks should be well maintained so they enhance rather than detract from the surrounding residential neighborhood.

Objective C. 1. Provide for the elimination of deteriorated units, e.g., units of unsound original construction, improperly converted units, unsafe and unhealthy units, and units that suffer from natural and/or man-made environmental hazards.

a. Capital Improvement

Policies

1. Environmental deficiencies should be remedied through an active program of construction of floodwalls, levees, storm drainage systems, and similar projects.

b. Land Use and Ordinance**Policies**

1. The property maintenance component of the New York State Uniform Fire Prevention and Building Code should be uniformly enforced between the three communities;
2. Unsafe and unhealthy housing units should be removed;
3. Illegally converted multifamily buildings should be made to conform;
4. Rental properties should be periodically inspected to protect the safety and health of the tenants.

c. Assistance**Policies**

1. Provide financial assistance for the demolition, rehabilitation, or reconstruction of older, deteriorated housing units;
2. Remove units in areas where it is economically or technically unfeasible to remedy the environmental deficiencies;
3. Provide relocation assistance for residents of condemned buildings;
4. Raze abandoned dilapidated buildings.

d. Direction**Policies**

1. Provide low cost housing units as alternatives to deteriorated units and to meet relocation needs.

 Photograph 1 ~ 21 Endwell Street
Demolition

**Objective C. 2. Conserve natural and financial resources by promoting rehabilitation, modernization, maintenance, and continued use of existing housing units.****a. Land Use and Ordinance****Policies**

1. Work with state officials to amend the New York State Building Code to permit incremental levels of housing rehabilitation;
2. Amend the Zoning Ordinance to provide for the adaptive reuse of vacant neighborhood commercial structures by permitting uses that are compatible with the surrounding residential uses;
3. Enforce Exterior Maintenance Code;
4. Promote the modernization of units to make them energy efficient;

5. Enforce ordinances regulating tall grass, dumping, and junk vehicles.

b. Assistance

Policies

1. Provide financial assistance for owner occupied and renter occupied housing improvements;
2. Minimize assessment disincentives associated with making improvements to and modernizing residential units;
3. Provide financial assistance for energy efficiency improvements;
4. Provide outreach activities within the neighborhood to foster rehabilitation and investment.

c. Direction

Policies

1. Promote neighborhood organizations and self-help programs;
2. Stimulate neighborhood pride by activities that focus on the positive attributes of the neighborhood.

Objective C. 3. Prevent and correct housing deterioration by adopting and enforcing adequate housing regulations.

See Housing Goal, Preservation and Rehabilitation Areas, **Objective C. 2.**

a. Direction

Policies

1. Promote proper management practices for rental properties.

Objective C. 4. Provide financial incentives and assistance and eliminate financial disincentives for the rehabilitation of deteriorated housing units.

See Housing Goal, Preservation and Rehabilitation Areas, **Objective C. 2.**

Objective D. 1. Promote homeownership by providing financial incentives and eliminating financial disincentives.**a. Assistance****Policies**

1. Provide mortgage assistance for first time homebuyers;
2. Provide credit-counseling services;
3. Provide counseling services dealing with home ownership responsibilities, including housing maintenance, improvements, and housekeeping.

Objective D. 2. Provide financial incentives and assistance to reduce the housing cost burden placed on low and moderate-income residents.**a. Assistance****Policies**

1. Provide rental assistance to low-income households;
2. Reduce burden of property taxes on properties occupied by low-income households;
3. Provide and promote subsidized housing.

Objective D. 3. Promote alternative types of housing and a continuum of care to serve a wide range of special needs.**Policies****a. Service**

1. Provide counseling services for homeless, disabled, and other people with special needs;
2. Promote housing facilities with support services;
3. Prevent undue concentration of supportive housing facilities by dispersing such facilities throughout the residential neighborhoods of the town/villages.

Objective D. 4. Provide services to allow residents to remain in and/or retain their housing units.**a. Assistance****Policies**

1. Provide financial assistance for handicap accessibility improvements to housing units;
2. Provide housekeeping, meal preparation (or delivery), and personal hygiene services to housebound people;
3. Provide monitoring service to periodically check on the well being of disabled people;
4. Provide respite services for caregivers.