



Town Of  
Brookhaven  
Long Island

Final  
1996  
Comprehensive  
**Land Use Plan**

May 7, 1996

## **Councilman Joseph Macchia, Chairman 1996 Comprehensive Land Use Plan**

Serving as Chairman of the Brookhaven 1996 Comprehensive Land Use Plan commission has been one of the most challenging, and fulfilling, responsibilities I have undertaken during my tenure on the Brookhaven Town Council.

The amount of effort, skill and insight given to this document by the employees of our planning division has been amazing. Unlike previous land use plans done for the town, which were done by consultants outside of the Town, the 1996 Brookhaven Comprehensive Land Use Plan was created entirely in-house. It was a task they eagerly accepted, the results of which you are holding in your hands today.

The commitment given to this plan by our employees was matched by the efforts of the residents of our communities. Hundreds of our residents worked together over the past few years to create nine hamlet studies, contributing their plans, suggestions and ideas for the way they wanted the 23 communities they lived in to look. Through their hard work, and the countless individual residents who sent us suggestions and ideas of their own, we have been able to create this comprehensive plan, and design a better Brookhaven. We owe all of these people a debt of gratitude.

The staff of the planning division tackled this assignment with enthusiasm. They brought with them their responsibility not only as employees of the Town, but also as Brookhaven residents. The planning staff was able to draw on their years of experience, knowledge and insight into the land use and planning of this Town, and incorporate it into this comprehensive plan. They are to be commended for the hard work and dedication they put into this document.

This comprehensive land use plan is a vision for the future of Brookhaven Town. It is a vision of both preservation and growth, of historic districts and future expansion, created by our residents, for our residents.



Councilman Joseph Macchia  
Chairman, 1996 Comprehensive Land Use Plan

May 7, 1996

## **Designing A Better Brookhaven**

To craft a land use plan, to actually paint a portrait of the way Brookhaven will look for years to come, is a monumental task. It is one of the most important and long standing contributions my administration can make to the people of Brookhaven Town.

This comprehensive plan is also a contribution from the people of Brookhaven. Hundreds of residents of this Town worked hand in hand with this government to help shape the face of their neighborhoods. These dedicated residents gave thousands of hours of hard work, sacrificing time from their families, to craft this plan – their plan; the People's Plan.

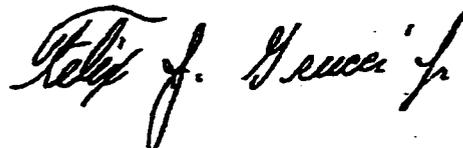
To those residents who worked together with my administration, I want to say thank you for giving all citizens of Brookhaven this People's Plan.

Through this People's Plan we have not only designed a better Brookhaven, but have also laid out a blueprint for planned economic growth that will lead to the creation of jobs and opportunities in our Town well into the 21st Century. With this plan in place, we will be able to attract high technology, bio-technology and manufacturing jobs to Brookhaven. Simultaneously, as we foster economic growth into the next millennium, we will guarantee the preservation of the unique character and historic nature of our neighborhoods.

For the business community, it will enable them to move forward with plans for growth and expansion. This comprehensive plan will serve as a blueprint for businesses to invest in this Town, and strengthen our economy.

This plan, the plan created by the people of Brookhaven for the people and future of Brookhaven, will create the stability in our communities that our civics and chambers of commerce have been asking for, and have been asking to have a voice in. This plan is a result of their input.

Through this People's Plan, my administration and my colleagues on the Town Council have been able to take the suggestions, contributions and ideas of our residents and make them a reality, with the assistance of Dr. Lee Koppelman, and the insight of members of our own planning division.



Felix J. Grucci, Jr.  
Brookhaven Town Supervisor

## **PREFACE**

This document is the culmination of an intensive three year planning effort initiated by former Supervisor John LaMura and the Brookhaven Town Board, and brought to fruition by Supervisor Felix Grucci with the continued interest and support of the Board.

Basic input involved the preparation of hamlet studies undertaken with the broad support of the local community citizens who provided dedicated volunteer time and effort to ensure that the Town's Comprehensive Land Use Plan would reflect their concerns.

