

ADDENDUM TOWN OF FLEMING COMPREHENSIVE PLAN

JULY 2008

*Critical updates to guide community leaders and residents
in advancing Fleming's vision for the future.*

The Town of Fleming, 2433 Dublin Road, Auburn, New York 13021 (315)255-8014



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Fleming Addendum

1. Background

In 2001, the Town of Fleming adopted its first comprehensive plan to guide future development and decision making. In 2005, influenced largely by the direction and vision outlined in the comprehensive plan, the Town adopted its first zoning code.

Since the adoption of the plan and zoning code, the community's desire to protect Owasco Lake and preserve its rural character have continued to be the driving force for the town's short- and long-range decision-making. In keeping with sound community planning practices, the Town initiated a review of its comprehensive plan to ensure that the overall direction, policies and implementation continue to support the town's current vision for the future.

This addendum identifies areas within the plan that should be added or altered to better represent current conditions within the town as well as modifications to the Town's desires for future development and investment within the community.

2. Town Location

The Town of Fleming is situated on the northwest corner of Owasco Lake in Cayuga County and borders the southern limit of the City of Auburn. The Hamlet of Fleming is centrally located within the town at the intersection of Dublin Road and State Route 34. The main north-south roadway in Fleming is State Route 34. The Town is accessible from State Route 5 and US 20, the closest major east-west roadway, which bisects the City of Auburn approximately 1.5 miles from the Town's northern border. The closest New York State Thruway exit is approximately 10 miles north in



Fleming's character is defined largely by its rural landscape and agriculture industry.



The physical and socio-economic conditions within the town have remained relatively unchanged over the last seven years.

Weedsport, New York (Exit 40). Fleming is bordered by the Towns of Scipio, Springport, Aurelius, Sennett, and the City of Auburn.

3. Review and Analysis

The initial comprehensive plan included a thorough examination of existing conditions, which addressed socio-economic conditions, infrastructure, natural and cultural resources, development and land use practices, and regional and state trends. The information gathered served as the basis for Fleming’s decisions related to the development of its vision, policies, land use and implementation.

Demographic, socio-economic and infrastructure conditions in our town have not changed significantly since the plan was first developed. As a result, the overall vision and existing policies included in the plan do not require significant alterations.

However, changes in the conditions of our natural resources and concerns about future development need to be addressed in more detail as we re-examine our existing plan.

Since the plan was first developed, the condition of one our town’s major natural resources has changed significantly. There has been measurable degradation of water quality of Owasco Lake.

Pursuant to the Federal Clean Water Act, New York State maintains a Section 303(d) List of Impaired Waters, which specifies water bodies that requires Total Maximum Daily Load (TMDL) or other strategy(ies) to address degraded water quality. This comprehensive list includes water bodies throughout New York State and is updated every two years. In 2006, Owasco Lake was listed in Part 3a, which identified it as an impaired water body in need of verification. In the draft 2008 list, the impairments have been verified and Owasco Lake is included in Part 1 of the list. The listing is

consistent with anecdotal observations regarding recent increases in weed growth, algae and invasive species in the lake.

Over the last several years, there has been a growing commitment to work at the local, regional and state levels to restore lake quality. Efforts have been made to increase awareness about the negative impacts of development on the watershed and lake as well as the social, economic and community benefits of restoring lake quality.

Given rising concerns about lake quality and watershed management practices and the potential impacts that future development could have on the natural environment, we have identified enhancements to the original comprehensive plan.

The recommended additions and modifications outlined in this addendum will help to ensure that future development and investment supports the town's intentions to remain a rural lakeside community.



4. Vision Statement

The Vision Statement below includes revisions that support the town's desire to maintain both its rural and lakeside heritage.

The Town of Fleming is comprised of a mix of rural, suburban and lakefront uses that provide a unique quality of life for residents. The Town of Fleming desires a balance between future development and protection of rural and lakeside character. This will be achieved by guiding development into desired areas and ensuring future residential areas are accessible and appropriately scaled to fit the town's current context and character. Fleming will avoid poorly planned development that will detract from the community's vision laid set forth in this Plan.

This Plan is intended as a guide for decision-makers to assure protection and restoration, where needed, of irreplaceable environmental features and a high quality of life for all of Fleming's residents and business people. Key focus areas of the Plan include:

- *careful land stewardship to protect the ecological integrity of Owasco Lake, its watershed and other natural features;*
- *a defined development pattern that efficiently locates public infrastructure and preserves community character;*
- *the development of appropriately-scaled residential areas that include civic spaces and diverse housing opportunities; and*
- *the protection of agricultural businesses and lakeshore and watershed properties from the negative impacts of development.*



5. Plan Policies

To achieve the vision, the original 2001 comprehensive plan identified four key policy areas:

- Regional Cooperation
- Residential Living
- Agriculture
- Business and Industry

Although these policies have been a valuable guide over the last seven years, we believe more can be done to protect our community's natural resources, particularly Owasco Lake and its watershed. To that end we propose adding a Natural Resources policy.

In light of our own community's examination of watershed protection options and the lessons learned from other lakeshore communities, we believe our town should strengthen its commitment to preserving lake quality and reducing the potential negative impacts associated with large-scale, development.

5a. Natural Resources Policy

The Town of Fleming will protect its many vital natural and environmental resources to sustain the community's health, safety and well-being. The Town will help to ensure that significant environmental areas such as the Owasco Lake watershed, streams, wetlands, floodplains, steep slopes and wood lots are conserved and protected. Fleming will employ sound development practices, proper zoning guidelines and community stewardship to reduce or eliminate the degradation of these resources.

Policy Objectives

- Modify zoning and land use policies to encourage development that protects vital natural resources, important viewsheds and vital open space areas.
- Preserve environmentally sensitive areas and prohibit development in places where irreversible harm would result.
- Maintain and enhance current reuse and recycling efforts within the town.
- Encourage increased community participation in the protection and preservation of the town's natural resources.
- Cooperate with the efforts of local, state and federal agencies and organizations to protect the community's environmental integrity.

Policy Measures

- Water quality of Owasco Lake, Yawger Creek, Crane Brook, and Van Ness Brook
- Changes in the acreage of steep slope development (greater than 15%)
- Number of residential units located along the lakeshore and in the watershed.



Higher density development is currently located in the hamlet, along the lakeshore and in the areas adjacent to the City of Auburn. Future zoning revisions and updates should control development within the watershed and lakeshore.

5b. Revised Residential Living Policy

Fleming wants to be a place where people desire to live, work and play. The Town believes that, in order for this to happen, it must provide a mix of housing opportunities, ensure context-sensitive development, create recognizable places, and avoid sprawling subdivisions. The Town will ensure that future residential development supports the scale and design suitable for a rural lakeside community, ensuring that density of development be determined by: availability of infrastructure; protection of natural resources, the lakeshore and watershed; and preservation of contiguous parcels of active farmland.

5c. Regional Cooperation

The original policy included Objective 3: Expand public access to Owasco Lake. This objective should be revised to: Expand public access to Owasco Lake in the Town of Fleming by enhancing and increasing utilization of Emerson Park.

The original policy identified the following measure: the number of Owasco Lake public access points. Given the unlikelihood that those originally identified points are viable for future public access they have been removed from the future land use map. Therefore, the following measure should be included in its place: Annual number of users at Emerson Park.

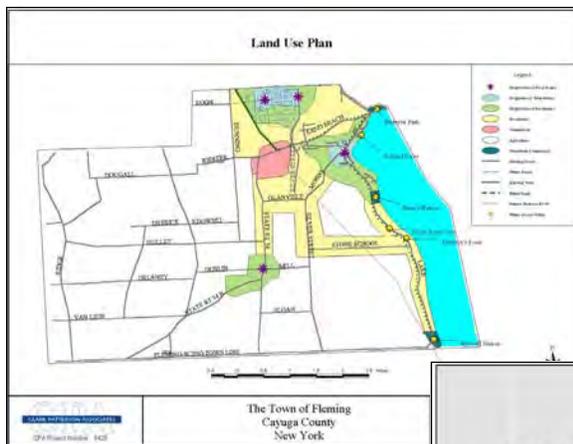
6. Future Land Use

The future land use map included in the original comprehensive plan provided a broad understanding of the intended location and relationship of various future land uses within the town. Although that land use plan was based on sound planning principles, it needs to be updated to reflect the town’s desire to protect its natural resources and minimize development, especially along the lake shore and in the watershed.

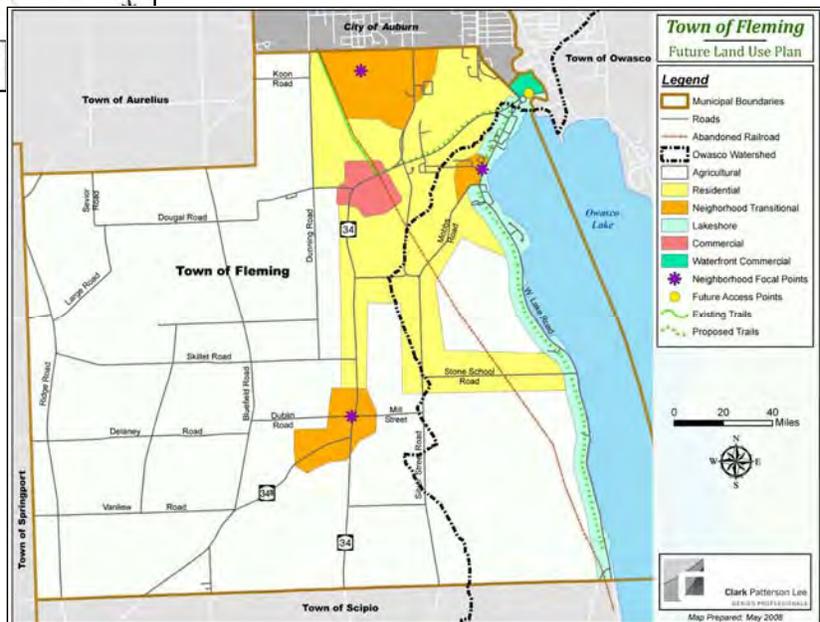
In comparing the former future land use map with the proposed, several critical differences emerge:

- Creation of a lakeshore category to emphasize the importance of the lake;
- Identification of the Owasco Watershed
- Reduction in the number of residential use categories;
- Updated public lake access points that reflect more realistic options for the future; and

The proposed future land use map is included at the end of the addendum document.



The original future land use map included in the 2001 plan is shown on the left. The proposed future land use map for the 2008 Addendum is provided below. Full page maps (8.5” x 11”) are provided as attachments to the addendum.



Lakeshore (teal blue)

Development along the lakeshore in these areas should be limited to single-family homes, to reduce potential negative impacts on Owasco Lake and its watershed. Higher-density development, such as townhouses, patio homes or other multi-family residences, should be located away from the lakeshore, preferably in hamlet areas and/or near civic/retail uses. In an effort to reduce potential negative impacts, development in the lakeshore area should limit and/or control shared lake access points. The lakeshore in Fleming is shallow and would not likely be able to support large marina or dock operations. However, in the future there may be parcels in this area that would be an appropriate location for a small marina or water-dependent businesses, such as kayak and canoe rentals.

Portions of the lakeshore area along Owasco Lake are not served by public water and sewer. Future development in these areas should be limited accordingly. Overdevelopment, without public water and sewer system hook up could adversely impact the water quality of Owasco Lake. In general, the Town does not anticipate extending public infrastructure to this area. Any decisions to extend utilities would require a careful comparison of the benefits and negative impacts associated with such an expansion.

Residential (orange and yellow)

The Future Land Use Plan identifies two residential designations: neighborhood transitional, and residential. Neighborhood transitional (orange) is located in places with access to water and sewer. Existing residential development in these areas typically range from half-acre to one acre lot sizes. Future residential development in these areas should be consistent with that scale and density, which

will provide a gradual transition from City of Auburn lakeshore development to the town's rural landscape. New development should extend or connect to existing street networks where possible, with limited use of cul-de-sacs and dead ends. Neighborhood transitional may also include small-scale civic and retail uses that serve the local residents and visitors. Post offices, fire stations, eateries, small shops and personal services are the types of anticipated uses in these areas.

Unlike the agricultural protection area, the residential area should allow larger lot single-family homes, ranging from one to five acres. Given the existing road-front residential development and the availability of public water, continued residential development in these areas is expected. However, high density residential development should be avoided in areas without access to public sewer. Lower density development should be encouraged to preserve contiguous blocks of farmland, create green space, reduce the impacts on the rural character of Fleming and protect the natural resources within the watershed.

Waterfront Commercial and Future Lake Access Points (green and yellow circle)

The revised future Land Use Plan identifies one waterfront commercial area (*turquoise*) and one potential Lake access point (*yellow circle*). Opportunities for both waterfront commercial and public access to the lake are located in the vicinity of Emerson Park. Waterfront commercial is not intended to provide general commercial development and should only include commercial uses capitalize the waterfront location or expand public access to the waterfront. Furthermore, the construction, design, and operation of any use in this area must be an asset to the waterfront and minimize adverse impacts to Owasco Lake and the surrounding area.



Large-lot, rural homesteads are located throughout the town, predominantly in the actively farmed areas of the town.

7. Implementation

The following implementation items should be added to the existing implementation action items provided in the 2001 Comprehensive Plan to address the additional Natural Resources policy and revised Residential Living Policy.

7a. Implementation of the Preferred Development Pattern

- Develop a Owasco Lake Watershed Overlay District designed to support the Natural Resources Policy and limit negative impact of development in areas adjacent to the lake. The district should incorporate best practices and the ongoing guidance of planning and environmental specialists at the local, county, regional and state levels.
- Although traditional neighborhood design maximizes development potential in areas with available infrastructure (e.g. water and sewer systems), the scale and style of development depicted in this section of the plan may not represent a feasible option for Fleming's immediate future.
- Currently, there are no sidewalks located anywhere within the town boundaries of Fleming. In the immediate future, the town does not envision residential or mixed-use development that would incorporate a village-styled design. In the long-term, if the town determines the need to develop a town-center, the recommendations set forth in the 2001 Comprehensive Plan would be an appropriate model for the town to follow.
- In the interim, the town should allow higher density development in areas where infrastructure is currently available and only in areas that would not have a negative impact on the environment or significantly alter community character. The site design and architectural details should be in keeping with the character of Fleming's different neighborhoods in Fleming's rural and lakeshore areas.

7b. Other Necessary Revisions to Regulations

- Review and amend zoning regulations that directly impact the conditions of Owasco Lake, such as impervious cover, riparian buffers, critical environmental areas, green space, and cluster development.
- Update the zoning regulations to ensure adequate storm water management provisions are provided and maintained to reduce flooding potential, limit the increase of non-permeable surfaces, and limit the reduction of natural vegetation and ground cover, which provide filtration and natural controls of pollutants from agricultural uses and residential development.
- Update zoning code to reduce density of development along the lakeshore and within the Owasco Lake watershed.

