

**Introduction**

This document represents the second generation of Consolidated Plans for the City of Ithaca. The first five-year Consolidated Plan, which describes program goals for federal Community Development Block Grant (CDBG) and HOME investment Partnership Programs (HOME) funds, expires this year and now is a time of looking back, evaluating changing community needs, reviewing past successes and identifying new opportunities. This document is prepared as an update to the 2004-2009 Consolidated Plan. Our aim is to review existing conditions in the areas of housing, economic development, public facilities and public services, to consider trends and factors impacting these areas of community development, and to assess past CDBG and HOME activities funded through the HUD entitlement program, and identify new programmatic goals.

CDBG funds and, more recently, HOME funds have been awarded to the City for many years. From 1975 until 2004 the City of Ithaca received Community Development Block Grant (CDBG) funds from the United States Department of Housing and Urban Development (HUD) through an annual competitive process. The City was highly successful in these competitive grant rounds, securing over \$22.6 million. Awarded funds have been used to support a variety of programs benefiting low- and moderate-income (LMI) persons, and have ranged from housing programs to job creation. The investment of the CDBG funds has multiplied many times in the community as programs expand and loan funds are repaid and reinvested.

An administrative rule change qualified the City for a new level of HUD programming. Designation as an 'Entitlement Community' allowed the City to become eligible for annual funding through a formula grant for the first time in the Fall of 2003. Since then, the City has received an annual grant from HUD through the Community Development Block Grant Program and the HOME program. In 2004 this funding totaled nearly \$1.6 million. That total has slowly declined to the 2008 award of approximately \$1.3 million.

This annual funding comes with new opportunities as well as new responsibilities. A distinct and valuable implication of these 'entitlement' funds is that they provide both the City and agencies seeking funding the chance to do some long-term planning. The City can now set local goals and priorities instead of responding as it had to in past years, to periodic notices of funding availability.

In order to formalize this long-term planning, HUD requires that local jurisdictions prepare and adopt a ‘*Consolidated Plan*’ before funds are dispersed. The *Plan* is expected to assess the community development needs and priorities of the City and to provide a strategy for addressing those needs. This *Consolidated Plan* will guide the funding decisions and action strategies of the Community, as they relate to the CDBG Program, for the next five years.

**The Role of the Ithaca Urban Renewal Agency**

The Ithaca Urban Renewal Agency (IURA) has been delegated primary responsibility for administering Community Development Block Grant Entitlement Programs. The IURA Executive Director is the City’s Director of Planning and Development. The IURA is operated through a five-member board appointed by the Mayor and approved by the Common Council. It currently has a staff of four people directly responsible for program development, monitoring and implementation.

Technical assistance is provided by IURA staff to help individuals and organizations develop activities for potential entitlement funding. Assistance is also available for writing project proposals and for preparing related materials necessary for evaluating and selecting programs for inclusion in the annual *Action Plan*.

**Program Year**

For the City of Ithaca, July 1 is the beginning of the program year. This means that this *Consolidated Plan* and the 2009 *Action Plan* must gain HUD approval by HUD by July 1. It also means that funds are technically available for use on July 1.<sup>1</sup>

**Statutory Program Goals of the CDBG Program**

There are three basic program goals for the Community Development Block Grant Program, presented below as they appear in the *Statutory Program Goals* from *Guidelines for Preparing a Consolidated Plan Submission for Local Jurisdictions*, US Department of Housing and Urban Development.

*DECENT HOUSING - which includes:*

- *assisting homeless persons obtain affordable housing;*
- *assisting persons at risk of becoming homeless;*
- *retention of affordable housing stock; increasing the availability of affordable permanent housing in standard condition to low-income and moderate-income families,*

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<sup>1</sup> Funds are not actually available for use on July 1 due to administrative requirements that must be met after the award has been made. Expenses may be incurred for the projects selected to be included in the *Action Plan* and can be reimbursed when the money is actually available.

*particularly to members of disadvantaged minorities without discrimination on the basis of race, color, religion, sex, national origin, familial status, or disability<sup>2</sup>*

- *increasing the supply of supportive housing which includes structural features and services to enable persons with special needs (including persons with HIV/AIDS) to live in dignity and independence; and*
- *providing affordable housing that is accessible to job opportunities.*

*A SUITABLE LIVING ENVIRONMENT - - which includes:*

- *improving the safety and livability of neighborhoods;*
- *increasing access to quality public and private facilities and services;*
- *reducing the isolation of income groups within areas through spatial de-concentration of housing opportunities for lower income persons and the revitalization of deteriorating neighborhoods;*
- *restoring and preserving properties of special historic, architectural, or aesthetic value; and*
- *conserving energy resources.*

*EXPANDED ECONOMIC OPPORTUNITIES - - which includes:*

- *job creation and retention;*
- *establishment, stabilization and expansion of small businesses (including micro-businesses);*
- *the provision of public services concerned with employment;*
- *the provision of jobs to low-income persons living in areas affected by those programs and activities, or jobs resulting from carrying out activities under programs covered by the plan;*
- *availability of mortgage financing for low-income persons at reasonable rates using non-discriminatory lending practices;*

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<sup>2</sup> This is the language published by the US Department of Housing and Urban Development. City of Ithaca legislation states that the City will not discriminate against any employee, applicant for employment, subcontractor, supplier of materials or services, or program participant because of actual or perceived: age, creed, color, disability, ethnicity, familial status, gender, height, immigration or citizenship status, marital status, national origin, race, religion, sexual orientation, socio-economic status, or weight.

- *access to capital and credit for development activities that promote the long-term economic and social viability of the community; and empowerment and self-sufficiency for low-income persons to reduce generational poverty in federally assisted housing and public housing*

It is within the framework of the statutory program goals that this *Consolidated Plan* has been developed.

### **The Citizen Participation Plan**

The first step in preparing a *Consolidated Plan* is consideration of the community's involvement in the process. This includes the creation of a clear statement encouraging public participation, and development of a road map of the planning process which identifies the points in time where the public has an opportunity to get involved. The document describing this roadmap is the *Citizen Participation Plan (CP Plan)*.

The *CP Plan* identifies how the IURA will seek public input, advertise meetings and public hearings, and reach out to neighborhood residents and professionals involved in community development. It also describes how the annual *Action Plan* is developed, how a *Consolidated Plan* or *Action Plan* amendment is undertaken, and how the IURA will address complaints made by the public.

Criteria for funding specific activities are described in the *CP Plan*. Projects funded with CDBG money must implement the goals and objectives outlined in this *Consolidated Plan*. Selection criteria further includes but is not limited to the following:

- Eligibility;
- Need;
- Impact;
- Feasibility;
- Capacity of the sponsor organization to successfully implement the proposed activity in a timely manner, including past performance of the sponsor organization;
- Leveraging of other funding sources;
- Coordination with other initiatives, plans or other submitted proposed activities.

The Ithaca Urban Renewal Agency reviewed and revised its existing *Citizen Participation Plan* in August of 2006. The revised *CP Plan* was adopted by the Common Council on September 6, 2006. A copy of the *CP Plan* is available to members of the public on request.

### **Summary of Public Input for the 2009-2013 Consolidated Plan**

The *CP Plan* outlined a two-phased public input strategy during the development of a *Consolidated Plan*. In the first phase, the IURA staff held meetings with neighborhood residents to get input on the top priority needs in the city. The second phase involved a series of consultations where the staff sought input

from professionals and practitioners in fields related to community development. Neighborhood public input meetings were held as follows:

- Nov. 17, 2008, Noon to 1:00 PM, at the Greater Ithaca Activities Center (GIAC), 318 North Albany Street
- Nov. 18, 2008, 5:30 PM to 6:30 PM in Council Chambers, Third Floor of City Hall, 108 E. Green St.
- Dec. 4, 2008 6:00 PM to 8:00 PM at the Tompkins County Public Library
- Dec. 8, 2008, Noon to 2:00 PM, in Council Chambers, Third Floor of City Hall, 108 E. Green St.

Two public hearings were held to obtain citizen comments on the community development priorities for Ithaca and to get specific input on proposed activities for the 2009 Action Plan. These hearings were held as follows:

- Jan. 22, 2009, 8:30 a.m., before the Ithaca Urban Renewal Agency.
- April 15, 2009, 7:30 p.m. before the Planning and Economic Development Committee of the Ithaca Common Council.

Both meetings were held in Common Council Chambers in Ithaca City Hall.

Criteria for selecting meeting places included convenience and accessibility to the neighborhoods served by the IURA. Advertising for meetings was done according to the *Citizen Participation Plan*.

Consultations with public and private agencies were scheduled as follows:

- 10/16/08      Finger Lakes Independence Center meeting – meeting convened by the Downtown Ithaca Alliance to discuss accessibility of the downtown business district and Commons.