Parallel to the citizen input, special planning initiatives were undertaken by the Consultant in cooperation with the Town's planning staff. The first was an investigation to address the need to protect the South Setauket Woods. A significant result of that project was the Town Board's rezoning of industrial land to five acre residential use. Another milestone was the Town's achievement of an agreement which resulted in the dedication to the Town of more than two hundred fifty acres of environmentally-sensitive land.

An additional effort undertaken by the Town was the preparation of Brookhaven's segment of the Central Pine Barrens Comprehensive Land Use Plan. Since the majority of the land to be preserved in the Core Preservation Area is in Brookhaven, it was obvious at the outset that the Town's positive participation was crucial. Throughout the often arduous development of the Pine Barrens effort, the interest and support of the Town Board was unflagging. Thus, the Town's 1996 Draft Comprehensive Land Use Plan depicts the core area as preserved lands.

This document addresses land use planning issues and presents a land use plan that should serve as a guide to the future. It is a conservative approach, indicating a limit to growth in order to maximize environmental protection and community quality of life enhancement while providing for balanced economic growth and opportunity.

The Plan and its implementation will undergo an environmental review in accordance with the requirements of the New York State Environmental Quality Review Act (SEQRA) to enable the recommendations contained herein to be achieved.

It has often been observed that success has many 'parents'; failure is an orphan. This planning experience deserves the claim of many parents. In addition to the volunteer citizens and the members of the Town Board and the Supervisor, credit must also be acknowledged to the professional personnel of the Town's Departments of Planning, Environment and Development including the Commissioner, the Division of Planning and the Division of Environmental Protection; the Department of Engineering including the Division of Traffic Safety; the Office of the Supervisor, Division of Economic Development; the Department of Law; the Department of Highways and the Town Board's Neighborhood Aides. All the personnel from these agencies who contributed to this Plan gave unstintingly of their time and overtime to contribute to this effort and provided a substantial amount of technical research and written material.

May 1996

Lee E. Koppelman

## **THE PLAN, A COMMENTARY**

This document provides a solid basis for the future land use decisions facing the Town and its communities. The plan doesn't have the proposed major centers shown in the 1975 Master Plan. It does not have the massive rezonings of the 1987 Land Use Plan. It does, however, look at the existing conditions, the present zonings, the existing codes, the communities' characters and provides solid solutions and goals for the future. This plan provides greater in-depth investigation and recommendations with regard to land use issues than any other similar document to date.

People live and work in Brookhaven. We have definite communities with characters that have evolved through the years from past and present land use decisions, regulations, and development trends. To maintain and improve our communities we must show a stewardship to our natural and cultural resources that at the same time enhances the economic vitality of the Town. Today we have the need to address our existing communities and future land use in a rational, realistic manner.

Land use, and hence the need to plan for it, is a constantly changing thing. Social attitudes change, environmental concerns shift, economic conditions are altered, and so on. Some of these occur through slow, imperceptible movement while others may occur overnight. But one thing for certain, they will change and the Town and its planning process must continue to change with it. Planning is dynamic and must be to maintain the vitality of the Town and its communities.

Supervisor Felix J. Grucci, Jr. set as one of the goals of his administration to have a new Land Use Plan within the first 100 days in office. To accomplish this he set up the 1996 Comprehensive Land Use Commission, chaired by Councilman Joseph Macchia. This commission, with the support, assistance and input from the Town Board, provided the guidance in crafting the plan. In undertaking this task we took advantage of two things at our disposal. The first were a series of nine "Hamlet Studies" that were completed by the communities with Dr. Koppelman's assistance. The second was a professional staff who are involved with the land use issues on a day to day basis.

This is the first time that the citizens of the Town have taken such an active part in charting the Town's future. The hamlet studies were started approximately three years ago. The series includes nine studies that cover 23 individual hamlets in the town. Hundreds of citizens worked develop this series of plans for their individual communities. In addition several thousand citizens provided direct input through questionnaires. These hamlet studies have been incorporated into the 1996 Comprehensive Land Use Plan and are considered an important part of the overall integrity to the Plan.