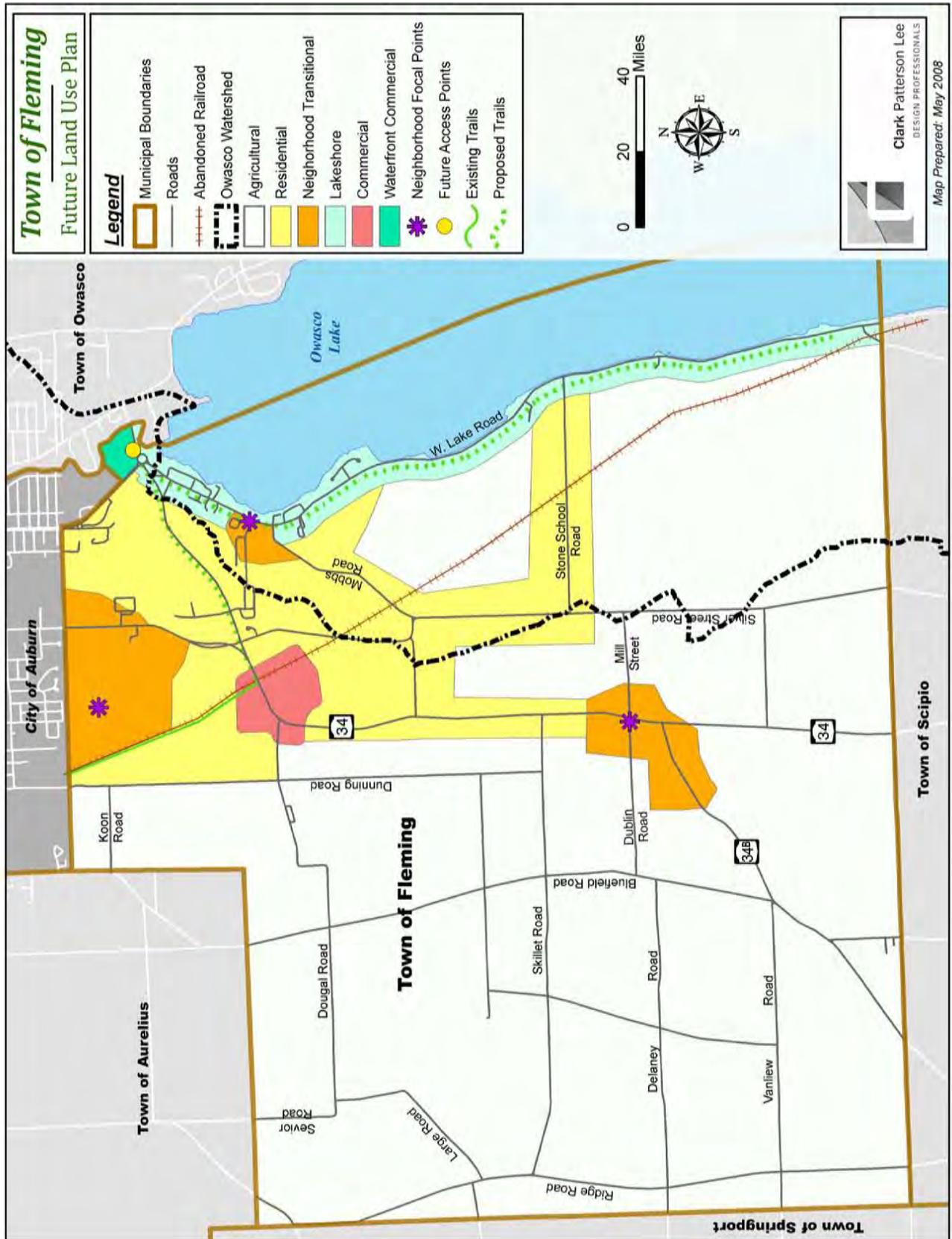
7c. Other Town Board Actions

- Adopt the Owasco Lake Watershed Management Plan.
- Actively adhere to the review requirements set forth in the State Environmental Quality Review Act to ensure that the potential impacts of development are accurately assessed and the appropriate mitigation solutions are identified.

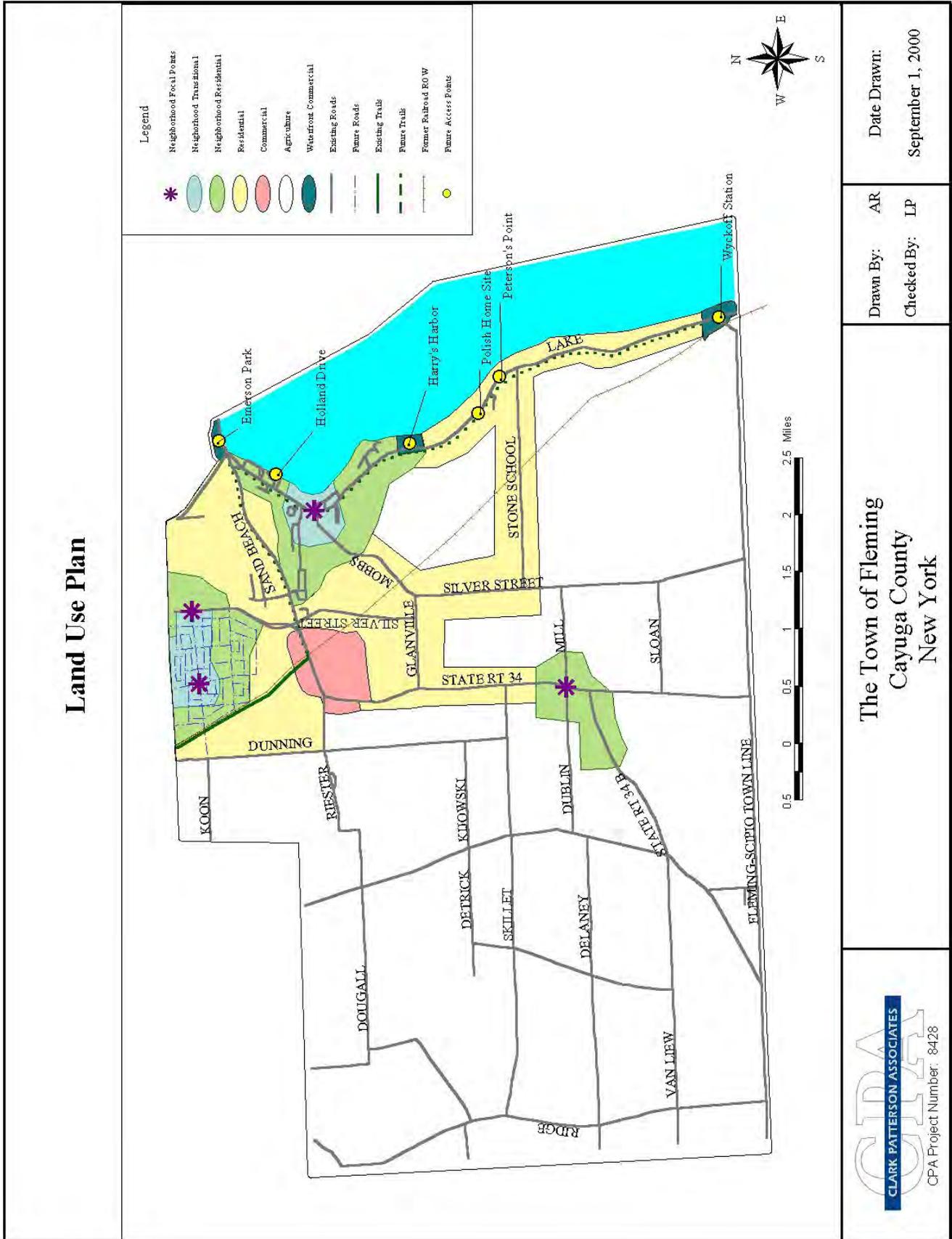
7d. Other Municipal Actions

- Work cooperatively with neighboring communities and local agencies to support the recommendations contained within the Owasco Lake Watershed Management Plan.
- Establish and maintain ongoing communication between the Town and agencies that monitor local natural resources, such as the NYS Department of Environmental Conservation, the NYS Department of Health, the NYS Department of State Coastal Services Division, the Finger Lakes Institute, and the Cayuga County Water Quality Management Agency.
- Work with NYSDEC to ensure that area creeks are monitored regularly, with reports of conditions reported to Town leaders.
- Work with local volunteer groups and schools to implement the volunteer-based “stream watch” program to educate and involve area youth in the protection of the town’s waterways.
- Encourage the use of Emerson Park as one of our community’s valuable public access points to the Lake.
- Work with the NYS DEC and local agencies to fully enforce erosion control measures for construction and development sites and encourage voluntary use of the NYS DEC’s Enhanced Phosphorus Removal Criteria.

Proposed 2008 Addendum Future Land Use Map



2001 Comprehensive Plan Future Land Use Map



Date Drawn:
September 1, 2000

Drawn By: AR
Checked By: LP

The Town of Fleming
Cayuga County
New York



Fleming Tomorrow

Guiding Decisions, Enhancing Quality of Life

Fleming's Vision

The Town of Fleming is a mix of lakefront development, suburban development, and rural areas. Future development can be an opportunity to enhance the character and economic viability of each type of place. However, poorly planned development can be a threat to the character and uniqueness of Fleming's developed and rural areas. This Plan is intended as a guide for decision-makers to assure protection of irreplaceable environmental features and a high quality of life for all of Fleming's residents and business people. Key focus areas of the Plan include:

- careful land stewardship to protect the ecological integrity of Owasco Lake and other natural features;
- defining a preferred development pattern that efficiently locates public infrastructure and preserves community character;
- encouraging the development of pedestrian scale neighborhoods that include civic spaces and diverse housing opportunities; and
- protecting agricultural businesses from the negative impacts of development.

Regional Cooperation Policy

Fleming will pursue actions and relationships that strengthen the regional economy, protect sensitive environmental areas (see Figure 1), preserve features essential to local character, and enhance the quality of life for residents. Owasco Lake, Emerson Park, the City of Auburn, community education, and public water and sewer systems are assets Fleming shares with adjacent communities. These assets are important to the future well-being of Fleming and the region. Fleming recognizes itself as an integral part of the region, and will participate in efforts to ensure economic, social, and ecological sustainability.



Emerson Park is an important regional asset.

See Inside

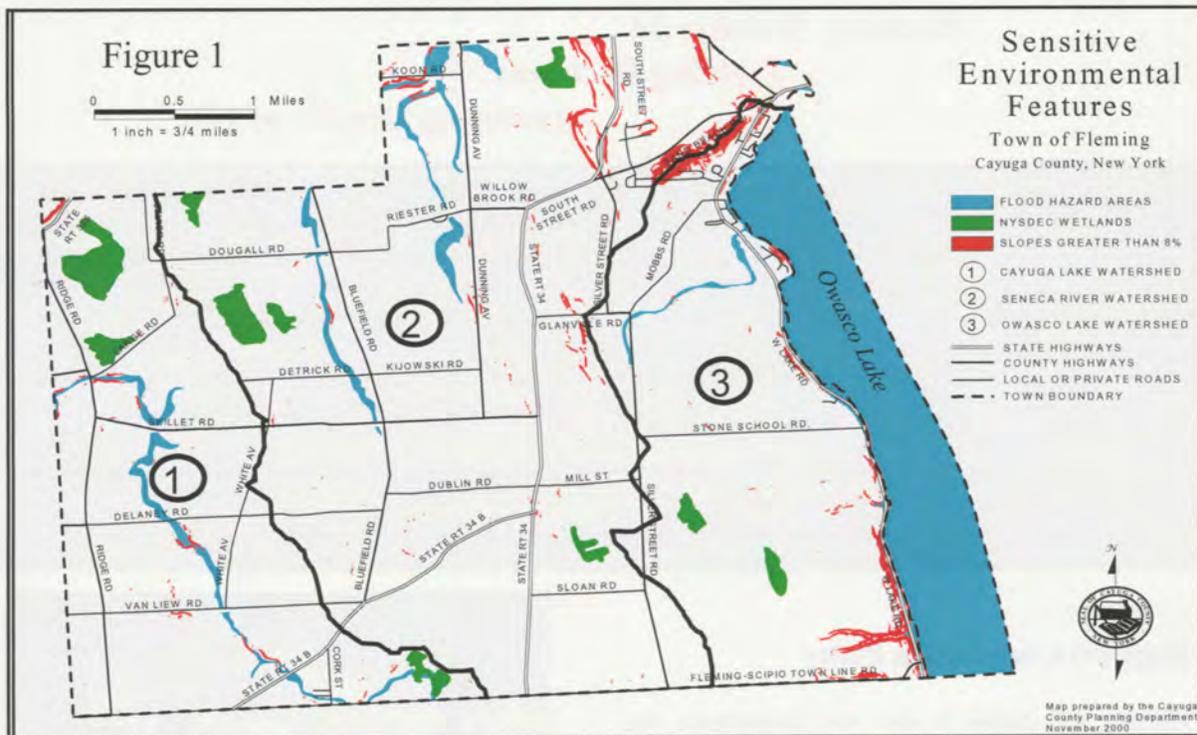
- | | |
|---|--------------------------------------|
| 4 | <i>Preferred Development Pattern</i> |
| 6 | <i>Land Use Plan</i> |
| 8 | <i>Implementation Activities</i> |

Policy Objectives:

1. Ensure the health of creeks in each of Fleming's three major watersheds.
2. Develop area wide drainage solutions that also provide environmental and recreational benefits.
3. Expand public access to Owasco Lake.
4. Expand the trail network to connect neighborhoods, commercial areas, and recreational sites.
5. Increase learning and recreation opportunities for youth, adults, and senior residents.
6. Extend public sewer and water service to support existing and future commercial uses and expanded neighborhoods in designated areas.

Policy Measures:

- A. Changes in creek water quality within Town boundaries over time.
- B. Number of stormwater management facilities per development.
- C. Number of Owasco Lake public access points.
- D. Miles of trails.
- E. Number of community recreation programs.
- F. Proportion of residential and commercial uses with public water and sewer.
- G. Resident participation on regional committees, boards, and commission.



Residential Living Policy

Fleming seeks to locate future residential development so that it can be efficiently served by public infrastructure, avoid high quality farmland, and ensure attractive and expandable neighborhood units. Fleming's existing residential areas include dense lakefront cottages and year round structures, suburban subdivisions, and rural homesteads. Fleming's community characteristics should be considered when designing and reviewing future residential development.

Policy Objectives:

1. Designate areas appropriate for different types of residential development. (see Figures 2 and 3)
2. Direct development to areas where public sewer and water exist or can be extended.
3. Increase opportunities for entry level housing that may include small homes, mobile home parks, apartments, and townhouses.
4. Ensure that all future lakefront development minimizes negative environmental impacts on Owasco Lake.
5. Design future neighborhoods with pedestrian circulation in mind and provide public open space.
6. Protect rural character and prime agricultural soils.
7. Develop opportunities for connections between existing and new neighborhoods and to other recreational and commercial activity nodes.