- 11/5/09 Presentation at the Disability Advisory Council to get input on accessibility needs and other related issues.
- 12/3/08 Presentation at the Homeless Housing Task Force – Staff received significant input from housing providers on the topic of affordable housing and the needs of the homeless and near-homeless.
- 1/27/09 Presentation at the Human Services Coalition board to gain input on public services needs in the community.
- 2/19/09 Meeting discussing affordable housing with the Tompkins County Coalition for Families to gain information on the types of challenges and opportunities non-housing providers are thinking about.
- 3/2/09 Consultation with Ithaca Housing Authority to assure cooperation and coordination between the City and the Housing Authority in meeting the housing needs of LMI people.
- 3/2/09 Consultation with Lisa Horn- Director of the Tompkins County Office for the Aging to discuss priority needs for seniors.
- 3/4/09 Consultation with staff from the Department of Public Works to discuss the public facility needs of the City.
- 3/11/09 Consultation with the City Parks Commission to discern the needs for parks and playgrounds in LMI neighborhoods.
- 3/13/09 Consultation with Betty Falco, Director of the Health Planning Council regarding the unmet health care needs locally, as well as the state of area initiatives to address these needs.
- 12/16/08 & 1/16/09 Discussion with the Economic Development Committee of the Ithaca Urban Renewal Agency to

discuss the role of CDBG and revolving loan funds in the community and unmet economic development needs in the community.

Comments and priorities varied by location but the clear consensus is that:

- Affordable rental units and affordable homes for first time homebuyers are a primary need in all neighborhoods. There was frequent discussion about the need for programs and funding to help fill the gap between existing homeownership programs and the ability of LMI residents to qualify for these programs. The high cost of utilities and the poor quality of existing affordable rental units was also consistently prioritized as a top area of concern.
- The high tax rate poses a significant barrier to affordable housing. Approximately 62% of the assessed value of properties in the City of Ithaca is tax-exempt. This has declined from 71% in 2003.
- The infrastructure and public facilities in LMI neighborhoods are generally good but specific attention needs to be directed toward parks, pedestrian improvements and traffic calming.
- Job training programs directly linked to jobs and support/development of micro-businesses, particularly minority-owned micro-businesses, is a priority. The need for job training programs for teens and young adults cannot be over emphasized. A significant part of the conversation regarding small businesses was devoted to the need to expand and create programs that better support minority-owned and women-owned businesses and start-ups.
- Public services and programs for teens and children are urgently needed. In every meeting participants articulated the need for expanded programming for younger children, including affordable daycare and daycare during non-traditional hours. Addressing the need for meaningful after-school or community center programming for teens presents an even greater challenge.
- Other programs, such as health services and clinics downtown -- including a dental clinic -- food pantries, and crime

prevention/neighborhood policing, were all categorized as high priority in the LMI neighborhoods.

- In every meeting participants articulated the goal of better coordinating and marketing of existing public services. Sentiment was expressed that, with the exception of the programs listed above, proposals for additional public services should be carefully considered. There is a sense that many existing programs are underutilized. Marketing and outreach should better target those in need in order to more efficiently and effectively connect them with existing opportunities and services.
- There was clear consensus about the need to address cultural barriers limiting access by LMI people of color and immigrants to programs and projects, including social services, housing, and economic development and job training programs.
- There was no public input recommending adoption of new strategies or objectives, nor were any recommendations to abandon existing strategies or objectives.

Following each meeting a memo was prepared describing the conversation and the results of the meeting. All meeting notes are on file and available for public review at the office of the Ithaca Urban Renewal Agency.

**Review of  
Ithaca's  
Community  
Development  
Goals  
2004-2008**

Community development goals for the City's first *Consolidated Plan* were developed after careful consideration of the input received. The goals were:

Neighborhoods

- Preserve neighborhood character. Support efforts which strengthen mixed-income, culturally-diverse neighborhoods.
- Take appropriate actions to remove or address factors which detract from a neighborhood or act as a blighting influence in the area
- Support efforts which result in LMI neighborhoods becoming more attractive, physically more accessible, safer and more desirable places to live.

### Housing

- Increase the supply of quality owner-occupied and rental housing.
- Improve the quality of existing housing.
- Increase opportunities for renters to become homeowners.
- Ensure that more quality affordable rental units are available, increasing the range of housing options and focusing on long-term affordability.
- Increase the range of housing options and related services for residents with special needs.
- Ensure adequate emergency, transitional, and permanent housing to address unmet needs of homeless persons.

### Economic Development

- Create employment opportunities for LMI persons with a focus on quality jobs with opportunities for advancement
- Revitalize commercial areas
- Implement economic development components of plans adopted by the City
- Expand opportunities for job training and placement for LMI persons, especially people of color, women, and disadvantaged teens

### Public Facilities

- Ensure that the infrastructure in LMI neighborhoods is safe, attractive and in compliance with applicable codes or quality standards.
- Ensure that LMI neighborhoods have adequate public facilities and that all public facilities in LMI neighborhoods are operated, sustained, and developed as vibrant neighborhood assets.

### Public Services

- Ensure that all residents have access to food, shelter, heat, clothing and other essential services.
- Increase programs and services geared toward meeting the needs of focus populations (children, teens, young adults and people of color).
- Support existing public services for LMI persons by assisting with capital improvements to stabilize the

operations; ensuring the coordination and marketing of existing programs; and focusing on removing cultural barriers to people of color, immigrants, the poor and the elderly in accessing public services.

**Changes to Ithaca's  
Community Development  
Goals for 2009-2013**

Three additions will be made to Ithaca's Community Development goals for the period from 2009-2013. These are:

- Support programs and initiatives which incorporate the principles of smart growth and sustainability and enhance walkability to all areas of our community.
- Support programs which facilitate access to transit and the existing public transportation system and develop new programs which minimize the use and need for personal vehicles.
- Support programs which specialize in connecting people with existing programs and services and which enhance the ability of LMI people in accessing these services.

**The Strategic  
Plan**

In order to utilize CDBG and HOME funds, most effectively to address Ithaca's priority community development needs, the City is required to develop a strategic plan. The plan will be used to guide the decision-making process as the City strives to achieve the statutory goals. These include providing decent housing, a suitable living environment and expanded economic opportunities, principally for extremely low-, low- and moderate-income residents.

HUD regulations require analysis of community needs among specifically targeted groups as well as description and consideration of locally identified categories of need. In general, the City's Strategic Plan will follow the series of tables and requirements described in HUD's *Guidelines for Preparing a Consolidated Plan Submission for Local Jurisdictions*.

**Housing  
Trends and Needs  
Identified in 2004**

During the last planning process, the following trends and needs were identified:

- The lack of quality affordable housing was raised as a critical need in the Ithaca community.
- The cost of buying a home was rising rapidly.
- Over half of renters were paying more than 30% of gross income for housing.

- The City's homeownership rate is approximately 40% of the national average.
- The demand for housing was on the rise.
- In many areas, local residents were priced out of the rental market.
- Over three quarters of renters were low- and moderate-income.
- The number of low-income seniors was increasing.
- The need for accessible, adaptable and visitable housing was growing.
- Housing quality was named as a concern in every neighborhood.
- There were 341 public housing units in six developments within the City, all of which are operated by the Ithaca Housing Authority (IHA). Two hundred thirty five of these units are occupied by elderly/ disabled households, 105 units are occupied by families/disabled households and one unit is occupied as a police satellite station. This number of units has not changed. The January 2009 waiting list is 77 people.<sup>3</sup>

**Ithaca's Response  
to Housing Needs  
2004-2008**

During the first planning period Ithaca set goals for increasing every type of housing. Table 2C at the end of this document tabulates the 5-year goals of the prior plan and Ithaca's achievements. To highlight some successes, when all of the 2004-2008 funds have been expended, Ithaca will have:

- Created 25 new owner-occupied housing units
- Assisted 6 new homebuyers
- Completed 90 weatherization projects
- Completed over 383 mini-repairs for owner-occupants, primarily seniors, to help them stay in their homes.
- Funded 375 Rental Security Deposits
- Created 62 new rental units
- Built a new emergency shelter with 16 shelter beds, leveraging 4 SRO units for those transitioning from the shelter to more permanent housing.
- Provided 7 homeless young people with rental assistance to access permanent housing.

Priority was given to projects which did not take taxable parcels off the tax rolls in order to avoid exacerbating the problem of the already

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<sup>3</sup> Statistics from Ithaca Housing Authority Streamlined Annual PHA Plan for 2008. This document is available for inspection at the IURA Office.

high cost of taxes within the City. In addition, funding priority was given to projects which were designed in keeping with neighborhood character and those which were accessible or visitable.

**New Information  
Affecting Housing  
Needs**

There have been significant changes in local programs and initiatives, as well as the impacts from changes in the local and national economy that were considered during the review of Ithaca's Housing objectives. These are:

**New units**

- An increase in the availability of Housing Choice Vouchers. The Ithaca Housing Authority now administers 873 Section 8 Housing-Choice Vouchers (up from 504, as they now administer those at West Village) and has a waiting list of 394 people. Tompkins Community Action had a one-time increase from 786 to 1065 vouchers. Some of these are a one-time opportunity and Tompkins Community Action will settle back to 900 permanent vouchers as the new ones turn over.
- New Emergency Shelter Beds: Sixteen new emergency beds were created along with a complete renovation of the Friendship Center, Ithaca's drop in day-time program for the homeless. This brings the total to 38 shelter beds, including 9 at the battered women's shelter.
- New low-income affordable rental units: The Ithaca area had a number of tax-credit projects funded in the past few years. Thirty nine units were created at Cedar Creek, 128 at Overlook, and 224 units at Linderman Creek I and II and Conifer Village at Ithaca..
- Lakeview Mental Health Association used tax-credits to construct a new 38 bed SRO facility that offers supportive services along with permanent housing units for the mentally ill.