The professional staff of the Department of Planning, Environment & Development, as well as the other listed departments, were faced not only with the drafting of the plan but also the carrying out their regular duties. This is the first time in the history of the Town that the staff has taken an active, professional role in the development of a land use plan. The Board and the staff themselves can be justly proud. They deserve a great deal of credit for the scope and contents of this document.

The plan is the result of an exhaustive amount of work by all involved. I want to thank all who have contributed to this plan including the citizens who work on their hamlet studies, the Supervisor, the Town Board, and all the staff (whether they contributed directly or picked up the extra work load of others!). Everyone can look on the plan, as I do, with a great deal of professional and personal pride.

Thomas W. Cramer, ASLA  
Commissioner  
May 1996

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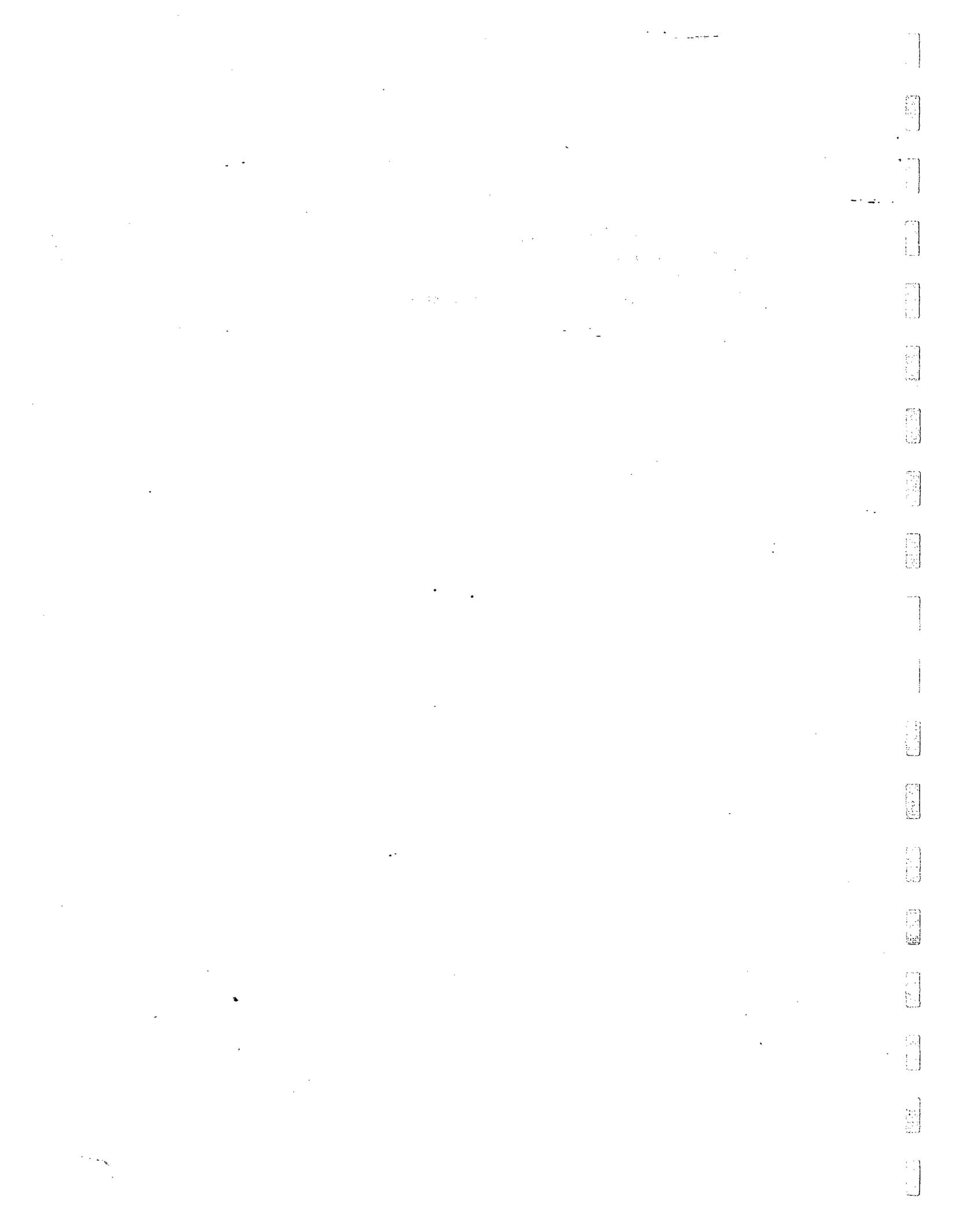
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# **I. INTRODUCTION**