Policy Measures:

- A. Number of lakefront developments reviewed and revised to address environmental impacts.
- B. Percent of housing stock represented by single family homes and other housing types.
- C. Value of annual parkland acreage contributions or money in lieu of parkland from new residential developments.
- D. Linear feet of sidewalks and number of pedestrian scale streetlights.
- E. Number of residential subdivisions in agricultural areas.
- F. Number and location of future street connection opportunities.
- G. Proportion of residential uses with public water and sewer.

Agriculture Policy

Fleming will continue to have vibrant agricultural businesses that contribute to the community's rural character and economic health. Fleming will make land use decisions that protect agricultural businesses from encroaching development and encourage value added farm enterprises.



Fleming's rural character is defined by a working agricultural landscape.

Policy Objectives:

1. Ensure agricultural remains a viable and profitable industry in the Town and recognize its importance in preserving open space and rural character.
2. Reduce potential for future conflict between farming and non-farm uses. (see Figure 3)
3. Promote diversification of farm enterprises to include appropriately scaled processing, sales, and tourism activities.

Policy Measures:

- A. Number of acres in county adopted, state certified agricultural districts.
- B. Number of acres of farmland in agricultural production.
- C. Acres of land in production per farm.
- D. Average distance from land in production to water district boundary.

Business and Industry Policy

Fleming aspires to have areas of office, retail and service uses that are convenient, compact, visually appealing and pedestrian in scale. Fleming recognizes the need to provide safe and efficient access for vehicles and pedestrians. Ultimately all employees, customers, and visitors, even those arriving by automobile, are pedestrians and need safe and pleasant pedestrian access to all types of commercial uses.

Policy Objectives:

1. Identify appropriate locations for different types of commercial uses. (see Figures 2 & 3)
2. Expand the diversity of retail and service uses.
3. Encourage additional commercial development.
4. Ensure adequate public utilities to support existing and expanded commercial areas and compact commercial development patterns.
5. Explore opportunities for waterfront commercial establishments along the Owasco Lake shoreline.

Policy Measures:

- A. Proportion of commercial uses that are accessible from public transportation or via sidewalks or trails.
- B. Number of office, retail and service uses, including home occupations.
- C. Percent of occupied commercial space.
- D. Proportion of commercial uses with public water and sewer.



Sewers are necessary for development of compact commercial areas.

Preferred Development Pattern

Future development in Fleming is expected to contribute to the creation of neighborhood nodes that will foster a sense of place while focusing development away from open space and agricultural uses that define the Town's rural character. (see Figure 3) Hallmarks of traditional neighborhoods include walkability, pedestrian scale, and a progression of uses from more dense at the core to less dense at the edge. As detailed in Figure 2, each of Fleming's neighborhood nodes should provide a core or focal point (*purple star*), encompassing civic and commercial uses that foster human interaction, and transitional and neighborhood residential areas with a mix of housing opportunities (*blue and green*). A core or focal point should be located within a five-minute (1500 feet) walk of 90 percent of the neighborhood's population. A neighborhood core or secondary focal point may also include a community green or other public open space.

For individual development projects to contribute to the creation of a neighborhood node, it is necessary that the street network provide a continuous pedestrian oriented public realm and link incremental development. Sidewalks and street trees are essential throughout, street lights may be warranted only in the core and transitional areas.

Developed density is expected to be highest in the core (*purple star*) and transitional areas (*blue*). A mix of single family, townhouse, and apartment style uses are encouraged with development densities of 4 to 12 units per acre. Gross density may be lower due to provision of community open spaces. Lower densities of 2 to 4 units per acre should be directed to the neighborhood residential areas (*green*).

Densities less than two units per acre are not encouraged in the neighborhood nodes as such low density presents a barrier to service by public utilities and impacts the pedestrian scale of the neighborhood. Residential development is encouraged to locate in the neighborhood nodes. Some low density residential is also anticipated and can be accommodated in designated residential areas (*yellow*).

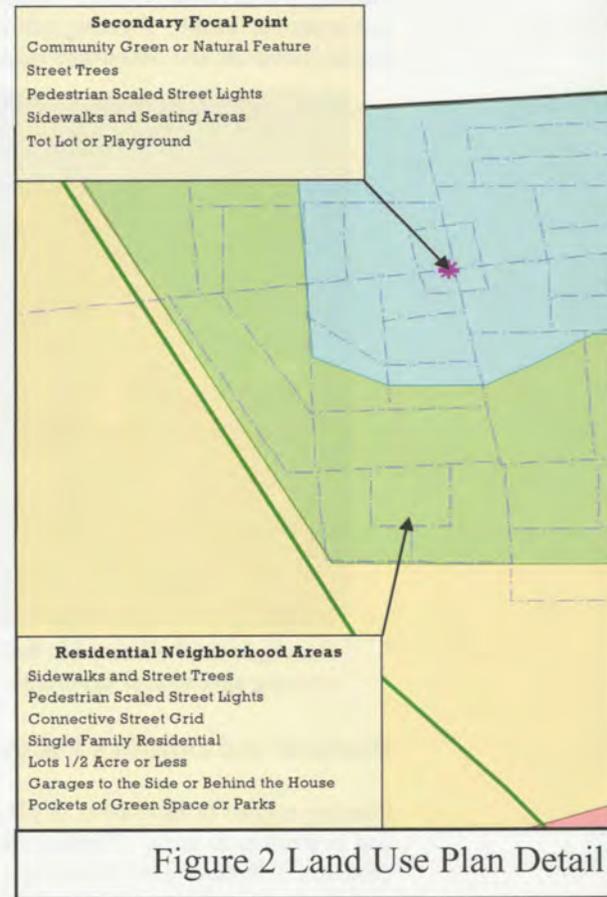


Figure 2 Land Use Plan Detail:

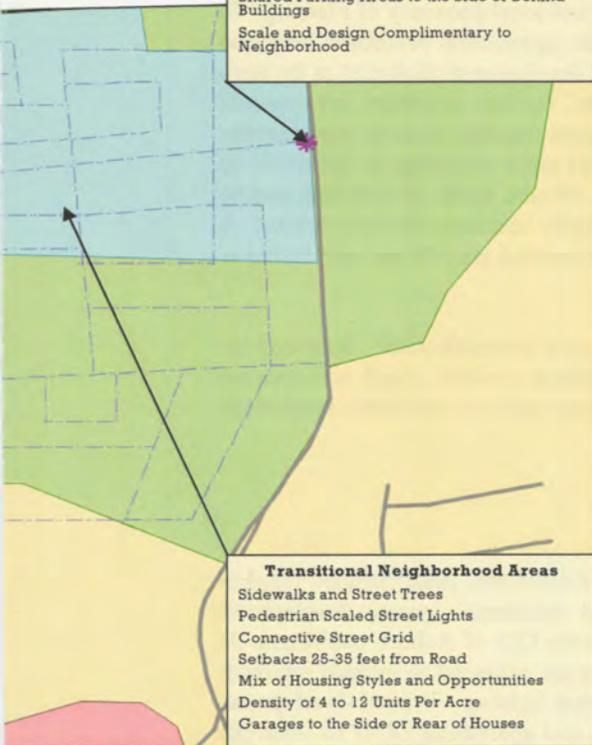


Residential Design Can Create Diversity and a Sense of Place.



Small Homes Provide Entry-Level

Neighborhood Commercial Area
 Pedestrian Access from Neighborhoods
 Auto Entrances from Route 34
 Retail and Service Based Shops
 Sidewalks
 Pedestrian Scaled Street Lights
 Shared Parking Areas to the Side or Behind Buildings
 Scale and Design Complimentary to Neighborhood



Transitional Neighborhood Areas
 Sidewalks and Street Trees
 Pedestrian Scaled Street Lights
 Connective Street Grid
 Setbacks 25-35 feet from Road
 Mix of Housing Styles and Opportunities
 Density of 4 to 12 Units Per Acre
 Garages to the Side or Rear of Houses

Route 34 Neighborhood Node



Build Pedestrian Scaled Commercial Areas.



Community Greens Function as Focal Points in the Neighborhood.



Level and Empty-Nester Housing Opportunities.



Apartment Buildings Can Fit into a Residential Neighborhood.

Land Use Plan

Agriculture (*white*)

Agriculture and the open space it provides is essential to the rural character and local economy of Fleming. In order to maintain the assets agriculture affords, the Town has designated an agricultural protection area that aims to preserve contiguous parcels of farmland. It is recommended that the development allotment in the agricultural area be reduced from one house per acre to one house per 20 acres. Further, non-farm development that does occur should be on lots of no more than 2 acres and should be located together so as to minimize the adverse impacts on agricultural production. This development allocation will allow an owner to subdivide up to five two-acre lots from a 100 acre parcel. This effectively maintains a 90-acre block of land that can be farmed while allowing the owner the flexibility of dividing off parcels for family members or extra income. A slightly higher allowable development density may be appropriate for small existing parcels not well suited to agricultural production.

An increasingly common component of economically viable farm businesses is diversification. This may include on-farm processing or sales of farm materials, agri-tourism, or other related activities. Such activities are expected to be accommodated on farm properties throughout the town, subject only to reasonable restrictions designed to minimize adverse impacts such as traffic safety.

Residential (*blue, green and yellow*)

The Land Use Plan identifies three residential designations: neighborhood transitional, neighborhood residential, and residential. Neighborhood transitional (*blue*) and neighborhood residential (*green*) development around a civic or commercial focal point is encouraged on lands adjacent to the City of Auburn near Route 34 and around West Lake Road and Mobbs Road. These neighborhood nodes are expected to include interconnected street networks with public sewers, sidewalks and pedestrian scale street lighting. Typical development density is expected to be quarter-acre lots with higher density townhouses and apartments (8 to 12 units per acre) in the transitional residential areas and some lower density single-family lots in the neighborhood residential areas. Over time, Fleming's existing lakefront and suburban residential area's should be integrated into the neighborhood nodes.

In the residential area (*yellow*) residential development is not restricted, as in the agricultural protection area, due to the extent of strip residential development and the existence of public water infrastructure. Nor is residential development encouraged, due to the improbability of providing sewers to support a fully functioning neighborhood with diverse housing opportunities and a civic or commercial focal point. The designation reflects the fact that development exists in these areas and some additional residential development is likely. If development occurs, a clustered development pattern is encouraged to reduce impacts on the rural character of Fleming.

Portions of the residential area along Owasco Lake are not served by public water and sewer. Existing and future development not on public water and sewers has the potential to negatively impact Owasco Lake. However, the benefits of extending utilities may be outweighed by the negative impacts of constructing utilities and of facilitating additional development and higher densities. If public infrastructure is extended, clustered development would be desirable.

Trails (*dark green*)

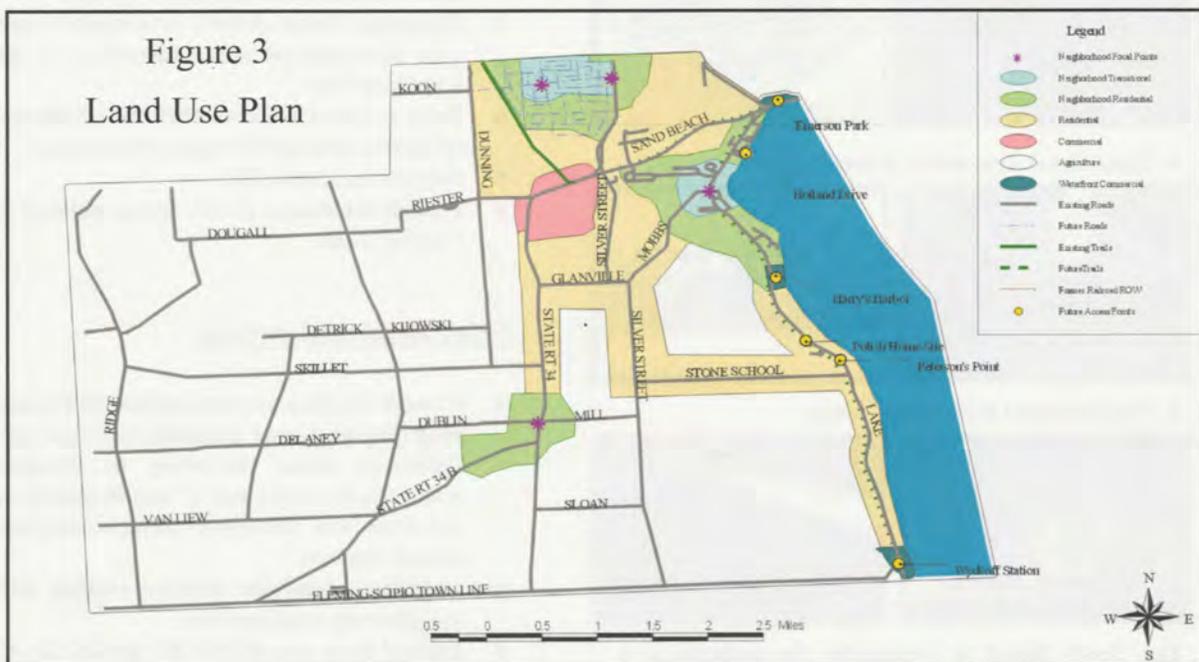
Existing and proposed trails supplement the anticipated sidewalk system by providing linkages between neighborhood nodes and along scenic corridors. The existing and proposed trail system is an important part of Fleming's recreational opportunities. Trails may also function as buffer areas that separate neighborhood nodes from commercial and agricultural uses. Trail areas can also provide needed habitat for wildlife.

Commercial (purple and pink)

Future commercial uses are directed to different types of commercial areas depending on the nature of the use. Retail and consumer oriented services and office uses such as small scale insurance offices, doctors' offices, barber and beauty shops, restaurants, and convenience retail are expected to locate in the core area of identified neighborhood nodes (*purple stars*). Features necessary to successfully integrate such uses into the neighborhood fabric include entrances that front the sidewalk; appropriate building scale, style, and materials; and on-street and rear parking to minimize pedestrian-vehicle conflict points and paved areas.

Business to business and automotive oriented services are expected to locate in the expanded commercial area (*pink*) on Route 34 from Silver Street to Willow Brook Road. The functionality and appearance of this commercial area can be improved through consideration of an overall plan for circulation (shared access driveways, pedestrian circulation, rear parking) and design (landscaping, signage, building style and materials).

As previously mentioned, it is anticipated that the future viability of farming necessitates expansion of agricultural businesses to include a wider variety of processing, sales, and service components. Such activities are expected to be accommodated on farm properties throughout the town.



Waterfront Commercial and Future Lake Access Points (*turquoise and yellow circle*)

The Land Use Plan identifies three waterfront commercial areas (*turquoise*) and five potential Lake access points (*yellow circle*). Historically, public access and/or water-related commercial uses existed at each of the sites. Identified waterfront commercial areas and potential Lake access points are currently devoted to other uses. The purpose of identifying them in the Land Use Plan is to guide decision-making should the opportunity arise for re-establishment of public/commercial use. These areas are not intended as general commercial areas and are not appropriate for commercial uses that do not expand public access to the waterfront. Furthermore, the construction, design, and operation of any use must be an asset to the waterfront and minimize adverse impacts to Owasco Lake and the surrounding area.