**New Information**

- Median household size continues to shrink, exacerbating the mismatch between affordable homes and housing on the market. Many single people buying homes do not want larger houses that are typical of Ithaca.
- The median sale price in Ithaca rose by almost 18% between 2004 and 2007, with the 2007 median sale price at \$198,008. County-wide, the median sale price rose by 22% in the same period with the median sale price of \$182,000 in 2007.
- Tompkins County is projected to see growth in both population and households, with a population growth thought

to be close to 0.6% per year and the number of households growing by approximately 0.8% per year.<sup>4</sup>

- The real estate tax burden remains high in the City of Ithaca, at \$34.32 per thousand in value for 2008. There also has been a 30-40% increase in valuation for most homeowners in the City since 2003.
- The cost of home heating has increased. The utility allowance has risen from \$135 per month to \$199 per month for “older multi-family units” with 2 bedrooms.
- The cost of water and sewer has risen by 38% in the City since 2004. Each unit (100 cubic feet) costs \$7.12 compared to \$5.15 in 2004 with the minimum quarterly bill being set at \$85.44.
- The demand for mini-repair programs funded through Ithaca Neighborhood Housing Services has been very high, as has the demand for security deposit assistance.
- The need for weatherization in housing throughout the City is high. The demand for weatherization for rental units in federally-funded programs has been low due to the administrative burden and the low incentive for the landlord.
- The development of new senior housing has increased significantly over the past decade. Both independent and assisted living housing has been developed outside of the City. Linderman Creek (72 units for seniors) and Longview (161 units) are both designated as affordable housing.
- Many new units have been constructed through non-IURA or CDBG funded initiatives. Approximately 159 of these units are affordable. A table detailing the units is attached at Appendix A.
- Demand for rental housing remains high. The vacancy rate was 2.75% at the time of the last census and no new data is available for the vacancy rate at this time.
- There are few vacant or dilapidated houses available for house recycling projects within the City. House recycling was traditionally a common way to increase the number of affordable homes for low-income buyers.
- The Ithaca Housing Authority has been awarded approximately \$700,000 for repairs and renovations of their units. This is in addition to the \$512,000 the Housing Authority has allocated annually in their 5-year plan for

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<sup>4</sup> Data from the Ithaca Neighborhood Housing Services Market Analysis, 2009. Much of the information on the Ithaca housing market is derived from this study.

capital improvements. Their units are generally in good condition.

- The City of Ithaca has avoided most of the downturn in housing prices that resulted from excesses in sub-prime lending and real estate foreclosure. The City of Ithaca had an estimated 1% foreclosure rate as of October 2008. This compares to 3.6% state-wide.<sup>5</sup>
- The Cornell Housing Collaborative, a partnership between the City of Ithaca, Tompkins County, and Cornell University to jointly implement the *Housing Strategy for Tompkins County*. Initially, the members are committing \$2.4 million over six years to capitalize two new local housing programs: (1) the Community Housing Affordability Program which provides predevelopment grants and loans; and (2) the Community Housing Trust Program that will purchase land under newly constructed or rehabilitated affordable homes to ensure they remain affordable to future generations of buyers.

### **Barriers to Affordable Housing**

Public policies in the City do not appear to limit the development of affordable housing, nor are they intended to. The limited supply of housing, limited number of developable sites, and high demand for housing, largely driven by the student population, controls the market. The City has supported the development and rehabilitation of both affordable rental and owner occupied housing in the downtown neighborhoods. There are no impact fees assessed for housing construction.

### **Tenant Based Rental Assistance**

The City has successfully implemented projects with tenant-based rental assistance as a key factor. In these programs, HOME funds are used for rent and/or security and utility deposits. The security deposit program in particular has been instrumental in getting low-income people into permanent housing they could otherwise afford by removing the barrier of amassing the first month's rent and security deposit before the tenant can move in. These programs are an essential part of the City's housing strategy.

### **Fair Housing**

The City of Ithaca recognizes the importance of fair housing for all residents. Chapter 215 of the City Code includes a section making it unlawful to discriminate in the sale or rental of housing on the basis of race, creed, color, national origin, sex, disability, marital status or sexual preference or affection.

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<sup>5</sup> Data from the US Department of Housing and Urban Development, Neighborhood Stabilization Program. October 2008.

City residents receive fair housing assistance through a number of agencies in Tompkins County, including the Legal Services office, the Tompkins County Human Rights Commission and the Community Dispute Resolution Center. As part of their work, the Tompkins County Human Rights Commission reviews complaints from City residents and assists them with resolving the issues. A public service notice on Fair Housing is printed each year in the City's newspaper of record.

In the summer of 2007 the City undertook an Analysis of Impediments to Fair Housing. That Analysis was adopted on September 27, 2007 and is available for public inspection at the office of the Ithaca urban Renewal Agency. The conclusion of this analysis was that there was no indication that there are significant barriers to Fair Housing in the City. This Analysis of Impediments to Fair Housing will be reviewed and updated in 2012.

### **Needs of the Homeless**

Consultation with members of the Homeless and Housing Task Force<sup>6</sup> indicates a shift in the needs of the homeless and near homeless. While the number of bednights<sup>7</sup> increased until a peak in 2006, the totals have now been declining for the past 2 years. Providers attribute the decline to shorter lengths of stay at the Red Cross Shelter, with the average now 21 days, down from 30 days 5 years ago. On an average night, 25 people are in the homeless shelter or in motels on an emergency basis and four people are staying at the battered women's shelter.

At the outreach meeting with the Homeless Housing Task Force, the creation of single room occupancy (SRO) units was the most widely identified need for homeless housing. Maintaining and improving the existing shelter at Court Street and providing various types of supportive and transitional housing to prevent people from becoming homeless were also discussed. The Tompkins County Office of the American Red Cross, the sole provider of homeless housing in the City, noted that 116 clients avoided homelessness through their eviction prevention case management. They note the lack of affordable housing as their main obstacle to helping people get into permanent housing. Limitations of the public transportation network are also a significant factor which comes into play. It seems that creation of new emergency shelter beds is no longer a priority, and

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<sup>6</sup> The Homeless and Housing Task Force is a working group of service providers who meet bi-monthly to coordinate efforts to serve the needs of the homeless. The group is managed by the Tompkins County Human Services Coalition.

<sup>7</sup> A bednight is one night of shelter for one person.

creation of more supportive and SRO or transitional beds has become the priority need.

In addition to the homeless population being served by the traditional shelter and related services, Ithaca has been working to address the large number of homeless “unattended youth”.<sup>8</sup> These are independent young people, ages 16-25 who typically do not use the homeless shelter and do not participate in homeless assistance and prevention programs geared towards adults and families. Because of their age and developmental needs, these homeless youth straddle both the youth and adult social service systems with their needs ‘never being fully met in either system’.<sup>9</sup>

Current estimates hold that there are perhaps 600 homeless, unattended youth in the County. While there is no ‘point in time’ count available, there is information based on surveys and shelter use data that supports this figure. Two hundred and four homeless youth were documented in a recent survey conducted in the county.<sup>10</sup> This group is highly transient, moving from place to place. Over 25% of those surveyed had lived in 6-11 places in the last year. Fifty five percent of homeless youth are people of color (compared to 16.6% county-wide). Thirty-one percent of youth less than 21 and 50% of the 21-25 year olds were pregnant or parenting.<sup>11</sup>

While all of the homeless youth in the county are not City residents, consultations with service providers revealed that approximately 85% of the homeless young people are in the City. The reason for this concentration is thought to be related to lack of transportation in outlying areas, need to be close to jobs which these teens can access, and the need to be close to services and programs on which these teens depend.

**Homeless Strategy** The City of Ithaca supports the implementation of priorities established through the Tompkins County Continuum of Care plan and ensure that a full range of emergency, transitional, and permanent housing resources are available throughout the county. This includes

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<sup>8</sup> Per the McKinney Act, homeless youth are defined as youth who currently have no parental, substitute, foster, or institutional home to which they can safely go. They are unaccompanied by an adult and have spent at least one night either in a formal emergency shelter, improvised shelter, doubled-up, or on the street.

<sup>9</sup> This quote and the information on homeless youth provided here is from the work and grant applications prepared by the Learning Web. Copies of this work may be reviewed at the IURA office.

<sup>10</sup> The Independent Living Survey was prepared in September 2007 for the Tompkins County Continuum of Care Committee and the Human Services Coalition of Tompkins County. A copy is available for review in the IURA office.

<sup>11</sup> Data from the *Independent Living Survey*.

efforts to prevent homelessness and programs that focus specifically on homeless teens. The City will not only work cooperatively with the Tompkins County Human Services Coalition on the Continuum of Care initiative, but will also designate the development, transitional, supportive and permanent housing as high priority needs of the community. Through other grant-funded programs, there are many services now operating to prevent homelessness and assist the homeless. The City will not seek to subsidize the necessary services at this time.

## **Housing Objectives**

The City has made significant progress in developing affordable housing, particularly in light of the limited resources available. A particular focus has been to fund projects which keep or return properties to the tax roll. The City reaffirms its previously adopted housing objectives.

### **Objective A: Owner Occupied Housing**

Improve the quality and increase the quantity of existing housing stock. Homes will be made safer, more accessible, more energy efficient and will be brought up to code. The integrity of existing housing will be preserved. Programs to assist seniors and disabled persons to remain in their homes will be supported.