Implementation Activities

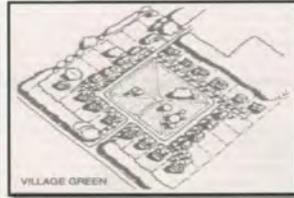
Zoning Commission and Town Board

Implementation of the preferred development pattern requires land use regulations to guide development of four distinct neighborhood components:

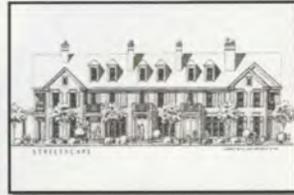
1. Neighborhood Commercial Areas



2. Secondary Focal Points



3. Transitional Residential Areas



4. Neighborhood Residential Areas



The Town Board is responsible for authorizing a Zoning Commission to consider how to revise existing land use regulations to guide neighborhood development. Changes must:

- ◆ provide standards for commercial uses in neighborhood core areas;
- ◆ include standards for street layouts, sidewalks, lighting, and public open space;
- ◆ allow more diverse housing types and densities; and
- ◆ provide opportunities for single family homes at densities of 2 to 4 units per acre.

Other necessary revisions include standards to:

- ◆ guide home businesses, agricultural diversification and other accessory uses;
- ◆ guide development of water related uses in waterfront commercial areas;
- ◆ reduce development allocation to one house per 20 acres while initiating a maximum lot size of 2 acres in designated agricultural areas; and
- ◆ add incentive zoning regulations to allow flexibility.

Other Town Board Actions

- ◆ Investigate feasibility of expanding the sewer service area to include development areas identified on the Land Use Plan.
- ◆ Encourage water district extensions to service development areas identified in the Land Use Plan.
- ◆ Restrict future water district and sewer service area extensions in agricultural areas.
- ◆ Adopt a recreation fee.
- ◆ Provide additional public access point(s) to Owasco Lake.

Other Municipal Actions

- ◆ Consult the sensitive environmental features map (Figure 1) and available technical professionals when reviewing development proposals to ensure use of best development practices and minimize adverse environmental impacts.
- ◆ Coordinate land use decision-making with neighboring municipalities.
- ◆ Expand local use of BOCES facility for after hours learning and recreation.
- ◆ Develop a map of prime soils and productive agricultural land to identify areas to protect from residential encroachment. Information such as parcel size and ownership may also be relevant.
- ◆ Facilitate community creek watch program.

*Assistance in plan preparation provided by
Clark Patterson Associates.*

FLEMING TODAY



SHAPING OUR FUTURE WITH THE WISDOM OF THE PAST

THE TOWN OF FLEMING



JANUARY 2001

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Fleming Today

Location

The Town of Fleming is located along the southern border of the City of Auburn and shares its eastern border with a magnificent stretch of Owasco Lake



The Town of Fleming is located on the northwest corner of Owasco Lake in Cayuga County and borders the southern limit of the City of Auburn. The Hamlet of Fleming is centrally located within the Town at the intersection of Dublin Road and State Route 34. The main north-south roadway in Fleming is State Route 34. The Town is accessible from State Route 5 and US 20, the closest major east-west roadway, which bisects the City of Auburn approximately 1.5 miles from the Town's northern border. The closest New York State Thruway exit is approximately 10 miles north in Weedsport, New York (Exit 40). Bordering municipalities include the Town's of Scipio, Springport, Aurelius, Sennett, and the City of Auburn.



NATURAL FEATURES

General Development Guidelines when Considering Slopes

Slope	Allowable Development
0-3%	All Uses
3-8%	Residential and Light Commercial
8-15%	Residential
>15%	Avoid Development

Natural features play an integral role in future land-use decision making. The Town of Fleming is dominated by rural landscapes providing attractive vistas across vast stretches of farmland and views eastward from bluffs along the shores of Owasco Lake. Development in the north-eastern portion of the Town and the northern shoreline areas is characterized by residential development. In order to identify areas best suited for future development, environmentally sensitive features including topography, watersheds, lakes, streams, steep slopes, wetlands, floodplains and prime soils need to be identified.

Topography and Steep Slopes

Topography is a measure of surface elevation. The Finger Lakes region was subject to numerous glacial movements over geologic time. These movements are responsible for the long and narrow lakes, hills (also known as glacial moraines), and valleys that characterize the finger lakes regional landscape. As seen in Figure 1, areas where several lines are close together indicate a steep incline or decline in elevation. The Town of Fleming ranges from 220 to 280 meters (660-840 feet) above sea-level.

Steep slopes, greater than 15 percent, generally indicate areas where development should be avoided due to unstable soils. South of Sand Beach Road, and West Lake Road south of Stone School Road represent areas with slopes greater than 15 percent in the Town of Fleming. While the majority of Fleming's landscape is represented by slopes less than 8 percent, it is important to understand basic guidelines for development in these areas.

Watersheds, Lakes and Streams

A watershed is defined as the area of land that drains into a particular waterbody. Watershed studies provide a foundation for understanding the impacts of surrounding land-use on water quality. Recently,



Owasco Lake Outlet, Emerson Park.



Owasco Lake and Cayuga Lake went through a comprehensive watershed study. The Town of Fleming is divided into three main watersheds. As seen in Figure 2, the western portion of the Town drains west into Cayuga Lake. The eastern portion of the Town drains east into Owasco Lake. The central and northern sections of Fleming drain north into the Seneca River.

The main surface water body in Fleming is Owasco Lake. Owasco Lake is 10.7 miles in length with a maximum depth of 177 feet. Although Owasco Lake is one of the smallest Finger Lakes, its watershed ranks third of all Finger Lakes. Overall, Owasco Lake serves as the drainage basin for 205 square miles of surrounding land.

The major streams in the Town of Fleming include:

- *Yawger Creek*: Located in the western portion of the Town draining into the Cayuga Lake,
- *Crane Brook*, numerous branches located through-out the northern and central limits of the Town draining into the Seneca River, and
- *Van Ness Brook*, located in the eastern portion of the Town draining into Owasco Lake.



Wetlands reduce the severity of floods, filter out pollutants, and provide essential habitat for numerous plant and animal species.

Floodplains

As seen in Figure 3, the Town of Fleming has flood hazard areas generally along Crane Brook, Van Ness Brook, and Yawger Creek. All development should avoid flood hazard areas.

Wetlands

Wetlands play an integral role in the natural environment. Wetlands have highly absorptive properties



that reduce the impact of flooding and water quality degradation from surface water run-off. They filter out particulate matter including various industrial and agricultural pollutants. From an ecological standpoint, freshwater wetlands can provide a wide range of habitat areas that increase biological diversity for plants, insects, fish, and terrestrial wildlife. Development practices should be minimized around critical wetland areas as defined by the New York State Department of Conservation (NYSDEC) Figure 4 highlights NYSDEC regulated wetlands in the Town of Fleming. Additional federally regulated wetlands not categorized by the NYSDEC may exist in the Town as well. In order to avoid costly fines and penalties, developers should contact the NYSDEC Regional Office 7 for permitting information if any wetlands exist on a proposed site.

Soils

According to the General Soils Map created by the United State Department of Agriculture for Cayuga County, Fleming's soils are mainly categorized as Honeoye-Lima. This soil classification is generally deep and well drained making it excellent for agricultural usage. A small portion of the Town just north of the Owasco Lake outlet is classified as Arkport-Colonie which is also a deep, well drained soil with medium to low lime content. This soil is indicative of areas high in glacial lake sediments.



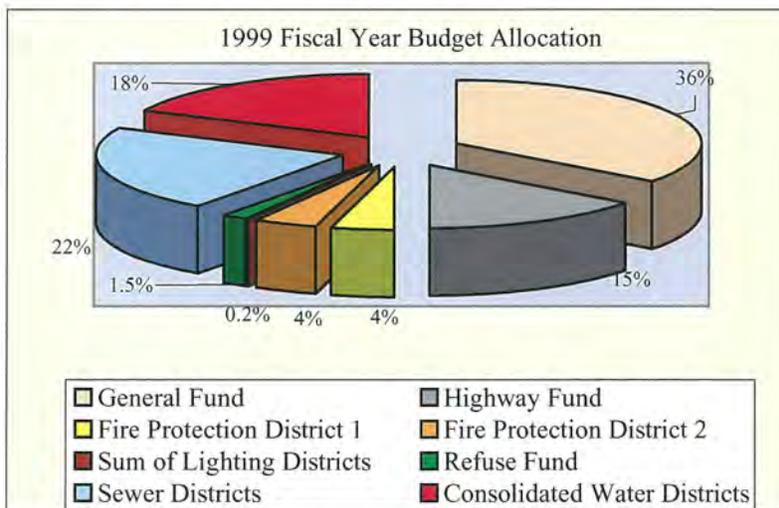
COMMUNITY SERVICES

Fleming currently provides limited services to town residents. A breakdown of appropriations for services for the 1999 fiscal year is presented below.

Fire, Ambulance, and Police Facilities

Currently, the Town of Fleming does not provide local police service. The New York State Police force, sub-station located on Route's 5&20 west of Auburn, and the Cayuga County Sheriff, located in the City of Auburn, provide coverage for the Town.

There are two volunteer fire companies in the Town of Fleming. Fleming Fire House Number One is located on (# 6063) West Lake Road at the intersection with Forest Hill Drive. Fleming Fire House Number Two is located at the corner of 34B and Dublin Road in the Hamlet of Fleming. Both firehouses provide volunteer ambulance service from each location.



Source: Town of Fleming

Educational Facilities

The majority of Fleming is divided into the City of Auburn School District and the Union Springs School District. Currently, Union Springs enrolls 1,194 students grades K-12 while the City of Auburn's current enroll-



ment is 5,042 for K-12. A specific breakdown of the percentage of students from Fleming attending each school district was not available. Neither school district has facilities located in Fleming. In addition to the Auburn and Union Springs School District, Southern Cayuga County Central School District covers a small portion, approximately 15 parcels, of the south eastern corner of Fleming. Figure 5 provides the school district boundaries within the Town.

The Board of Cooperative Educational Services (BOCES) maintains a facility in the Town of Fleming located on Route 34. BOCES offers continuing education courses, trade skills development, and GED classes to the general public. The facility is also open to public use for meetings.

Parks and Recreation

The Town of Fleming does not manage any town parks or recreation areas. However, Emerson Park, a 133 acre multi-purpose park, is located in the north-eastern corner of the Town.



PUBLIC INFRASTRUCTURE

Water Supply

The Town of Fleming owns and operates its own public water supply system which presently provides potable water service and fire protection to 741 connections of which 714 are residential users. The remaining connections are light commercial, churches and public buildings. The development of the public water supply system began in the 1940's with the next major expansion, as a result of lake front development, occurring in the 1960's. A map depicting the current limits of the Fleming consolidated water district is shown in Figure 6.

The Fleming system is supplied by the Town of Owasco's water system through a metered connection located in Emerson Park at the north end of Owasco Lake. Fleming also has three connections to the City of Auburn located at the city line and Dunning Avenue, South Street and Lake Avenue. The Auburn connections would only supply water to Fleming in the event of a drop in pressure in the Owasco system as a result of a large draw on that system due to fire flow, main break or some similar occurrence. The Auburn connections are currently valved off. Their activation is the subject of current contract negotiations between the Town and the City.

The supply of water to Fleming from the Town of Owasco is regulated by a water supply agreement between the two towns dating back to 1997. The agreement has a 38-year term and is renewable every five years. The agreement limits the supply to Fleming to an average daily usage of 210,000 gallons per day (GPD) with a maximum daily draw of 350,000 GPD. Additional supply is available from Owasco at a surcharged rate however. Fleming's current (2000) average daily demand is 157,000 gallons according to the Town's meter readings.

The major components of the Fleming system are an elevated storage tank of 220,000-gallon capacity, a standpipe of 253,000-gallon capacity and a booster pump station rated at 125 gallons per minute (GPM). The elevated tank is located on Mill Street and services the western



portion of the Town's district depicted in Figure 6 from the Auburn city line along Dunning Avenue, Willowbrook Road, and NYS Route 34 (South Street) to an area southwest of the hamlet on NYS Route 34B. Its elevation gradient is based on an overflow elevation of the Mill Street tank of 1025' MSL (above Mean Sea Level). The booster pump station on NYS Route 34 fills this tank to its overflow elevation. The remainder of the system north of Stone School Road is supplied not only by the 253,000-gallon standpipe on Stone School Road but also benefits from storage in the Town of Owasco. Both are at an elevation gradient of 900.5' MSL.

Fleming's water distribution system is in good repair. The system underwent a significant upgrade in 1998 when the primary source of supply was changed from the City of Auburn to the Town of Owasco. In addition to the construction of the Stone School Road tank, approximately 20,000 feet of new water line was installed to create a loop and to improve fire flows in the eastern portion of the district as shown in Figure 6. Improvements were also made to the NYS Route 34 booster pump station as a part of the 1998 upgrade.

Most of the Town is situated well below the overflow elevations of the above water storage tanks. Water lines could therefore be extended and would be capable of supplying adequate pressure and flow. Other factors that effect the system's expansion capabilities would be: the limitations imposed by the Owasco water supply agreement, the volume of storage available and booster pump capacity. Booster pump capacity increase is relatively easy, requiring only impeller or motor change for most foreseeable expansions. A rule of thumb for required volume of storage is that it is to be twice the daily usage in gallons. This would equate to 314,000 gallons required at the current usage (157,000 GPD). Comparing this to the 473,000 gallons currently provided this would leave 79,500 gallons of storage available for system expansion. This would allow the addition of approximately 265 residential connections sys-



tem wide. This would, however, be limited by the Owasco water supply agreement, which would restrict expansion to 176 new residential connections. The number of connections is determined by using a generally accepted water consumption rate of 300 gallons per residential connection per day. These numbers are approximately only.

In addition to being subject to negotiation with Owasco, the actual volume of storage and number of new connections it will support is dependent on the type of connection, their actual usage, required fire flow and whether adequate pressure and supply can be provided by the Mill Street tank or the Stone School Road tank.

The extreme southern portion of the town however has ground elevations that approach 992' MSL. Water service to this area would require additional pumping and storage at a higher elevation.

Sanitary Sewer

The Town of Fleming owns and operates a sanitary sewage collection and conveyance system which provides service to 562 users, 556 of those are residential customers. The remaining users are light commercial uses and public buildings. All remaining buildings in Fleming are on private, on site systems. The development of the public sewer system started in the 1970's along the West Lake Road area. Sewers were also extended along South St. (NYS Route 34) up to and including the Forest Hill Drive area. A map depicting the extent of the Town's sanitary sewer system as it currently exists is shown in Figure 7.