The City may consider the following strategies in support of this objective:<sup>12</sup>

**Strategy 1:** Use local and federal resources, along with other available programs, to help current homeowners to repair or renovate substandard housing in ways that extend the life of the housing stock or improve energy efficiency and enhance neighborhood viability.<sup>13</sup>

**Strategy 2:** Help current homeowners to improve the accessibility and design of their houses in ways that extend the utility of the housing for their use and enhance neighborhood stability.

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<sup>12</sup> Unless otherwise stated, all strategies are optional and represent possible methods for implementing program objectives. The City may adopt additional strategies as necessary for successful implementation of CDBG programs.

<sup>13</sup> Unless otherwise noted, in all cases the proposed objective will be funded through local and federal resources along with other available programs.

**Strategy 3:** Assist community-based organizations in constructing new houses for owner-occupants.

**Strategy 4:** Assist community-based organizations with converting sub-standard rental or non-residential properties into new owner-occupied housing units.

**Strategy 5:** Encourage innovative, affordable forms of new owner-occupied housing.

**Objective B: First-time Homebuyers**

Increase opportunities for renters to become homeowners within the City. Assure fair lending and address barriers to homeownership.

**Strategy 1:** Help community-based organizations provide direct housing assistance to targeted households to improve their capacity to buy a home through down payment assistance, homebuyer education, low interest loans and the like.

**Strategy 2:** Assist community-based organizations in acquiring and/or renovating substandard housing and sell the housing to low- and moderate-income households in ways which maintain its availability as affordable housing.

**Strategy 3:** Assist community-based organizations to build new housing and sell the housing to eligible households in ways that maintain its availability for affordable housing and enhance neighborhood viability.

**Strategy 4:** Explore, promote and support alternative forms of ownership and housing tenure to provide a broader range of homeownership options.

**Objective C: Renters**

Increase the number and availability of quality, affordable rental units. Improve existing affordable rentals so they are safer, more accessible and better maintained.

**Strategy 1:** Assist community-based organizations and others in creating quality, affordable rental units in the City.

- Strategy 2:** Assist in projects that rehabilitate existing affordable rental units to make them safer, more accessible, more energy efficient, and in compliance with current codes.
- Strategy 3:** Support programs which make affordable rental units financially accessible to low- and moderate- income renters.
- Strategy 4:** Assist others in creating more high quality, low-income rental housing units.
- Strategy 5:** Conduct an analysis of fair housing choice within the City and take appropriate actions to overcome the effects of any impediments identified through that analysis

**Objective D: Supportive Housing<sup>14</sup>**

Increase the range of housing options and related services for special-needs residents, including homeless people. Meet identified needs by creating additional units or renovating existing units to meet safety, accessibility and quality standards.

- Strategy 1:** Retain existing permanent-supportive and transitional housing units and renovate existing units as necessary to enhance safety, accessibility, code compliance and quality.
- Strategy 2:** Help community-based organizations expand existing permanent supportive and transitional housing facilities for special needs populations.
- Strategy 3:** Assist community based organizations in creation of new transitional and permanent supportive housing units.

**Objective E: Homeless Housing**

Provide quality, accessible emergency shelters to meet the homeless housing needs in the greater Ithaca area and Tompkins County. Meet

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<sup>14</sup> Emergency shelter is defined as a safe place for homeless people to stay for short periods of time. Transitional housing is temporary housing (24 months or less) with support services to help individuals and families to move towards more stable situations. Permanent supportive housing is more long-term housing for homeless people and includes the assistance of case managers.

transitional and supportive housing needs of the homeless through other housing strategies contained in this plan.

- Strategy 1:** Retain existing facilities for emergency shelter and assist with improvements in accessibility, safety, and operational or energy efficiency, where necessary.
- Strategy 2:** Expand existing facilities as needed and as practicable to meet unmet homeless housing needs.
- Strategy 3:** Support the creation of new emergency shelters as needed to meet homeless housing needs as a strategy of last resort. The City supports the consensus that emergency shelter is the option of last resort, filling the gap in availability of affordable and transitional housing.
- Strategy 4:** Support the creation of permanent SRO (single room occupancy) housing
- Strategy 5:** Coordinate and cooperate with other municipalities to meet the homeless housing need on a countywide basis.

## **Non-Housing Community Development Needs**

### **Review of Neighborhood Goals Identified in 2004**

In 2004, the City adopted the following neighborhood goals:

- Preserve neighborhood character and support efforts which strengthen mixed-income, culturally diverse neighborhoods.
- Take appropriate actions to remove or address factors which detract from a neighborhood or act as a blighting influence in the area
- Support efforts that result in LMI neighborhoods becoming safer, more attractive, more accessible, and more desirable places to live.

These goals are being reaffirmed for the 2009-2013 planning period.

**Economic  
Development  
Trends and Needs  
Identified in 2004**

During the last planning process, the following trends and needs were identified:

- The City's economy has historically been, and will continue to be, dominated by educational, health and social services.
- Countywide, 40% of employment was in the 2% of firms with over 100 employees; 30% of employment was in the 8% of firms with 20-100 employees, and 30% of employment was in the 90% of firms with less than 20 employees.<sup>15</sup>
- While the number of households with earnings remained steady between 1990 and 2000, the median income in the City grew 15% (from \$17,738 to \$21,221). The number of people below poverty grew by 1.4%<sup>16</sup>, while the number of households qualifying as low- and moderate income grew from 63% to 68% within the City.
- The City was recording an increase in the number of economically disadvantaged persons, continued low unemployment rates with differentials in unemployment among population groups, continued under-employment and stiff competition for good paying jobs, and an increase in labor force participation for women and single parents.<sup>17</sup>

**Ithaca's Response  
to Economic  
Development Needs  
2004-2008**

Ithaca took a three-pronged approach to address economic development needs—job creation through small business loans, job training through unique public/private partnerships, and through the development of more affordable housing since housing was identified as the top priority need identified by stakeholders at the economic development summit meeting for the 2004 Consolidated Plan.

When all of the activities funded through the 2004-2008 Action Plans are completed, Ithaca will have:

- Created or retained 22 jobs through small business loans
- Trained 58 new commercial drivers through the Commercial Driver's License Program.
- Trained and coached 21 young people and underwritten their first three months of work for 13 of these young people while they completed a 'try out' period with a potential employer.

<sup>15</sup> From *Tompkins County Economic Development Strategy* prepared by Tompkins County Area Development, 1999. This document is available for review at the IURA office.

<sup>16</sup> This poverty data does include the student population. Census data to remove individuals from the poverty data is not available.

<sup>17</sup> Should there be a drastic change in economic conditions in the City, this plan can be amended to reflect the changing circumstances through the plan amendment process.

- Facilitated the public/private Cayuga Green project converting surface parking lot into the 68-unit Cayuga Place apartment building with ground floor retail (Urban Outfitters) and the relocation and expansion of a downtown movie theater (Cinemapolis).
- Financed the transfer of the 1,600 seat State Theatre to ownership by a local non-profit for continued operation as a downtown performing arts theater.

**New Information Affecting Economic Development** New Information affecting the local economy, as well as new programs and trends is as follows:

- The unemployment rate for Ithaca in January 2009 was 5.6%. This is up from 4% in January 2008.
- The economic recession that began in 2008 has continued to deepen resulting in an increased unemployment of over 5% in Tompkins County, with over 2,500 people unemployed as of December 2008<sup>18</sup>. All major local employers in the education and manufacturing sectors have announced layoffs, freezes and delays in capital spending. Credit underwriting for commercial real estate has tightened dramatically, especially for residential condominium projects.
- There has been increased downtown investment. Over the past five years over \$80 million has been invested in mixed-use downtown projects: Seneca Place on the Commons, Cayuga Green, Gateway Center and Gateway Common - Collectively, these projects include a 100-room hotel, 92 housing units, 110,000 square feet of office space, 40,000 square feet of commercial space, a 5-screen movie theater and 1,100 new or refurbished structured parking spaces. Each one of these projects had financial gaps requiring public sector financial assistance for successful completion, including New Market Tax Credits, real property tax abatements, direct loans, site assembly and public infrastructure improvements.
- Over 700,000 square feet of highway-oriented big box retail has been constructed along the Rt. 13 corridor in southwest portion of the City, enhancing the City's tax base.
- The ground floor vacancy rate downtown is approaching 15%, a sharp increase from 5% only two years ago. Approximately 15 storefronts are currently vacant.
- There has been a resurgence of the West State Street Corridor. Locally-owned, private sector business start-up and expansion, coupled with City investment in the State Theater—a historic

<sup>18</sup> Bureau of Labor Statistics, U.S. Department of Labor

anchor in the area--and loan assistance to businesses, has contributed to the establishment of a vital and stable West State Street mixed-use corridor.

- During the planning process, there was much discussion about a strategy in the last plan that supports providing essential commercial services to underserved neighborhoods, such as a pharmacy, grocery stores or laundromat. A concern was raised that the strategy may be used incorrectly to support inappropriate new commercial development in neighborhoods thereby reducing the neighborhood quality of life. Given the City's multiple business districts, most residents are already conveniently located to essential services, and can access these services without driving if safe pedestrian and bicycling facilities are provided. This strategy was therefore dropped with the knowledge that well-designed projects serving neighborhood residents could still be funded through other strategies.
- In 2006, New York State approved the Tompkins County Empire Zone that provides financial incentives for capital investment and job creation within the Zone. Traditional manufacturing and business districts of the City are included in the Empire Zone, including the downtown. The benefits are based on actual investment and job creation, to avoid rewarding non-performing businesses. To date, 18 City businesses have been certified to be eligible to receive Empire Zone benefits with an additional 8 businesses currently seeking approval.
- Two economic development programs of the Tompkins County Industrial Development Agency have been modified. First, New York State has not renewed the authority of industrial development agencies statewide to assist not-for-profit corporations finance facilities through issuance of tax-exempt bonds. Several major local employers, such as Cornell University and Ithaca College, have utilized this program in the past to access cost-effective financing for projects that create jobs and housing. Second, the Downtown Density Incentive Program intended to induce development of multi-story projects in the downtown through temporary, partial property tax abatements was revised in 2007. The level of tax abatement available is now calibrated to the number of specific community benefits provided by the project and the approval process requires an extensive community engagement component. No projects have sought approval under the revised program requirements.

## **Section 108 Program**

One tool that could be used to fund major investments is the Section 108 Program. Section 108 is the loan guarantee provision of the CDBG program and provides the City with a source of financing for economic development, housing rehabilitation and public facilities projects. In this program, the entitlement funds are pledged to guarantee repayment of a loan, which is packaged and issued through HUD. At this time the City has no plans for utilizing Section 108 but may make use of the program in the future.

Based on this analysis and the feedback in neighborhood and focus group meetings, the City adopts the following objectives to address the economic development needs of the community:

## **Economic Development Objectives 2009-2013**

The City has made progress in supporting the local economy and in particular, in leveraging or facilitating implementation of economic development projects sponsored by others. In light of this progress the City reaffirms its previously adopted economic development objectives.

### **Objective F: Job Creation and Retention**

Create high quality private-sector jobs or advancement opportunities for low- and moderate-income people

**Strategy 1:** Capitalize an economic development loan fund to assist large scale economic development projects which create new job opportunities for LMI persons or remove slum and blight in commercial areas. Priority will be given to projects with the potential to act as a catalyst, leveraging additional economic development activity or projects creating new jobs with benefits, living wages,<sup>19</sup> or opportunities for education, skill building or advancement.

**Strategy 2:** Provide financial assistance to small businesses, especially minority and women owned enterprises, through loans made from the repayment stream of the CD Revolving Loan Fund.

**Strategy 3:** Assist in activities resulting in revitalization of commercial areas, including downtown, West State Street Corridor, the West End, and Inlet Island.

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<sup>19</sup> Living Wages as defined and amended by Alternatives Federal Credit Union. A copy of the current living wage calculation is available for review at the IURA office.

**Strategy 4:** Encourage the creation, growth and retention of manufacturing jobs within the City.

**Strategy 5:** Implement economic development components of plans previously adopted by the City.

Funding priority will be given to projects implementing economic development components of plans adopted, approved, or accepted by the Common Council. These plans include, but are not limited to:

- Economic Development Plan
- West End Design Study
- Report of the Inlet Island Land Use Committee
- Downtown Design Plan
- Downtown Market Study and Retail Strategy
- Northside Design Study
- 2000-2010 Downtown Ithaca Development Strategy

**Strategy 6:** Assist in expansion of the local green business sector that focuses on initiatives to reduce energy demand, improve energy efficiency, increase use of renewable energy, conserve materials, and/or reduces greenhouse gas emissions.

### **Objective G: Job training and placement**

Create new job training and placement opportunities for LMI persons.

**Strategy 1:** Work with schools, community-based organizations, and existing programs to expand job training and placement, apprenticeships and supported work opportunities, especially for people of color and disadvantaged teens.

**Strategy 2:** Work in partnership with employers or programs to train LMI persons:

- in specialized job skills needed to fill vacancies where the available pool of applicants is inadequate to meet the needs, or
- in cases where there is a demonstrated need, to enhance the ability of under-represented groups to obtain available jobs.

**Public  
Facilities  
Trends and Needs  
Identified in 2004**

Public facilities encompass both infrastructure (such as roads, sidewalks, water and sewer service and similar amenities) and facilities (such as community centers, daycare centers, parks and recreational areas). Infrastructure and public facilities improvements are eligible for CDBG funding if they are located in low- and moderate- income neighborhoods or serve predominately LMI City residents.

In 2004, public facility needs were identified as follows:

- The need for new facilities and the maintenance and enhancement of existing facilities
- The need to enhance or expand existing community centers
- The need to improve pedestrian amenities and access to various areas in the City was identified as an important neighborhood need.
- Park maintenance, rehabilitation and repair was identified as necessary yet under-funded through the City budgets.

**Ithaca's Response  
to Public Facility  
Needs 2004-2008**

The City of Ithaca has used a significant portion of CDBG funds to address public facility needs in low-income neighborhoods. When all projects funded through the 2004-2008 *Action Plans* are Complete, Ithaca will have:

- Replaced doors at both community centers, the Youth Bureau, the Senior Center and City Hall to make these public buildings accessible.
- Installed a pedestrian bridge to provide a safe travel way for bikes and people crossing the Cayuga Inlet near a low-income neighborhood.
- Installed traffic calming measures near a downtown elementary school.
- Installed pedestrian amenities in low-income neighborhoods, including crosswalks and pedestrian signs, sidewalks and access ramps.
- Built a playground, a public dock, and a commercial kitchen in a community center
- Delivered a large brownfield remediation project funded through the NYS Environmental Restoration Program.
- Added air conditioning to one community center
- Provided half of the funding for a total renovation of the other downtown community center (funding will total \$1 million over 5 years)

**New Information  
Affecting Public  
Facility Needs**

The information for the American Recovery and Reinvestment Act of 2009 stimulus is becoming available as this plan is being written. It is clear that many deferred public facility projects will be funded through this initiative. The City is pursuing funding for roads and bridges, pedestrian enhancements, community policing and many other areas of interest. In addition, through the use of CDBG funds and City resources, the community centers have been greatly improved. In addition, many of the existing architectural barriers in these buildings have been removed.

One area of note that is increasingly coming into focus is the direct link between public transportation and affordable housing. With the cost of housing typically higher in the City of Ithaca than in the surrounding towns and villages, and noting the fact that the City cannot meet the area's needs for affordable housing within the City limits, the need for public transportation so that low-income people can get to work and to stores and amenities if they live outside the City and do not have a car is becoming more of a pressing need. While the local transit system is substantial compared to other places with similar populations, it is typically inadequate for people to regularly commute to jobs, daycare, etc. A variety of alternative forms of public transportation are emerging, including the car-share that has recently been developed in the County. While the limited resources of the Community Development Block Grant funds will likely not leverage major shifts in the transportation needs in the area, the City will make key investments to fund key elements or fill identified gaps where possible.

**Public Facility  
Objectives  
2009-2013**

In order to address the infrastructure and public facility needs, the City recommits to the following objectives:

**Objective H: Enhance Existing Community Centers**

- Strategy 1:** Assist capital improvements that remove architectural barriers or those that improve accessibility to people with mobility limitations.
- Strategy 2:** Assist capital improvements which expand existing programs, increase the operational efficiency of existing programs, or allow for the creation of new programs.
- Strategy 3:** Assist capital improvements which increase safety, preserve integrity, improve energy efficiency, or bring

the community center into compliance with existing codes in cases where the need is urgent and there is no other source for funding.

**Objective I: Ensure adequate public facilities in LMI neighborhoods**

**Strategy 1:** Support projects to meet unmet public facility needs in LMI neighborhoods including parks, playgrounds and recreational facilities.

**Strategy 2:** Support viable programs to retain or increase affordable daycare centers, head-start programs and other non-recreational public facilities in LMI neighborhoods or in other locations serving predominately LMI City residents.

**Strategy 3:** Support programs which facilitate access to transit and the existing public transportation system and develop new programs which minimize the use and need for personal vehicles.

**Objective J: Enhance pedestrian safety in LMI neighborhoods**

**Strategy 1:** Support programs or projects to increase pedestrian safety at key intersections including Route 13 and Third Street, Route 13 and Cecil A. Malone Drive and other high needs areas. A special focus will be placed on the Meadow Street corridor.

**Strategy 2:** Support programs to address traffic concerns in LMI neighborhood where there is a demonstrated need.

**Strategy 3:** Assist with construction of sidewalks and curbs where gaps in the system currently exist.

**Strategy 4:** Fund projects that improve accessibility or remove architectural barriers in public spaces.

**Strategy 5:** Support programs and initiatives which incorporate the principles of smart growth and sustainability and enhance walkability to all areas of our community.

**Objective K: Mitigate the impact of public improvement projects on LMI residents.**

**Strategy 1:** Finance enhancements to proposed projects that will increase the visual character or add to the value or desirability of LMI neighborhoods.

**Strategy 2:** Fund programs to reduce the cost of mandatory capital improvements to the homes or properties of LMI people which are triggered by local legislation or regulation (e.g. the City sidewalk program) or area infrastructure improvements (e.g. required water meter upgrades).

**Objective L: Remove or rehabilitate infrastructure or public facilities which create a blighting influence on LMI neighborhoods.**

**Strategy 1:** Sponsor or assist projects that eliminate substandard or dilapidated infrastructure and public facilities.

**Strategy 2:** Sponsor or assist projects which remove or address factors which detract from a neighborhood or act as a blighting influence in the area.