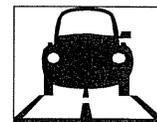
Fleming does not operate a wastewater treatment facility. All sanitary waste collected in Fleming is conveyed into the City of Auburn for treatment and disposal. The acceptance of sanitary sewage from Fleming by Auburn is regulated by a December 29, 1969 agreement that is valid through December 31, 2000. Per this agreement,



Fleming is allowed to discharge up to 0.28 million gallons per day (MGD) to the Auburn System. The Town currently averages 0.202 MGD from its 562 system users. The current billing for system usage is based on the Town's proportionate share of the City's plant capacity.

The Fleming system is comprised of a network of gravity collection sewers, sewage lift stations, and force mains. The town performs regular maintenance on the gravity sewers and pump stations. Within the last few years the town initiated steps to reduce the inflow/infiltration in the sewer system which restored some of the system's hydraulic capacity. In the spring of 1999 the Town Engineer completed an assessment of the eight lift stations in the system. The report proposed a plan to replace all eight stations due to age, condition, lack of reliability and personal safety issues (confined space entry). The Town has made application for grant monies to proceed with these recommendations. In preparation of this grant application, the Town also noted other areas with existing sewer in need of upgrade. The town also submitted justification for extension of sewer south along West Lake Road to eliminate on-site sewage systems suspected of contaminating Owasco Lake.

In evaluating the capabilities of the town's sewage lift stations the 1999 assessment indicated adequate hydraulic capacity for future system expansion in all but two of the lift stations. The stations servicing the Owasco Terrace area and the BOCES complex on Route 34 are at their capacities with existing flows. All other stations had adequate capacity to handle additional flow from development of lands in their catchment areas based on existing allowable densities. Given the fact that the Town has capacity within their current agreement with the City of Auburn for an additional 329 equivalent residential connections (based on a projected residential wastewater flow of 80% of the domestic water consumption or 80% of 300 GPD per connection), service to other areas within the Town is possible since the entire town is within a sewer district. Construction and operation costs of new sewers and additional pumping facilities compared to the number of potential customers may make further extension cost prohibitive at the present time.



TRANSPORTATION NETWORK

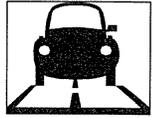
Streets and road networks create the form and scale of the community. Future roadway development should consider the importance of connectivity, extension, and primary use.

The primary means of transportation in Fleming is by personal automobile. Streets are generally classified according to administrative authority and function; that is who owns and maintains them and what type of uses they are designed to handle. It is important to understand both classifications in order to evaluate and plan for future improvements associated with development.

As seen in Figure 8, Fleming's road network is owned and maintained by three administrative levels including the Town, County, and State. The state is responsible for route's 34 and 34B, and West Lake Road. Examples of county level roads include Sand Beach Road, Skillet Road, and Silver Street Road. Examples of town level roads include Mobbs Road, Stone School Road, and Large Road.

There are also three functional categories of roads in Fleming, including:

- **Arterials:** These roadways can accommodate both through traffic and access to residential and commercial uses. Route's 34 and 34B are examples of this classification.
- **Collectors:** These roadways generally "collect" traffic from residential and agricultural areas and funnel it to the arterials. Due to the rural character of Fleming, the majority of daily use-roads fall under this category.
- **Residential and Limited Use Roadways:** In the Town of Fleming, these roadways are typically used for access to residential neighborhoods and subdivisions as well as farming usage. Limited use roads are designed for light use and do not have the capacity of the collector and arterial categories. Several of Fleming's roads can be classified



in this category. The Fleming Scipio Town Line Road is an example of a limited use roadway that is designed for some residential access although the un-paved eastern portion limits winter usage. This road also functions as an agricultural land access road for farmers. Another example of a limited use road way is South Gate Circle. This roadway is specifically designed for residential access, providing one ingress and egress.

Fleming should consider where road improvements are needed based on the future land use map. Roadways should only be improved in areas that will have increased traffic, reducing maintenance costs and protecting rural character.



DEVELOPMENT TRENDS

Over the past decade, development in the Town of Fleming has mainly been in the form of residential development. The two major areas of growth include the West Lake Road shoreline and the northern portion of the Town along South Street Road and Sand Beach Road. Both areas represent different types of residential growth. The West Lake Road development is typically single unit, year round or seasonal housing. The development in northern Fleming is traditional suburban subdivisions and housing tracts. Scattered residential development has also occurred through-out the Town.

Residential Building Permits	
1990	19
1991	10
1992	15
1993	6
1994	11
1995	4
1996	2
1997	7
1998	8
1999	16

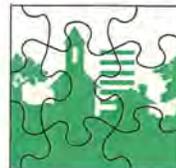
Source: Town of Fleming.

The table to the left provides the number of new residential building permits issued per year over the past decade. The largest number of new residential building permits were issued between 1990 and 1992. The lowest number of building permits were issued in 1996. In 1999, The Town issued 16 residential building permits, highlighting an increase in new development.

It is important for the Town to consider where future residential development should be located as well as what form it should take in order to ensure the goals and objectives of this plan are achieved. Residential development is service intensive and, therefore, is best located in areas where water, sewer, and decent roads are already in place. Planning locations for future residential development can be beneficial to the Town for several reasons including:

- Reduced costs for service extensions and improvements,
- Efficient use of existing sewer and water capacity,
- Reduction of nuisance issues from conflicting land-uses,
- Increased opportunity for future commercial development in areas accessible to residents,
- Preservation of rural character,
- Framework for future community services including park locations and infrastructure expansion.

Residential development should be located in areas where the Town can efficiently provide public services, avoid conflicts of uses, and preserve rural character .



EXISTING LAND-USE

Figure 9 provides the Town of Fleming's existing land-use map based on the County Assessor's property class codes. The table below gives the breakdown of the Cayuga County Office of Real Property codes and the associated values for each within the Town of Fleming. Please note that the Town of Fleming does not assess at full value. Therefore, the figures represented do not include the equalization rate specified for each property type. The land-use map consolidates public services with industrial uses and classifies parks and forests as open space.

Fleming Property Classifications		Number of Parcels	Acreage	Assessed Land Value	Assessed Total Value
Property Code	Property Class				
100	AGRICULTURAL	162	10,486.00	\$6,790,642	\$11,865,340
200	RESIDENTIAL	939	1,744.00	\$11,840,591	\$61,305,053
300	VACANT	154	607	\$1,227,247	\$1,365,537
400	COMMERCIAL	28	51	\$518,509	\$2,999,921
500	AMUSEMENT	2	40	\$41,900	\$66,800
600	COMMUNITY SERVICE	21	222	\$325,790	\$12,202,145
700	INDUSTRIAL	2	0	\$0	\$168,827
800	PUBLIC SERVICE	24	20	\$29,405	\$3,343,347
900	FOREST	5	70	\$17,840	\$17,840
TOTAL		1337	13,241.00	\$20,791,924	\$93,334,810

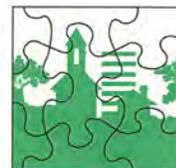
Source: Cayuga County Office of Real Property, 1999.

There are 1,337 parcels representing approximately 13,241 acres. Fleming's assessed land value is \$20,791,924, while the assessed total value (including structures and improvements) is \$93,334,810.

"The well-being of a people is like a tree. Agriculture is its root, Manufacture and Commerce are its branches and its leaves. If the root is injured, the leaves fall, the branches break away, and the tree dies."
- Chinese Proverb

Agriculture

Agriculture is an integral part of Fleming's landscape and economy. Approximately 10,486 acres, 78 percent of the total Town acreage, are assessed as agricultural land. As seen in Figure 10, the majority of the Town is in Cayuga County Agricultural District 5. The only portions of the Town not included in the district are the north-eastern corner closest to the City of Auburn, the western Owasco Lake shoreline, and the Hamlet of Fleming.



Fleming's rural character is defined by attractive views of farmland and agricultural uses.

The traditional family run farm that most people equate to the industry is declining due to global competition, loss of interest in younger generations, and sprawling expansion of residential development. Today, the farming industry is defined by consolidated, single purpose, complexes that often have managers, accountants, and scientists. The industry farm can be efficient, dependable, and profitable. However, environmental concerns including degraded water quality, increased soil erosion, the loss of field and hedgerow habitats, and increased noise and odor nuisances need to be considered.

Fleming should work together as a community to find a balance between industrial farming and the preservation of small family farms in order to retain the rural qualities that define the Town's character. Further, environmental concerns including the impacts of run-off on local streams, wetlands, and watersheds will need to be addressed and rectified. Finally, non-farming uses should be minimized in agricultural areas to reduce conflicts and retain contiguous blocks of farmland.

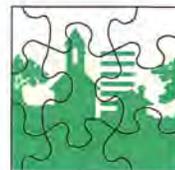
Residential



Typical lakefront residential development on Owasco Lake.

Approximately 11 percent of Fleming's total acreage is assessed residential (1,744 acres). In general, residential development has historically occurred in strip fashion along roadways. This type of development is common in rural communities as farmers "cut" a new parcel of land out of a larger existing parcel. However, Fleming also has the traditional waterfront residential strip development that occurs in lakefront areas through-out the finger lakes region. More recent development, in the form of suburban subdivisions, has occurred in the north-eastern section of the Town.

Fleming should consider the importance of locating future residential development in areas with adequate infrastructure that are close to services. Residential development should be minimized in agricultural areas



and focused towards existing hamlets and residential areas.

Commercial

According to the County Assessor, the Town of Fleming has 28 parcels, approximately 51 acres or 0.3 percent of total acreage, classified as commercial use. The majority of the parcels are located along South Street Road and in the Hamlet of Fleming. Some scattered commercial uses are located along the northern lakefront. Current commercial uses are not in the Town Sewer service area.

Existing commercial nodes provide the opportunity for intensification of uses. Fleming should consider locating future commercial uses near existing uses in order to develop one-stop shopping areas while avoiding inefficient strip commercial development. One-stop shopping areas also benefit merchants by increasing consumer spin-off spending.

Industrial

Two parcels are classified as industrial uses in Fleming. Industrial development often requires good access to highways, other supportive industries, and infrastructure. Access to high speed fiber optic cable for internet and communication usage is of growing importance, especially to desirable high-technology industry. If industrial development is important to future development in Fleming, steps should be taken to assess the types of industries that can be attracted to the area and what steps need to be taken to become more regionally competitive.

Parks and Open Space

Parks and recreation areas are important components of a community's public facilities. Public parks have taken on many forms through-out history. The evolution of public recreation space in the United States started with the community squares of 18th century New England



Emerson Park provides opportunities for both passive and active recreation in the northeastern corner of Fleming.

that provided a place to congregate for weekend picnics while the concerns of the community could be voiced freely. As freetime and recreation opportunities changed, so did the public park. The carriage driving parks of Frederick Law Olmstead in New York City and the National Park Systems devised by Theodore Roosevelt and Gifford Pinchot became popular in the late 19th century.

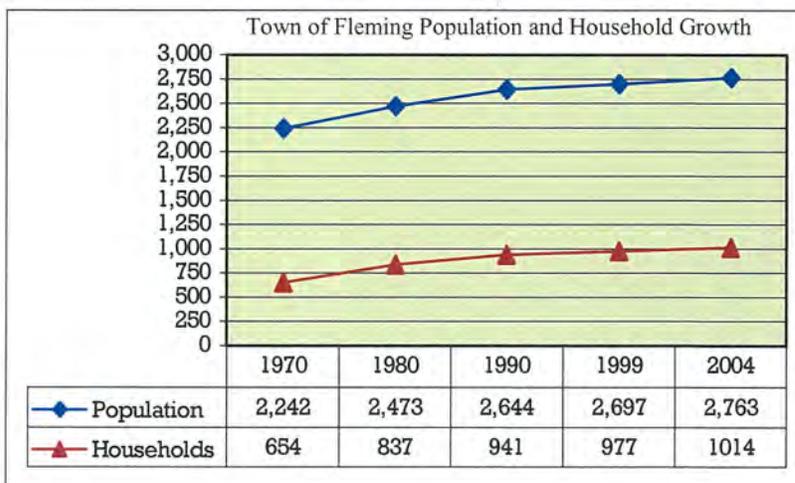
Today, parks have diversified to encompass several uses while retaining the opportunity for the public to gather. Park areas can provide an opportunity for people to inter-mingle with their neighbors, gather in large groups for events, and provide affordable opportunities for family outings.

Currently, there are no town park facilities in Fleming. Emerson Park and out-of town school district facilities currently serve the resident's recreational needs. The BOCES facility also has some open space that can be used for recreational purposes. The Town should consider identifying locations for development of active and passive park facilities and community gathering spots. Youth input and participation should be a strong component of the recreation planning process.



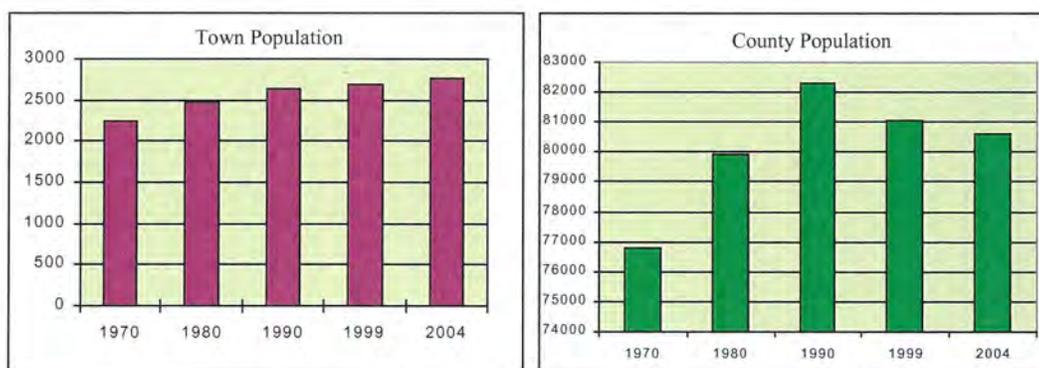
POPULATION CHARACTERISTICS

An analysis of a community's population trends is essential to the planning process. Future policies, land-use, and development practices will be partially defined based on expected population growth or decline, population age, educational attainment, places of work and occupation, changes in income, and housing characteristics.



Source: Claritas 1999 and 1990 US Census.

Population data for the Town of Fleming from 1970-2004 is highlighted in the figure above. Fleming's greatest population expansion occurred between 1970 and 1980 when it increased by 10 percent. Between 1980 and 1990, it continued to grow by an additional 6.9 percent. Although the rate of population growth slowed between 1990 and 1999, it is expected to be higher between 1999 and 2004. Household size has dropped from 3.43 persons per household in 1970 to 2.81 in 1990. In 2004, the average household size is projected to drop to 2.72. This trend is common across the United States as the population is aging and increasing trend towards numbers of people of all ages living alone.