**Review of  
Public Services  
Goals 2004-2008**

The community development goals for public services for 2004 were:

- Ensure that all residents have access to food, shelter, heat, clothing and other essential services.
- Increase programs and services geared toward meeting the needs of focus populations.
- Support existing public services for LMI persons by assisting with capital improvements to stabilize the operations; ensure the coordination and marketing of existing programs; and focus on removing cultural barriers to people of color, immigrants and the poor accessing public services.

The City reaffirms its commitment to these goals for the 2009-2013 planning period.

**Public Services  
Trends and Needs  
Identified in 2004**

Public Services include a broad range of programs designed to assist individuals or groups improve the quality of their lives. These activities range from providing the basic necessities, such as food and clothing, to providing educational, recreational or social opportunities.

In 2004 the following information was gathered as part of the Consolidated Planning Process:

- Ithaca has an expansive array of existing public services. The Human Services Coalition estimates that there are sixty nonprofit agencies in the county offering services and having paid staff.
- One of the most widely heard comments in neighborhood meetings was the need for better coordination and marketing of existing programs so that people could make better use of programs already in place. For this reason, the only public services specifically eligible for funding of ongoing operational expenses are those which enhance the ability of LMI people to identify and access existing programs.
- There was a significant unmet county-wide need for childcare. Over 40% of Compass II respondents identified lack of affordable childcare as a significant issue<sup>20</sup>.
- For teens and young adults (here considered to be up to age 21), meaningful programs and job opportunities are a major need in the community. This includes job training and placement programs for young adults.
- A need for more data analysis to identify areas where there are significant disparities in measures of achievement or economic stability between racial and ethnic groups was identified. Graduation rates for minority students entering Ithaca High School were significantly lower than for white students for example.<sup>21</sup>
- Household income varied significantly by race.
- The urgent need for programs or improved access to programs for kids, teens and people of color was expressed in neighborhood meetings. As a result, the City identified ‘focus populations’ with prioritized needs. These populations are

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<sup>20</sup> The Compass II report is available for inspection at the IURA office. This study is being updated in 2009 but the new information will not be available in time to inform decisions made in this *Consolidated Plan*.

<sup>21</sup> This data taken from the Ithaca City School District ‘Report Card’. This document is available for review at the IURA office.

children (with an emphasis on daycare and after-school care), teens, young adults (to age 21), and people of color.

**Ithaca's Response to Public Service Needs 2004-2008**

When all of the activities funded through the 2004-2008 Action Plans, the following will have been accomplished:

- Coordinated anti-poverty services, facilitating enrollment of low-income people in existing programs
- Supporting Foodnet in their mission of providing hot meals to frail seniors
- Funding community policing efforts in low-income neighborhoods
- Funding training and job placement for 34 teens as they enter the labor market
- Funding free health clinic for the un-insured and underinsured of our community
- Creating the computer lab at the Greater Ithaca Activities Center
- Supporting the creation and operation of the 2-1-1 call center to help low-income people access and navigate through the array of programs and services available to them
- Funded the Immigrant and Refugee Program which assists non-native residents in accessing programs, services, housing and employment in the community.
- Funding childcare emergency scholarships to help low-income people maintain their daycare through short-term crisis situations
- Purchased modular ramp components so that people can stay in their houses through a short-term disabling situation.

**New Information Affecting Public Service Needs**

With the State budget cuts, the dip in the economy, and the increases in the cost of doing business, there seems to be a contraction within public service programs. Agencies are reporting the following:

- Loss of some program functions. Many agencies reported discontinuation of programs or elements of their programs due to cutbacks in funding.
- Lack of resources within the agency to assist clients with any referrals for needs beyond the core mission of the agency itself. Staff are reporting that there are no longer resources to work with a client to locate other programs which may be available to meet their needs whereas in the past there were enough people and time for them to follow up on possible

resources for clients. They report that they rely on 2-1-1 to make referrals to an array of resources within the community as 2-1-1 is perceived to have the time and talent to work with a client for several minutes or over several phone calls to discern the issues and possible solutions, as well as a broader knowledge of programs and services available community wide.

- Increasing difficulty in finding funding for components of programs. Some agencies can obtain grant funding for youth job training, for example, but are having difficulty finding resources for program materials and supplies.
- At every outreach meeting the emphasis on previously identified ‘focus groups’ in the last plan was supported and the City was urged to continue this prioritization of programs for children (with an emphasis on daycare and after-school care), teens, young adults (to age 21), and people of color.
- At one outreach meeting with a number of public service providers the input about the best use of the HUD funds was summed up as “fill in the gaps”.

**Public Service  
Objectives  
2009-2013**

Given the success in supporting or developing an array of effective public service activities in the previous planning period, along with continued public support to maintain the emphasis on locally designated focus populations, the City reaffirms the following public services objectives:

**Objective M: Improve marketing, outreach and utilization of existing public services.**

**Strategy 1:** Support community-based initiatives to improve access, marketing and utilization of existing public services.

**Objective N: Expand existing public services or create new programs for focus populations.**

**Strategy 1:** Support community based organizations creating or expanding services that meet a documented need of focus populations. Programs must demonstrate either a one-time need for services or the ability of the program to continue after the first-year CDBG funds are expended. Operational support for a second year may be considered for exceptional programs with a

sound plan for continuation after CDBG support is no longer available.

**Objective O: Retain existing public service programs addressing a documented need of LMI people.**

**Strategy 1:** Fund capital improvements which reduce operating costs, improve energy efficiency or ensure the long-term viability of existing public service programs.

Note that priority will be given to essential services and programs assisting focus populations.

**Strategy 2:** Provide one-time programmatic support for programs providing essential services where ongoing viability of the program can be demonstrated after the infusion of CDBG funds.

## **Appendices**

**A: Tables and Census Data**

**B: Areas of HUD and National Interest**

**C: Response to Citizen Comments about the Draft Plan**

**D: Map of Census Neighborhoods**



# Appendix A

## Tables

Community needs are summarized in the following required tables. Note that each need is ranked with use of the following HUD definitions:

- High Priority:** The City plans to fund activities addressing this need during the five-year period of this *Consolidated Plan*.
- Medium Priority:** Activities to address this need may be funded during this 5-year period as opportunities arise. The City may also take actions to help groups working to address medium priority needs locate other sources of funds.
- Low Priority:** The City does not plan on using CDBG funds to address these needs.
- No Such Need:** The City feels that this need is already substantially addressed or that the need does not exist for LMI City residents.



**Table 1A  
Homeless and Special Needs Populations**

**Continuum of Care: Housing Gap Analysis Chart**

		Current Inventory	Under Development	Unmet Need/ Gap
<b>Individuals</b>				
<b>Beds</b>	Emergency Shelter	18	0	0
	Transitional Housing	0	0	16
	Permanent Supportive Housing	12	0	8
	<b>Total</b>	<b>30</b>	<b>0</b>	<b>24</b>

<b>Persons in Families With Children</b>				
<b>Beds</b>	Emergency Shelter	22	0	0
	Transitional Housing	28	0	12
	Permanent Supportive Housing	69	0	31
	<b>Total</b>	<b>119</b>	<b>0</b>	<b>43</b>

**Continuum of Care: Homeless Population and Subpopulations Chart**

<b>Part 1: Homeless Population</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
	<b>Emergency</b>	<b>Transitional</b>		
Number of Families with Children (Family Households):	2	8	0	10
1. Number of Persons in Families with Children	8	24	0	32
2. Number of Single Individuals and Persons in Households without children	30	0	16	46
<b>(Add Lines Numbered 1 &amp; 2 Total Persons)</b>	<b>38</b>	<b>24</b>	<b>16</b>	<b>78</b>
<b>Part 2: Homeless Subpopulations</b>	<b>Sheltered</b>		<b>Unsheltered</b>	<b>Total</b>
a. Chronically Homeless	6			
b. Seriously Mentally Ill	16			
c. Chronic Substance Abuse	12			
d. Veterans	6			
e. Persons with HIV/AIDS	1			
f. Victims of Domestic Violence	1			
g. Unaccompanied Youth (Under 18)	1			

**Optional Continuum of Care Homeless Housing Activity Chart:**

Fundamental Components in CoC System - Housing Inventory Chart									
<b>EMERGENCY SHELTER</b>									
Provider Name	Facility Name	HMIS	Geo Code <input type="checkbox"/>	Target Population		2004 Year-Round Units/Beds			2009 Year-Round
				A	B	Family Units	Family Beds	Individual Beds	
<b>Current Inventory</b>									
American Red Cross	Court Street		369109	HC		3	13	0	13
Advocacy Center	Advocacy Center		369109	SFHC		5	9	0	9
American Red Cross	Shelter		369109	SMF		0	0	18	18
				<b>SUBTOTAL</b>		8	22	18	40
<b>Under Development</b>									
				<b>SUBTOTAL</b>					
<b>TRANSITIONAL HOUSING</b>									
Provider Name	Facility Name	HMIS	Geo Code <input type="checkbox"/>	Target Population		Year-Round Units/Beds			Total Beds
				A	B	Family Units	Family Beds	Individual Beds	
<b>Current Inventory</b>									
Tompkins Community Action			369109	HC		6	22	0	22
American Red Cross	611 W. Seneca		369109	HC		1	6	0	6
				<b>SUBTOTAL</b>		7	28	0	28
<b>Under Development</b>									
				<b>SUBTOTAL</b>					
<b>PERMANENT SUPPORTIVE HOUSING</b>									
Provider Name	Facility Name	HMIS	Geo Code <input type="checkbox"/>	Target Population		Year-Round Units/Beds			Total Beds
				A	B	Family Units	Family Beds	Individual Beds	
<b>Current Inventory</b>									
Tompkins Community Action			369109	SM		0	0	12	0
Overlook at West Hill	Phase I		369109	HC		6	15	0	15
Overlook at West Hill	Phase II		369109	HC		3	9	0	9
Community Housing of Ithaca			369109	HC		3	9	0	9
Tompkins Community Action	Corn Street		369109	HC		6	22	0	22
				<b>SUBTOTAL</b>		18	55	12	46
<b>Under Development</b>									
				<b>SUBTOTAL</b>					

Homeless Housing Activity Chart Guide

**Target Population A:** SM= only Single Males (18 years and older); SF= only Single Females (18 years and older); SMF= only Single Males and Females (18 years and older with no children)

**2009 All Beds (Emergency Shelters Only)**

Emergency shelters are usually structures with year-round beds, but there are structures with seasonal beds that are made available to homeless persons during particularly high-demand seasons of the year, usually wintertime. In Tompkins County all beds are year-round beds.

Table 1B is designed to allow decision makers to understand the relative numbers and the unmet needs of populations of special concern. Information in this table is based on estimates and are not intended to represent actual people or documented needs.

Need Level, as defined by HUD, describes the number not homeless but in need of supportive housing or services.

HUD Table 1B

<b>Sub-populations with Exceptional Community Development Needs</b>	<b>Estimated Numbers</b>	<b>Number with Unmet Need</b>	<b>Need Level High, Medium, Low, No Such Need</b>	<b>Goals (program beneficiaries)</b>
Elderly (not 'frail elderly')	1475	669	Medium	100
Frail Elderly	354	126	High	75
Severe Mental Illness	800	270	Low	0**
Developmentally Disabled	170	30	Medium	0**
Physically Disabled	312	78	Medium	15
Persons w/ Alcohol/Other Drug Addictions	240	80	Medium	0**
Persons w/HIV/AIDS	108	0	low	0**
<b>TOTAL</b>	3,459	1,253		

\*\*\* This community development need is primarily addressed by others.

**Assumptions:** There is no attempt here to conduct an exhaustive analysis of the exact number and needs of each special needs populations. Based on information from area service providers, local agencies, census data, national trends and public input, general assumptions were made to arrive at a reasonable estimate of people and need.

**Transition Table 1C**  
**Summary of Specific Housing/Community Development Objectives**  
 (Table 1A/1B Continuation Sheet)

Obj #	Specific Objectives	Sources of Funds	Performance Indicators	Expected Number	Actual Number	Outcome/Objective*
	<b>Homeless Objectives</b>					
1	Increase the number of transitional units available for homeless persons.	HOME/CDBG	Housing Units	12		DH2
2	Stabilize the housing situation of lower-income households through security deposit assistance	HOME	Households Assisted	200		DH2
3	Increase the number of quality affordable rental units.	CDBG/HOME	Rental Units	20		DH2
4	Provide job training and placement for LMI households	CDBG	Persons Assisted	15		EO1
5	Assist LMI persons in accessing existing programs and services which meet basic needs.	CDBG	Persons Assisted	250		SL1
	<b>Special Needs Objectives</b>					
5	Assist in creating permanent supportive housing units in partnership with others.	HOME/CDBG	Housing Units	6		DH2
	<b>Other Objectives</b>					

**\*Outcome/Objective Codes**

	Availability/Accessibility	Affordability	Sustainability
<b>Decent Housing</b>	DH-1	DH-2	DH-3
<b>Suitable Living Environment</b>	SL-1	SL-2	SL-3
<b>Economic Opportunity</b>	EO-1	EO-2	EO-3

<b>HUD Table 2A PRIORITY HOUSING NEEDS (households)</b>		<b>Priority Need Level<sup>22</sup></b>	<b>Unmet Need<sup>23</sup></b>	<b>Goals<sup>24</sup></b>	
<b>MFI<sup>25</sup></b>					
<b>Renter</b>	<b>Small Related<sup>26</sup></b>	0-30%	High	263	50
		31-50%	High	220	20
		51-80%	High	231	20
	<b>Large Related<sup>27</sup></b>	0-30%	Medium	44	5
		31-50%	Medium	18	10
		51-80%	Medium	28	10
	<b>Elderly<sup>28</sup></b>	0-30%	High	245	15
		31-50%	Medium	142	10
		51-80%	Medium	127	10
	<b>All Other</b>	0-30%	Medium	2649	81
		31-50%	Medium	1006	50
		51-80%	Medium	780	25
<b>Owner</b>	0-30%	High	159	130	
	31-50%	High	193	85	
	51-80%	High	392	82	
<b>Special Needs<sup>29</sup></b>	Transitional Housing	0-80%	High		6
<b>Total Goals</b>					
<b>Total 215<sup>30</sup> Goals</b>					603
<b>Total 215 Renter Goals</b>					306

<sup>22</sup> By HUD guidelines, activities to address ‘high priority’ needs will be funded during the period covered by this Consolidated Plan (2004-2008). ‘Medium priority’ needs will be addressed, as funds are available. Low priority needs will not be funded during the Consolidated Plan period.

<sup>23</sup> These numbers provided through HUD CHAS Data.

<sup>24</sup> This is the number of households assisted with federal funds. This may include rehabilitation, construction, assistance with purchase, or assistance with rent/security deposits.

<sup>25</sup> MFI is median family income as a percentage of HUD-adjusted MFI for area.

<sup>26</sup> Small Related is 2-4 people in household including at least one related to householder by blood, marriage, or adoption.

<sup>27</sup> Large Related is a household of 5 or more people including at least one related to householder by blood, marriage, or adoption.

<sup>28</sup> Elderly is a 1 or 2 person household with at least one person 62 or older.

<sup>29</sup> Special needs housing includes at least one member with mobility impairments or disabilities, including mental, physical, developmental disabilities, persons with HIV/AIDS, or persons with alcohol/drug addiction requiring housing with supportive services.

<sup>30</sup> This refers to Section 215 in HUD regulations which outlines affordable housing guidelines.

**Table 2B**  
**Priority Community Development Needs**

<b>PRIORITY COMMUNITY DEVELOPMENT NEEDS</b>	<b>Priority Need Level</b> High, Medium, Low, No Such Need	<b>Goals</b> Persons or projects assisted
<b>PUBLIC FACILITY NEEDS (projects)</b>		
Senior Centers	Low	0
Handicapped Centers	Low	0
Homeless Facilities	Low	0
Youth Centers	Medium	3 projects
Child Care Centers	Medium	1 project
Health Facilities	Medium	1 project
Neighborhood Facilities	Low	0 projects
Parks and/or Recreation Facilities	Medium	1 project
Parking Facilities	Low	0
Non-Residential Historic Preservation	Low*	0
<b>INFRASTRUCTURE (projects)</b>		
Water/Sewer Improvements	Medium*	0
Street Improvements	Medium*	0
Sidewalks/Pedestrian Safety	High	3 projects
Solid Waste Disposal Improvements	Low*	0
Flood Drain Improvements	Low*	0
<b>PUBLIC SERVICE NEEDS (people)</b>		
Senior Services	Medium	100 persons
Handicapped Services	Low*	0
Youth Services	High	48
Child Care Services	High*	15
Transportation Services	Low*	50
Substance Abuse Services	Low*	0
Employment Training	High	36 persons
Health Services	Medium*	1 project
Lead Hazard Screening	Low*	0
Crime Awareness/Community Policing	Low	0
Other- marketing/outreach of existing programs	High	300 persons
<b>ECONOMIC DEVELOPMENT</b>		
ED Assistance to For-Profits(businesses)	High	30 jobs created
ED Technical Assistance(businesses)	Medium	15 businesses assisted
Micro-Enterprise Assistance(businesses)	Medium	8 businesses assisted
Rehab; Publicly- or Privately-Owned Commercial/Industrial (projects)	Medium	1 project
C/I <sup>31</sup> Infrastructure Development (projects)	Medium	1 project
<b>PLANNING</b>		
Planning	Medium	1 project

\*Primary Responsibility for these programs and services rests with others.

<sup>31</sup> Commercial or Industrial Improvements by Grantee or Non-profit

**HUD Table 2C Summary of Specific Housing/Community Development Objectives**

Objective	Specific Objectives	Performance Measure	Expected Units	Actual Units
	<b>Affordable Housing Objectives</b>			
A	Owner Occupied Housing	Assisted Households	92	
B	First-Time Homebuyers	Assisted Households	5	
C	Rental Housing	Assisted Units	100	
D	Supportive Housing	Assisted Units	6	
E	Homeless Housing	Assisted Beds	12	
	<b>Economic Development Objectives</b>			
F	Job Creation	New jobs	30	
G	Job Training and Placement	Persons Assisted	36	
	<b>Public Facilities and Infrastructure</b>			
H	Enhance Existing Community Centers	Projects	3	
I	Ensure availability and desirability of LMI neighborhood public facilities	Projects	4 Total Projects	
J	Enhance Pedestrian Safety in LMI Neighborhoods	Projects		
K	Mitigate the impact of public improvement projects on LMI residents	Projects	2	
L	Remove or rehabilitate infrastructure or public facilities which create a blighting influence on LMI neighborhoods	As needed	-	
	<b>Public Services</b>			
M	Improve marketing, outreach and utilization of existing public services	Persons assisted	300	
N	Expand existing public services or create new programs for focus populations	Programs Assisted	15	
O	Retain existing public service programs addressing a documented need of LMI people.	Programs Assisted	5	

Record of Deferred Homeowner Units—All 39 rental units at Cedar Creek will be converted to home ownership in 15 years.