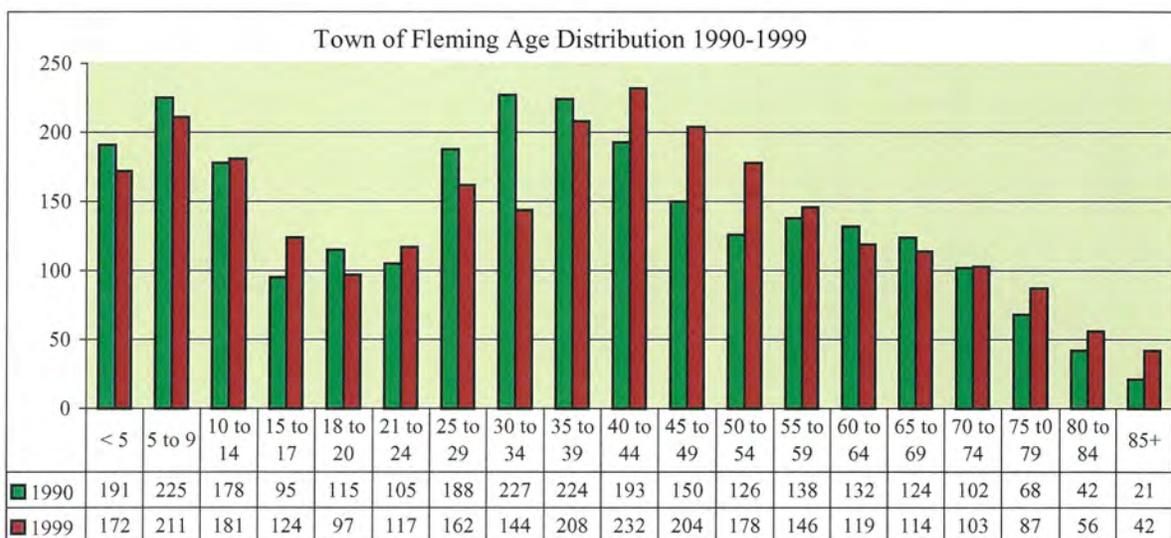
Source: Claritas 1999 and 1970, 1980 and 1990 US Census.

The bar graphs above highlight the projected decline of Cayuga County's population compared to the steady growth projection of the Town. The County's population is projected to decrease by 2.0 percent (1,684 persons) between 1990 and 2004. This declining trend appears to be leveling off although no further projections are available for Cayuga County.

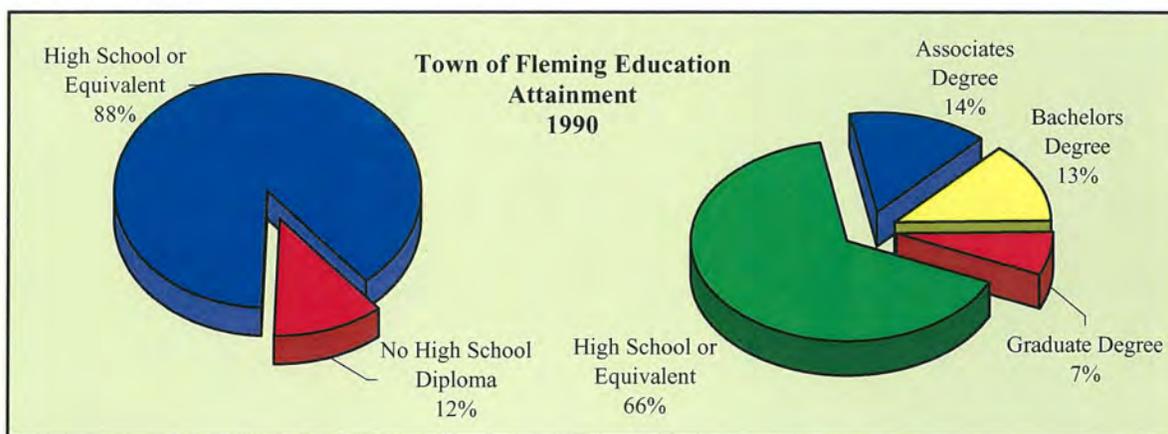


AGE

The median age in Fleming was projected to increase from 35 in 1990 to 38 in 1999. As seen in the figure below, the elderly population (>65) was projected to increase. This trend will continue over the next 20 years. The biggest increases occurred in the 75+ , 40 to 55, and 15 to 17 age cohorts while the greatest declines occurred in the 25 to 39 and 60 to 69 age cohorts.



Source: 1990 US Census.



Source: 1990 US Census.

EDUCATION

The figure above, derived from the 1990 US Census, shows that 88 percent of Fleming's population has completed high school or attained a general education diploma (GED). Of the people who have received a high school diploma or equivalent, 34 percent continued on for a higher degree. Approximately 14 percent of Fleming's residents have an Associates De-



gree while 13 percent have a Bachelors Degree. An additional seven percent have completed a graduate level degree.

EMPLOYMENT CHARACTERISTICS

Place of Work		
Work in County of Residence	995	80.0%
Work Outside County of Residence	249	20.0%
Means of Transportation to Work		
Personal Automobile	1172	94.2%
Public Transportation	7	0.6%
Bicycle	3	0.2%
Walked	26	2.1%
Other Means	6	0.5%
Worked at Home	30	2.4%
Time to Work Minutes		
<5	37	3.0%
5-9	118	9.7%
10-14	321	26.4%
15-19	301	24.8%
20-24	145	11.9%
25-29	31	2.6%
30-34	75	6.2%
35-39	16	1.3%
40-44	27	2.2%
45-59	80	6.6%
60-89	49	4.0%
90+	14	1.2%

Source: 1990 US Census.

In 1999, Cayuga County's unemployment rate was 5.3 percent. This is a decrease of 0.6 percent from 1990. The ten year trend ranged from a high of 8.4 percent in 1991 to a low of 5.2 percent in 1998. Eighty percent of Fleming's population worked within Cayuga County while 20 percent worked outside the County. Approximately 94 percent of employed residents used a personal automobile to get to work while 2.1 percent walked. An additional 2.4 percent worked at home, a growing national trend. The majority of Fleming's workers reported an average one-way commute time to work between 10 and 24 minutes.

Major Employers

The major employment center for the County is the City of Auburn. The economic health of the City is integral to the health of Fleming and the County as a whole.

Therefore, economic development and land-use policies should support and not compete with the City of Auburn. As can be seen, McQuay International, the Auburn Correctional Facility, and the Auburn Memorial Hospital are the County's

Employer	Location	Sector	# Employed
McQuay International	Auburn	Manufacturing	800
Auburn Correctional Facility	Auburn	Corrections	793
Auburn Memorial Hospital	Auburn	Health Care	762
TRW Automotive Electronics	Auburn	Manufacturing	488
Mercy Health and Rehabilitation Center	Auburn	Health Care	332
Cayuga-Onondaga BOCES	Auburn	Education	327
Kelly Services	Auburn	Business Services	303
Auburn Steel Company	Auburn	Manufacturing	290
Goulds Pumps and Water Technologies	Auburn	Manufacturing	244
Mackenzie Childs, Ltd.	Auburn	Manufacturing	243
Owens-Brockway	Auburn	Manufacturing	232
Cayuga Community College	Auburn	Education	222
Wal-Mart	Auburn	Retail	219
Wegmans	Auburn	Retail	215
Manpower	Auburn	Business Services	200

Source: 1990 US Census.



largest employers. The table below provides information on Fleming residents' occupation in 1990. The largest employment sectors included services (30.6%), manufacturing of durable goods (17%), and retail trade(13.3%). Historically, manufacturing jobs have played an important role to most Upstate New York communities. Auburn and the communities surrounding it are no exception. However, many communities in New York State have noticed a dramatic decline in the number of manufacturing jobs in their local economy. There are several reasons for this including high taxes, older infrastructure, the expanding global economy, reduced wage demands in the southern United States and globally, the automation of previous manual positions, and the consolidation of business.

Employment By Industry	Number Employed	Percent of Employed Persons
Agriculture and Mining	53	4.2%
Construction	59	4.7%
Manufacturing - Durable Goods	214	17.0%
Manufacturing -Nondurable Goods	34	2.7%
Transportation	74	5.9%
Communications	36	2.9%
Wholesale Trade	45	3.6%
Retail Trade	168	13.3%
F/I/R/E	55	4.4%
Services	385	30.6%
Government	122	9.7%
Entertainment and Recreation	15	1.2%
Total	1260	100.0%

Source: 1990 US Census.

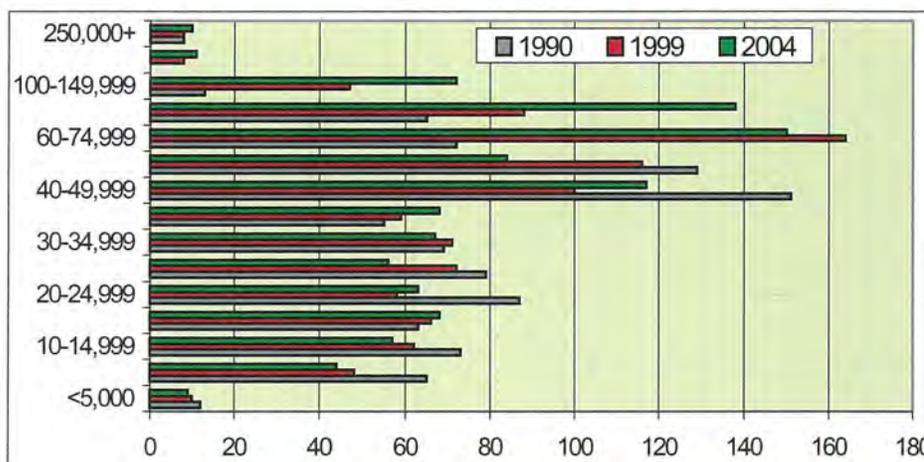
The service and retail trade sectors are slowly taking the prominent positions in Upstate New York's local economies. Services including education, health care, personal and professional support services are becoming more prominent. Further, retail trade positions are increasing in response to the amount of disposable income nationwide. The main concern with these positions taking the place of manufacturing positions is that they tend to lack the financial compensation and benefits associated with a manufacturing job including higher wages, health insurance and pensions.



HOUSEHOLD INCOME CHARACTERISTICS

Household income is a measure of reported wages earned by an entire household. A household is not limited to family income. The term household encompasses single person households, non-traditional families, and non-related households. The Town of Fleming's median household income

in 1990 was \$37,538. The projected values for 1999 and 2004 is \$43,380 and \$45,982 respectively.



Source: 1990 US Census.

*Projections are not adjusted for inflation.

Housing Units		
Occupied	940	89.7%
Vacant	108	10.3%
Year Structure Built		
1989-1990	34	3.2%
1985-1988	95	9.1%
1980-1984	53	5.1%
1970-1979	184	17.6%
1960-1969	129	12.3%
1950-1959	151	14.4%
1940-1949	89	8.5%
1939 or Older	313	29.9%
Median Year Structure Built	1958	
Tenure		
Owner Occupied	850	81.7%
Renter Occupied	90	8.7%
Units in Structure		
1, Detached	884	84.4%
1, Attached	12	1.1%
2	14	1.3%
3-4	8	0.8%
5-9	0	0.0%
10-49	0	0.0%
Mobile Home or Trailer	124	11.8%
Other	6	0.6%

Source: 1990 US Census.

HOUSING CHARACTERISTICS

The table to the right presents general information on the housing characteristics for the Town of Fleming according to the 1990 US Census. In 1990, approximately 90 percent of Fleming's housing stock was occupied. Between 1980 and 1990, 182 units were constructed. Approximately 82 percent of all units are owner occupied in the Town of Fleming. The vast majority of housing types in the Town of Fleming are single family detached houses (81.7%). The next largest structure type is mobile homes (11.8%). The Town may want to consider increasing the availability of rental housing for young, old, and lower income families. Fleming should discourage the development of apartment complexes and attempt to integrate rental housing with single family homes.

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Owasco Lake, Town of Fleming, New York

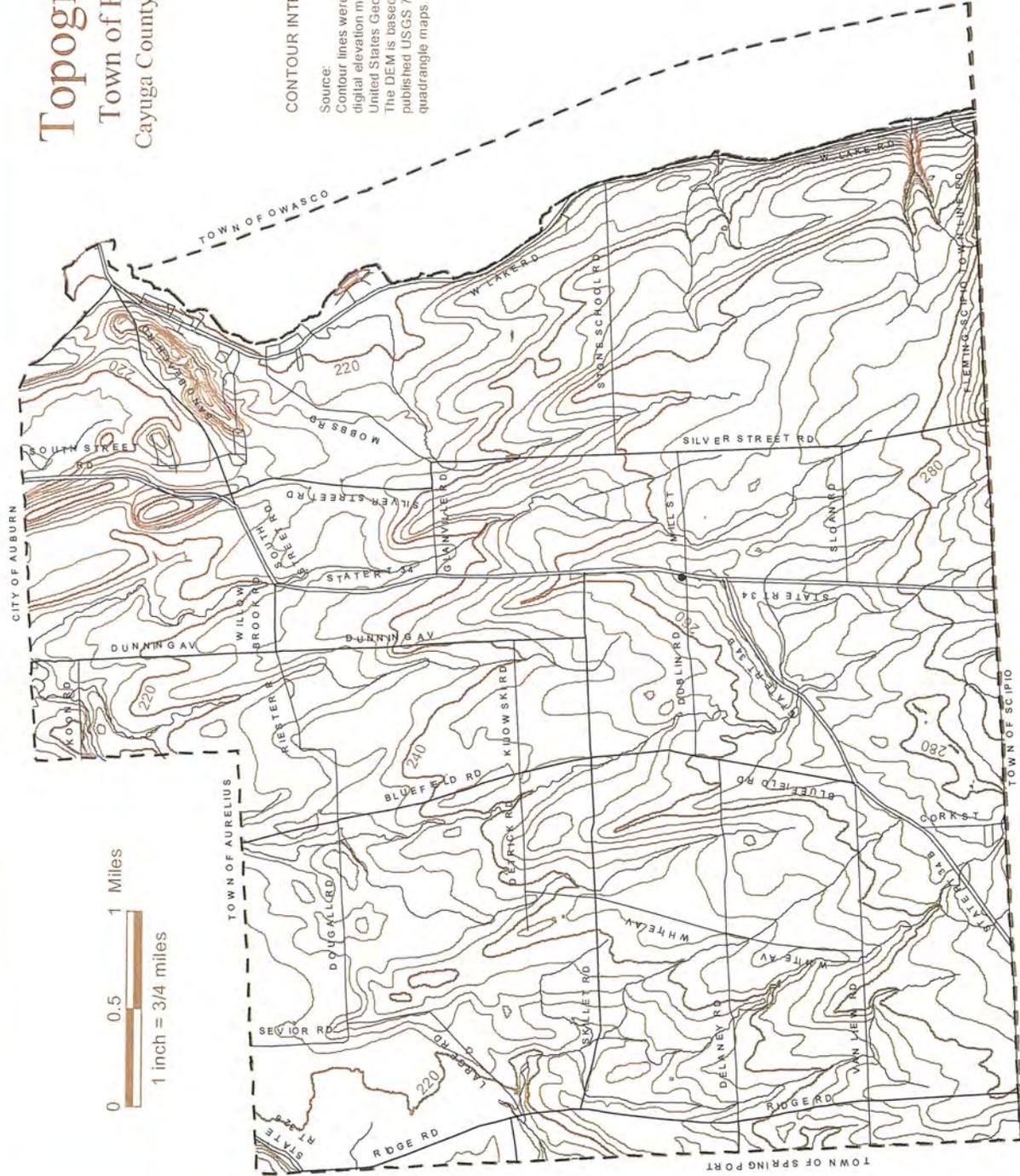
Topography

Town of Fleming

Cayuga County, New York

CONTOUR INTERVAL = 4 METERS

Source:
 Contour lines were derived from a 10-meter digital elevation model (DEM) provided by the United States Geological Survey (USGS). The DEM is based on data contained in published USGS 7.5-minute topographic quadrangle maps.