Housing units sheet here



## **Appendix B**

### **Areas of HUD and National Interest**

- Lead Based Paint Needs
- Anti-Poverty Strategy



**Lead-Based Paint Needs**

Historically, the highest quality paint available had high levels of lead. By 1960 the amount of lead in residential interior paint declined significantly through self-imposed industry regulation. In 1978, the Consumer Product Safety Commission banned lead from such paint and the availability of lead-based paint decreased correspondingly. Thus, in order to determine the number of housing units that potentially have lead based paint, the year a structure was built often serves as a proxy. Housing built before 1960 would be considered almost certainly to have lead-based paint. Housing built between 1960 and 1978 is likely to have less lead-based paint and housing built after 1978 is likely to have little lead-based paint. However, there is a significant difference between a housing unit that contains lead-based paint and the presence of a lead-based paint hazard. In order to determine whether a housing unit has a lead-based paint hazard, each unit must be inspected, surveyed or assessed for risks.

According to the 2000 Census, there are 10,287 housing units within the City of Ithaca. Approximately 65% of these housing units were built before 1960. Another 21% were built between 1960 and 1979 and between 1980 and March 2000 the remaining 14% were built.

The following chart shows the statistics for housing units in the City of Ithaca by tenure and age of construction.

Selected Neighborhoods	Housing units built before 1960	Housing units built between 1960 and 1979	LMI housing units likely to have lead based paint <sup>32</sup>
Fall Creek	1180	65	629
Lower Northside	672	21	412
CBD	597	182	455
Southside	459	71	306
Collegetown	447	176	476
South Belle Sherman	395	89	194
Eastern South Hill	389	141	350
Lower Collegetown	381	51	358
Northside Triangle/Inlet Island	352	96	308
University Hill	329	66	279

Over the 10-year period from 1997 to 2008 59 children were identified as having elevated blood lead levels in Tompkins County. Eight of these

<sup>32</sup> This number is all houses built before 1960 plus 10% of houses built between 1960 and 1976 multiplied by the percentage of LMI residents in that neighborhood.

were identified last year (2008). During the same 10-year period, 6 children were identified with blood levels high enough to be considered 'blood poisoned'. Only the blood lead levels for children are reported and tracked locally. There are no comparable numbers for adults.

The Tompkins County Health Department reports that the number of children with elevated blood lead levels has varied over the past 10 years from 1 to 14 each year with no apparent pattern.

Cooperative Extension of Tompkins County runs a Lead Poisoning Prevention Education program (see <http://www.cce.cornell.edu/tompkins/consumer/lead/index.htm>). This program provides information about lead-based paint hazards and a list of resources to deal with potential hazards. It also coordinates with the County Health Department to provide lead poisoning screenings for local residents. Brochures are provided at local doctors' offices and paint stores.

There are three times when the disclosure of information about lead-based paint hazards is mandatory: 1) the sale of an owner occupied housing unit; 2) in a lease from landlord to renter; 3) contractors to owners of housing units built before 1978.

Based on discussions with Alan Wagner of EcoSpect, there seem to be adequate training opportunities for lead-based paint hazard risk assessments, safe work practices, abatement control, and clearance. Local housing agencies partnering with the City in implementing HUD-funded projects have been trained in the assessment and handling of lead. HUD-funded projects are monitored for compliance with lead paint regulations and all Tenant-Based Rental Assistance beneficiaries are screened for a lead-impacted family member and advised about the risks of lead paint.

**Anti-Poverty Strategy**

With no new census data it is difficult to provide current numbers for poverty in the City of Ithaca. At the time the 2000 census was undertaken, there were 392 families (13.5%) living in poverty in 1999. Fifteen percent of families earned less than \$15,000. An additional ten percent of families earned less than \$25,000.<sup>33</sup>

The likelihood of living in poverty dramatically increases in homes where there is a female head of household. One in three female headed households live in poverty. In Ithaca, 43% of female headed households with children live in poverty. (Half of all male-headed single parent families live in poverty. There were 40 counted in the 2000 census.)

Poverty and race/ethnicity are also closely tied. It is very difficult to draw any conclusions about individuals in the City who are in poverty because, by definition, almost all of the college students live in poverty. Information about families in poverty shows definite trends and removes almost the college students.

White families have a 10% chance of living in poverty. This number at least doubles if the family is non-white. (If you are a member of a Black family you have better than a 1 in 5 chance of living in poverty. Asian families have a 1 in 4 chance of living in poverty. Unfortunately, census data leaves us unable to get accurate numbers of Latino families in poverty. There are also too few American Indian and Pacific Islander families to avoid data suppression.

Race	# of Families Below Poverty	% of Families Below Poverty
White	238	10%
Black	56	21%
Asian	51	25%
American Indian	0	0%
Pacific Islander	0	0%
Two or more races	47	42%
Other race	0	0%

The City of Ithaca has adopted six major strategies to reduce the number of non-student households living in poverty:<sup>34</sup>

<sup>33</sup> Federal poverty thresholds are as follows: single person: \$10,830 in income; family of two: \$14,570; family of three: \$18,310; family of four: \$22,050.

- 1) Link those in poverty with existing programs and services that are available to assist with basic needs.
- 2) Fund programs that stabilize people in affordable housing. It may be obvious that once a household has secured decent affordable housing it can then focus on other pressing needs like education and employment but that makes it no less essential.
- 3) Fund programs that increase the high school graduation rate of low- and moderate-income residents.
- 4) Fund job training activities that benefit very low-income residents, with special emphasis on jobs which pay a living wage.
- 5) Prioritize economic development activities which create jobs paying at least a living wage.
- 6) Focus on reducing cultural barriers limiting access by LMI people of color and immigrants to programs and projects, including social services, housing, and economic development and job training programs.

The City of Ithaca recognizes that not all residents will be employed or employable during this five-year planning period. Assistance to these individuals will be made through the provision of transitional, supportive and homeless housing, and through participation in the Continuum of Care program.

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<sup>34</sup> Full time college students comprise nearly 58% of the city population and almost all meet federal definitions of living in poverty.

**Monitoring**

The City has a monitoring program in place which is administered by the Ithaca Urban Renewal Agency (IURA). One employee is primarily focused on ensuring that all HUD-assisted programs are in compliance with federal regulations. The IURA enters into contract agreements with sub-grantees (those community-based organizations or loan-recipients implementing activities using CDBG funds) for the implementation of activities that it does not carry out itself.

Grant and Loan agreements for project implementation typically contain:

- a synopsis of the work to be done;
- a budget;
- record keeping and reporting requirements;
- a statement of consequences for non-performance;
- applicable federal regulations, and;
- administrative and other requirements.

The performance of sub-grantees is monitored through the review of periodic reports and financial statements and through informal contacts and site visits. The frequency of monitoring contacts depends on the complexity of the project or performance of the sub-grantee. Monitoring for compliance with HUD regulations, as well as local areas of interest including outreach practices, program guidelines and results in delivering projects which are inclusive and reaching all populations, particularly the City's Focus Populations, is ongoing. IURA staff may offer assistance or training to improve program performance or compliance.

IURA staff will report to the IURA board on the progress of on-going projects to receive review and comments. Monitoring reports will be made available for public review in compliance with the *Citizen Participation Plan*.

**Anti-Displacement Policy**

The City of Ithaca seeks to minimize the displacement of persons as a result of activities assisted with programs covered by the *Consolidated Plan*, including the CDBG Entitlement program.

For activities assisted with programs covered by the *Consolidated Plan* that displaces a person or persons, the City of Ithaca will comply with the acquisition and relocation requirements of the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended and the Ithaca Urban Renewal's Relocation and Displacement Plan.



## **Appendix C**

### **Response to Citizen Comments about the Draft Plan**



**Public Hearing # 1** Comments were exclusively regarding particular projects proposed for funding. No comments on the *Consolidated Plan* were received.

**Public Hearing #2** No comments were made by the public at this hearing.

At the Planning and Economic Development Committee Meeting where the second public hearing was held, a question was raised by a council member regarding poverty statistics and race. Census data was available to determine the percentage of families in poverty by the race of the household. This data demonstrates much higher odds of living in poverty if you are a member of an Asian or African American family, for example, as compared to a white family.

This data does not seem to be available for Hispanic families, however. Although the shortcoming of the data, as presented in the table on page 51, could not be overcome by staff in time for publication of this plan, the Ithaca Urban Renewal Agency will continue to seek this information and will request that it be included in any special run of data undertaken for the next census.

**Comments Received** Although comments were solicited from not for profits and local agencies, only one comment was received. In a letter dated February 23, 2009, the Child Development Council submitted a letter emphasizing the need for a local 2-1-1 Call Center to assist families in connecting with programs and services available to them. The Consolidated Plan reflects the role of the 2-1-1 Call Center in the local community.

All comments received during public outreach meetings prior to the development of the *Consolidated Plan* have been summarized and are available for review at the Ithaca Urban Renewal Agency.



## **Appendix E**

### **Map of the City of Ithaca Census Neighborhoods**

### **Map of the City of Ithaca Empire Sub-Zone**