Map prepared by the Cayuga
 County Planning Department
 February 2000

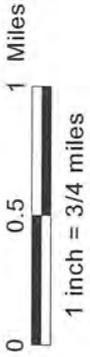
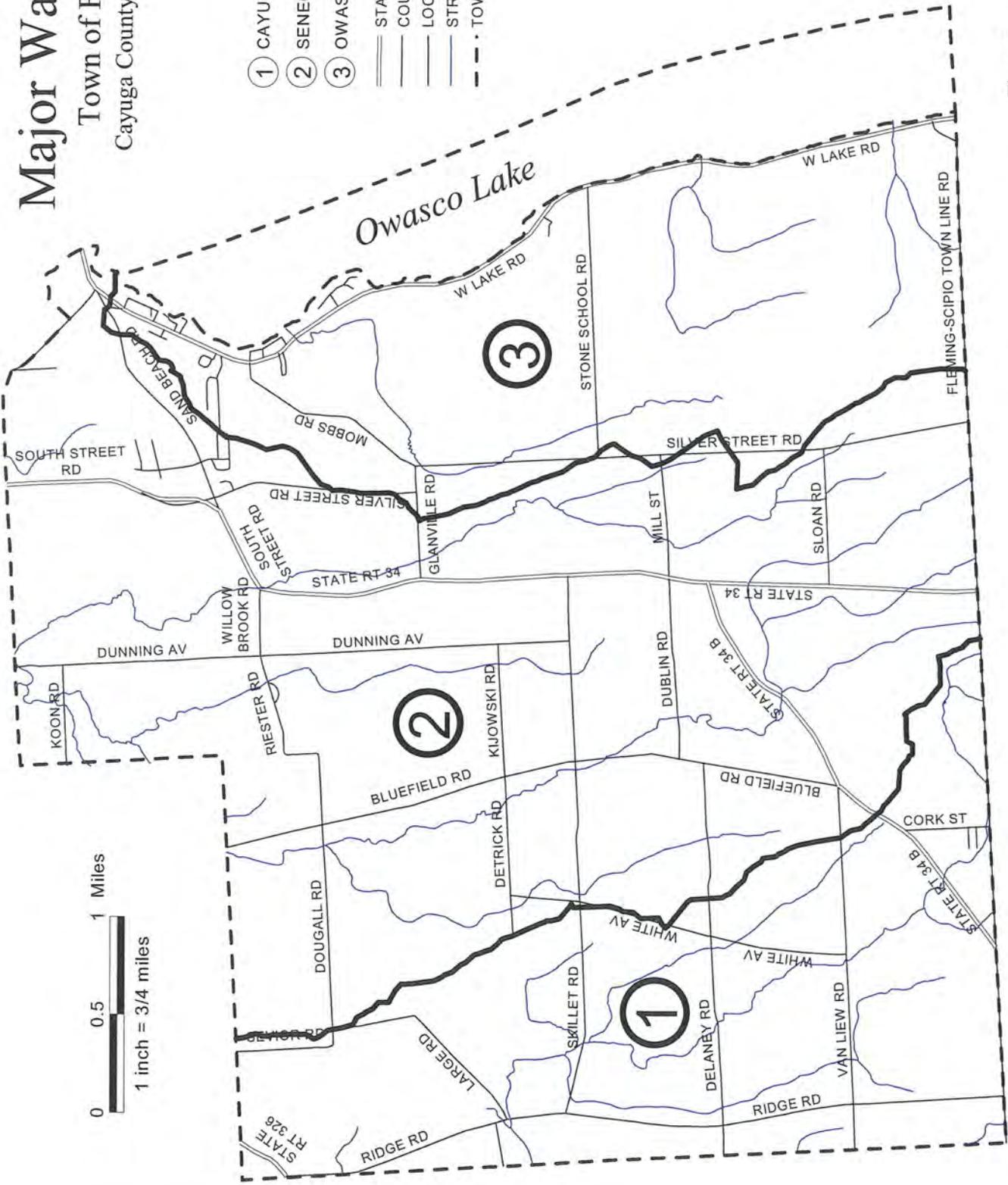
Figure 1

Major Watersheds

Town of Fleming
Cayuga County, New York

- ① CAYUGA LAKE
- ② SENECA RIVER
- ③ OWASCO LAKE

- STATE HIGHWAYS
- COUNTY HIGHWAYS
- LOCAL OR PRIVATE ROADS
- STREAMS
- - - TOWN BOUNDARY



Map prepared by the Cayuga
County Planning Department
February 2000

Figure 2

Flood Hazard Areas

Town of Fleming
Cayuga County, New York

- GENERAL LOCATIONS OF SPECIAL FLOOD HAZARD AREAS*
- ══ STATE HIGHWAYS
- ══ COUNTY HIGHWAYS
- ══ LOCAL OR PRIVATE ROADS
- - - TOWN BOUNDARY

*These are not absolute delineations of flood risk boundaries, but rather zones of uncertainty and possible risks associated with flood inundation

Source:
Digital Q3 Flood Data, Federal Emergency Management Agency (FEMA), 1996

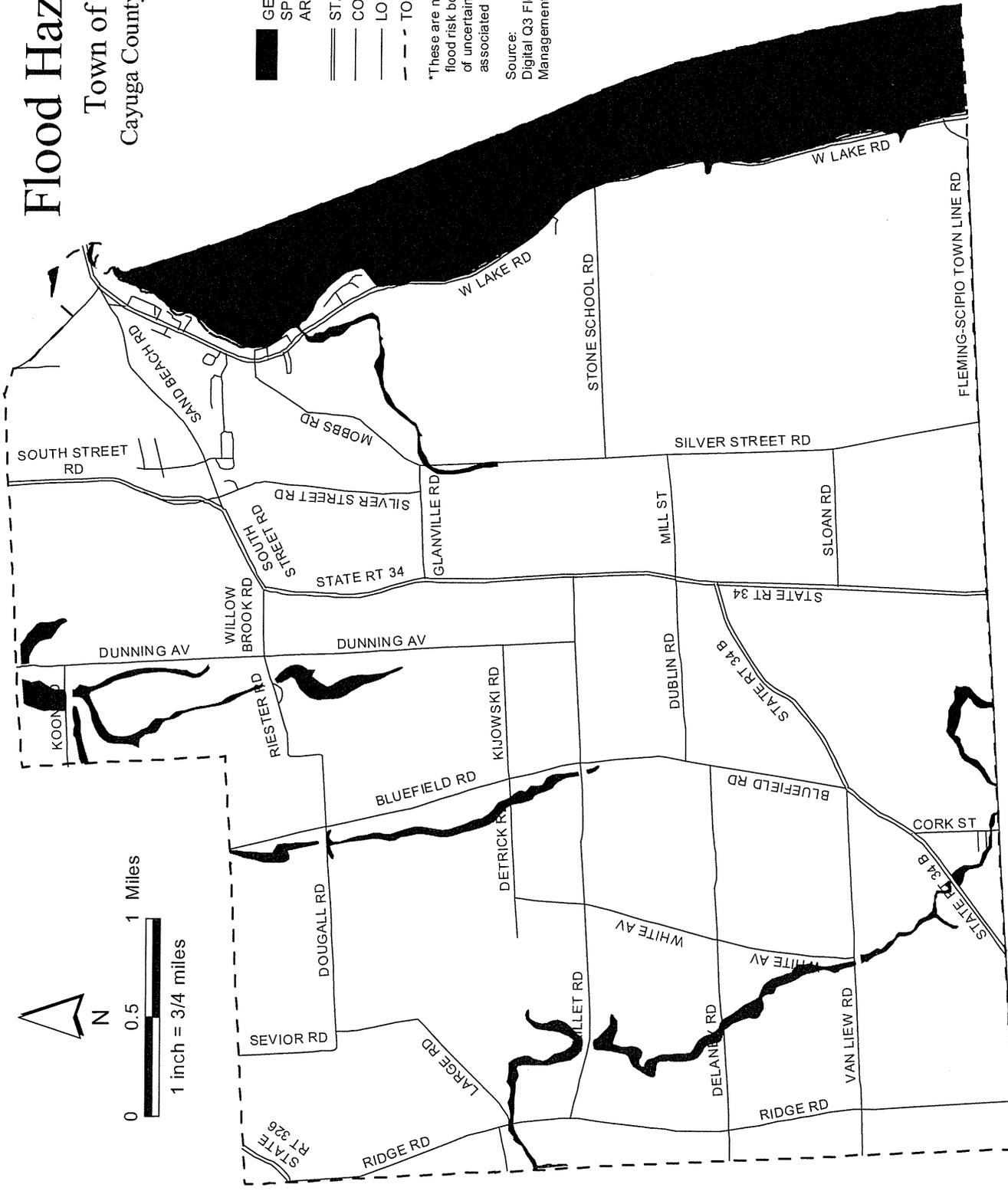


Figure 3

The Town of Fleming School District Map

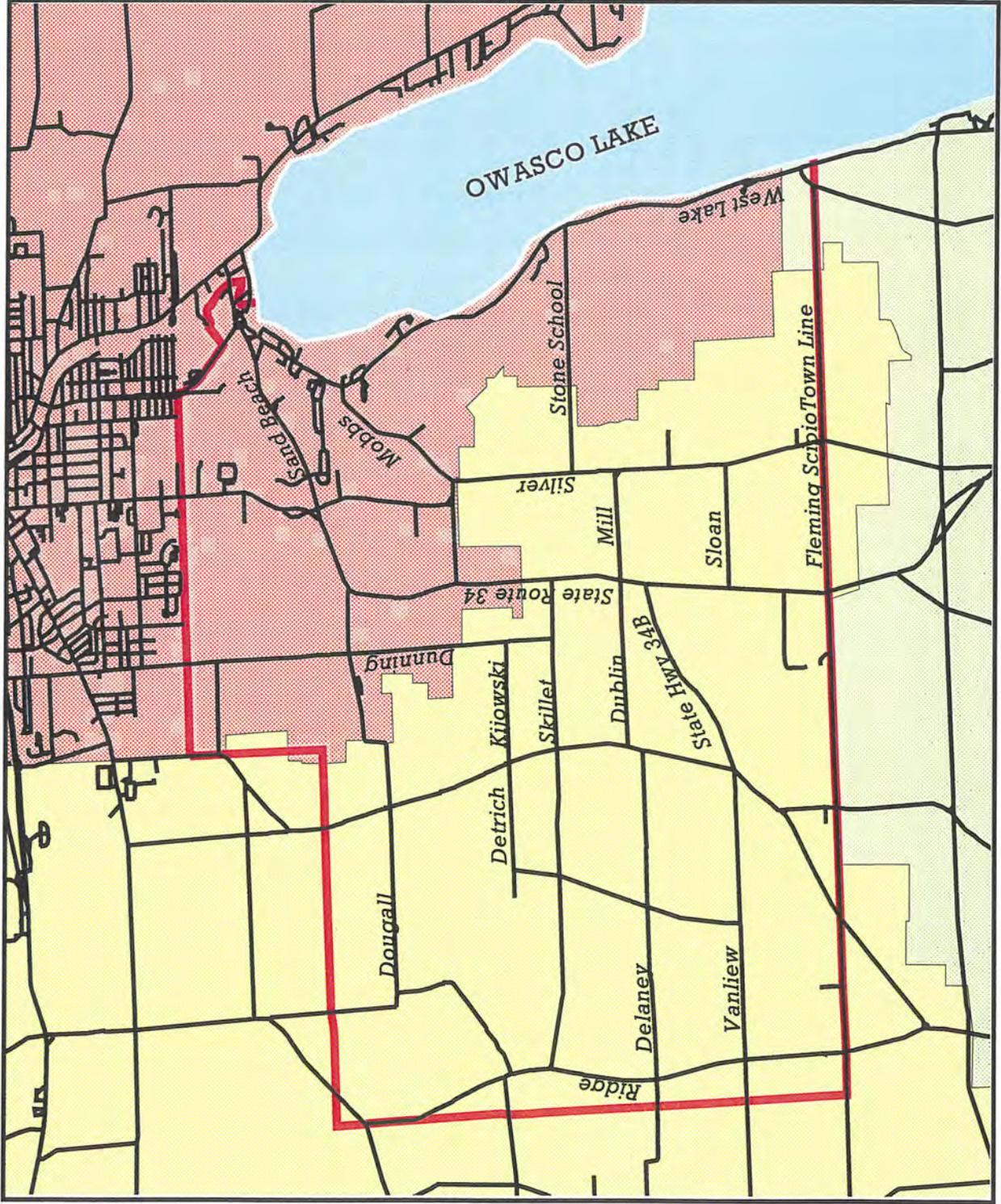
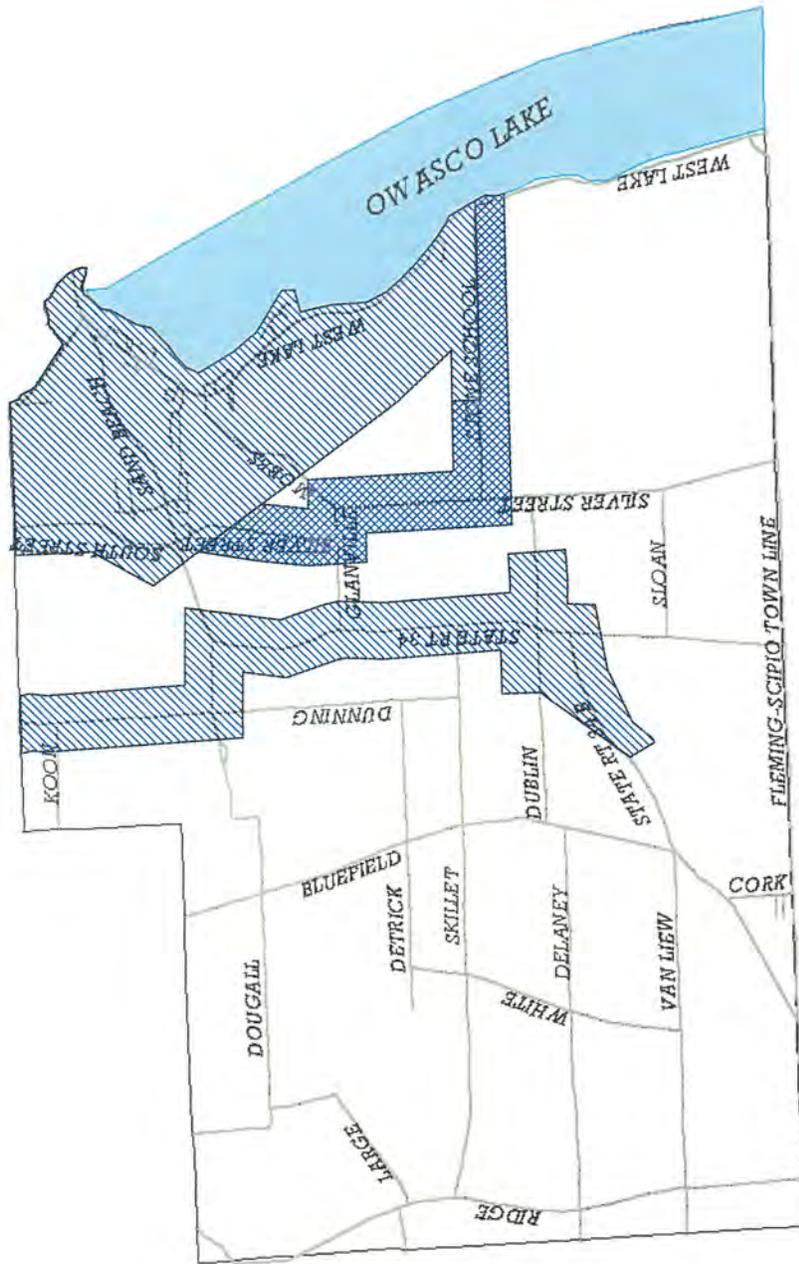


Figure 5 Prepared By:
Clark Patterson Associates



ORIGINAL CONSOLIDATED DISTRICT
EXTENSION NO. 1

Drawing Name: G:\PROJECTS\FLEMING\8428\WAT-AREA.DWG Date: 12/21/00 Time: 08:52 am

FIGURE 6



DESIGN PROFESSIONALS

186 North Water Street
Rochester, New York 14604
716-454-7600

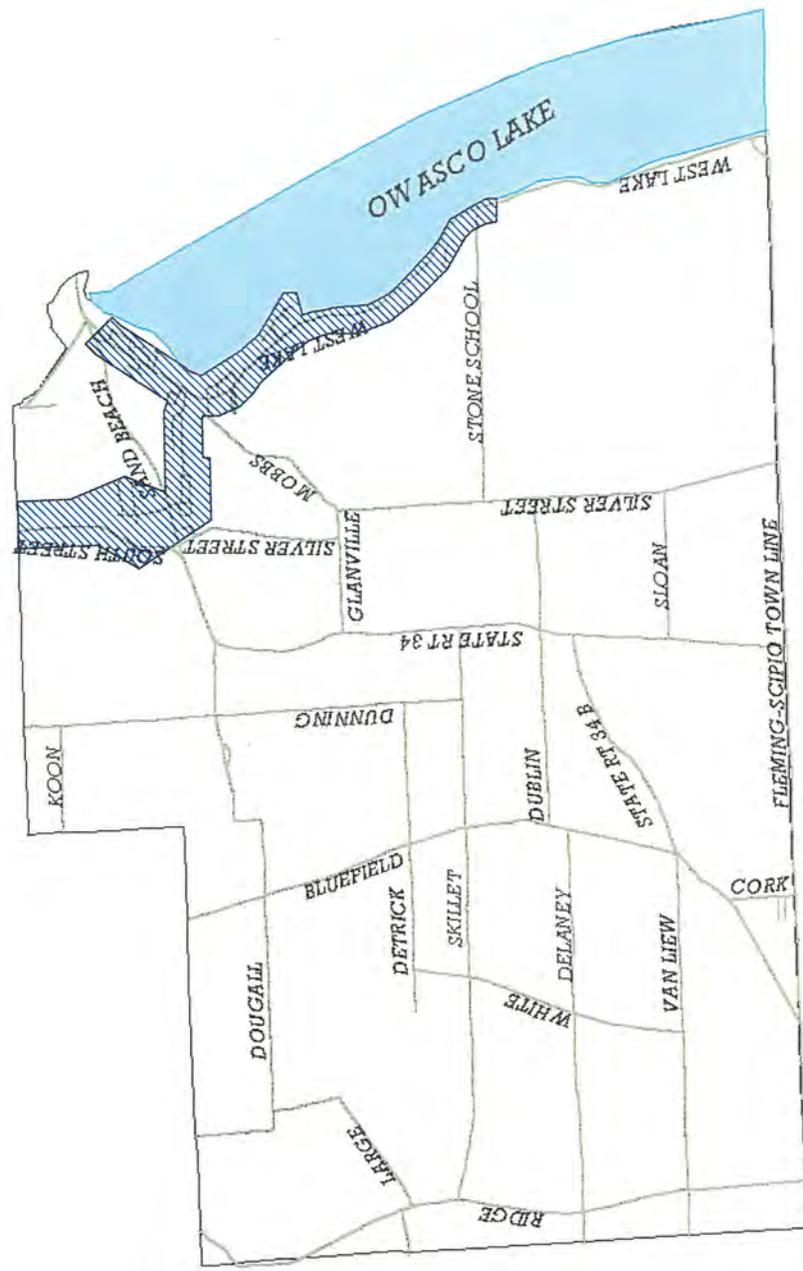
101 Main Street
Flahkill, New York 12524
914-896-8700

200 North Main Street
Alfred, New York 14802
607-587-9769

DATE: 12/21/00
DRAWN: MN
CHECKED: SV
SCALE: NONE

TOWN OF FLEMING
WATER DISTRICT
FLEMING COMPREHENSIVE PLAN

TOWN OF FLEMING, CAYUGA COUNTY, NEW YORK



SEWER SERVICE AREA



Drawing Name: G:\PROJECTS\FLEMING\8428\SERVAREA.DWG Date: 12/20/00 Time: 3:28 pm

FIGURE 7



DESIGN PROFESSIONALS

186 North Water Street Rochester, New York 14604 716-454-7600
 101 Main Street Flahkili, New York 12524 914-896-8700
 200 North Main Street Alfred, New York 14802 607-587-9769

DATE: 12/20/00
 DRAWN: MN
 CHECKED: SV
 SCALE: NONE

TOWN OF FLEMING
 SEWER DISTRICT
 FLEMING COMPREHENSIVE PLAN
 TOWN OF FLEMING, CAYUGA COUNTY, NEW YORK

Roadway Classification Map

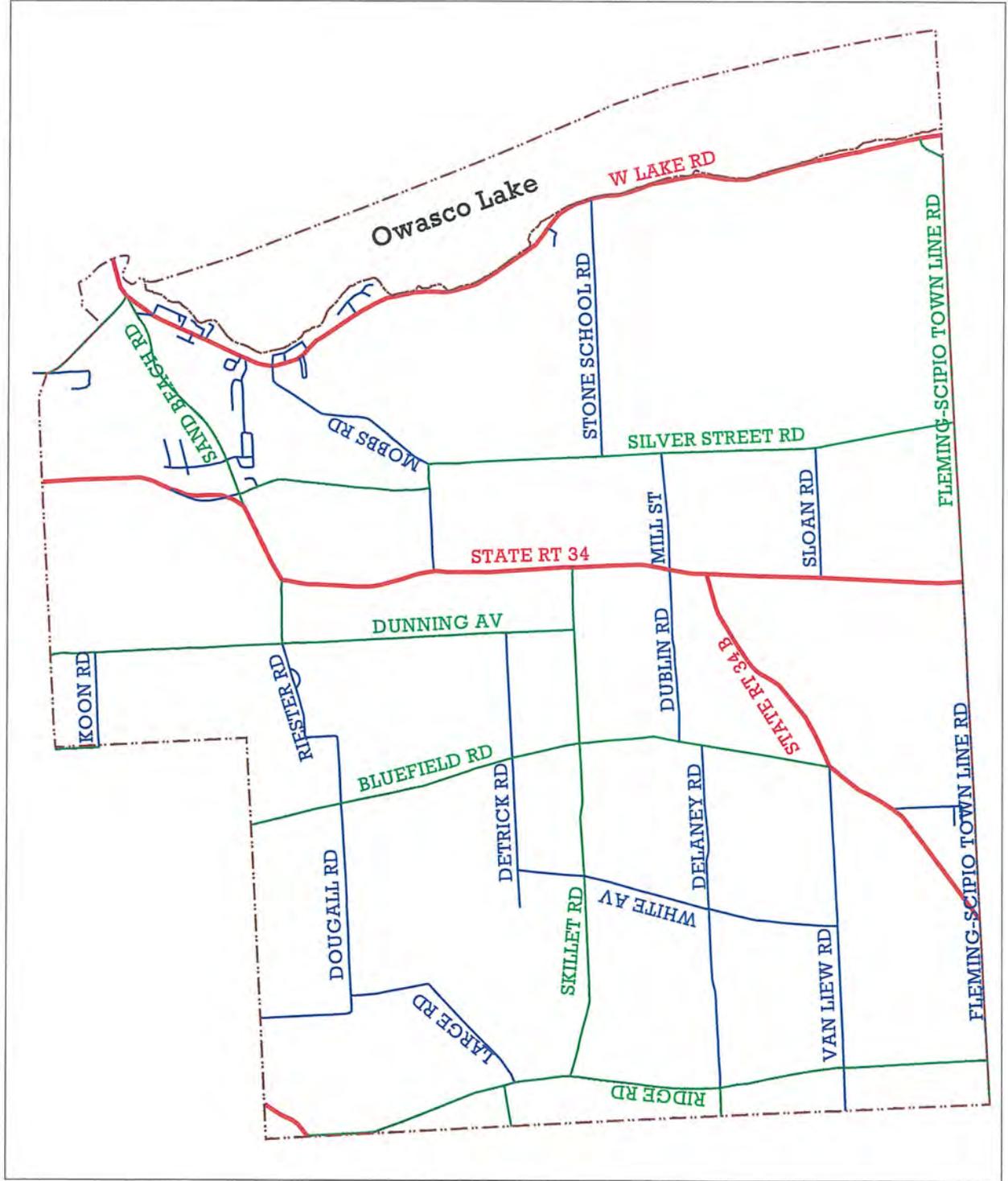


Figure 8

Land Use

Town of Fleming
Cayuga County, New York

LAND USE (based on Assessor's land use codes)

- RESIDENTIAL
- COMMERCIAL
- COMMUNITY SERVICES
- INDUSTRIAL AND PUBLIC SERVICES
- PARKS AND OPEN SPACE
- AGRICULTURAL
- VACANT

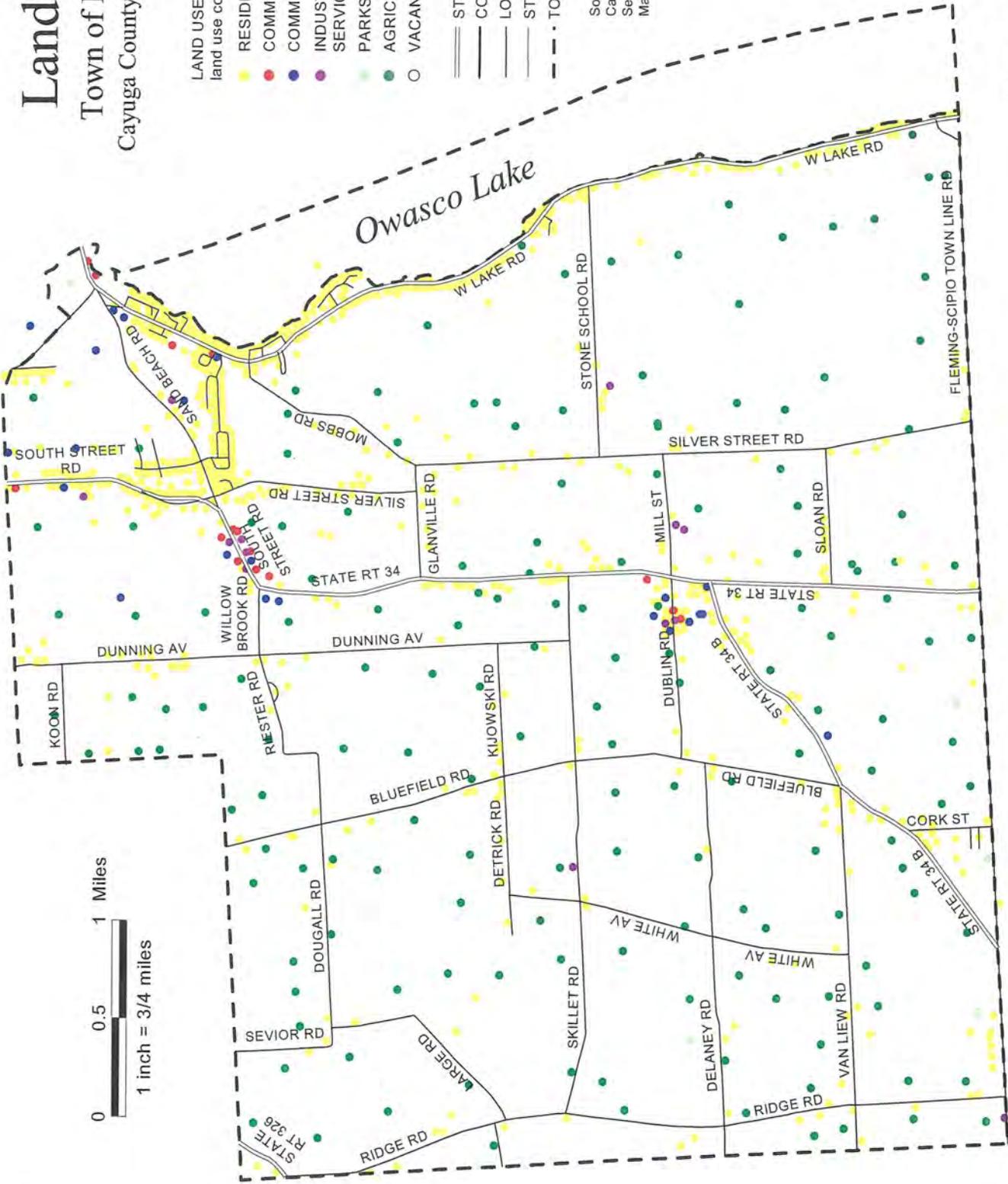
- STATE HIGHWAYS
- COUNTY HIGHWAYS
- LOCAL OR PRIVATE ROADS
- STREAMS
- TOWN BOUNDARY

Source:
Cayuga County Real Property Services (RPS) database
March, 2000



Map prepared by the Cayuga County Planning Department
March 2000

Figure 9



Agricultural Districts

Town of Fleming
Cayuga County, New York

- AREAS NOT INCLUDED IN AGRICULTURAL DISTRICT NO. 5
- STREAMS
- ==== STATE HIGHWAYS
- ==== COUNTY HIGHWAYS
- LOCAL OR PRIVATE ROADS
- - - TOWN BOUNDARY



Map prepared by the Cayuga
County Planning Department
February 2000

Figure 10