## **1. THE PLANNING PROCESS**

The community planning process is similar whether the area is as contained as the local neighborhood or community, as broadly as an urban region or as complex as the Town of Brookhaven. The differentiation is only in scale and detail. In essence, planning is a decision-making process that is future-oriented in order to assist policy-makers—primarily Brookhaven's elected officials—in making more rational choices at the present. Therefore, it is essential that planning be as rational and comprehensive as time, talent, and resources will allow.

Generally speaking, four phases of analysis constitute the process. Initially, the primary task is the inventory stage. All pertinent information, that in the aggregate describes the area under study, is useful. This would include existing land uses; existing zoning and related codes; demographic data depicting the fullest range of population, housing, social and economic data; historical and cultural facts; previous land use plans such as Brookhaven's 1975 and 1987 plans; community services and facilities; circulation or transportation infrastructure; and environmental resources. It is at this phase that the goals, aspirations and/or objectives to be achieved are set forth, at least in general terms, if great specificity is not possible.

The inventory phase serves several purposes. In the first instance; the planning team; in the case of Brookhaven a multidisciplinary group comprised of hamlet study citizen volunteers, the Town Supervisor, the members of the Town Board, the professional planning personnel of the Town and outside consultants; gains an in-depth understanding of the fabric and dynamics of the area - Brookhaven Town. Secondly, existing problems, deficiencies and needs—as well as community strengths and assets—become more defined and apparent. Third, the inventory data serves as the base for analyses and projections over the time frame of the plan.

The second phase of the process is the analysis of the inventory data and development of projections. Estimates can be projected of future land uses based on saturation development according to zoning. Demographic projections will yield insight into the needs for future public

services, e.g., parks, schools, etc. Road improvements and other transportation services can be calculated.

Planning can now proceed to the third phase of developing a range of alternate modes for achieving the plan goals and objectives. In small communities this may be quite limited but in Brookhaven there is a broad range which reflects the diversity and complexity of the Town. In some studies the number of viable alternate pathways may be significant. All alternatives have to be back-referenced to the original goals in order to ensure consistency and compatibility with the stated objectives. If discrepancies appear, either the alternate pathways or the goals have to be amended, and a proposed plan may need to be modified. It is not a mandate that only one means of achieving a stated goal or objective be utilized. Several alternate pathways may all achieve good community development. The only necessary ingredient is that the consequences of each alternate pathway are definitely and clearly identified so that the decision-makers will know in advance what long-term effects their policies will produce.

Implementation programs are the final phase of the process. After all, the finest plans are just so much paper if they are not carried out. A number of aspects may have to be considered which include a review of existing statutes, laws and programs to determine if they are adequate to implement the plan or must be amended. If amendments to these are required, a determination must be made as to what new legislation must be enacted; what new or restructured administrative mechanisms are required; what objective-specific, goal-specific or site-specific programs are required and what level of government must institute these changes. In short, an implementation program must be developed as an adjunct to the community development plan.

This Town Comprehensive Land Use Plan is a broad, general blueprint upon which future land use decision will be based. The Comprehensive Land Use Plan identifies important elements of the natural and cultural resource base. In numerous areas the Comprehensive Land Use Plan suggests potential future zoning code changes, changes in permitted land uses within a specific zoning district or suggests potential broad future zoning changes. The Town considers it inappropriate to go beyond these broad suggestions at this time and develop more specific proposals, as almost all such specific suggestions would need further analysis as well an opportunity for public input prior to implementation.

This approach is also in accordance with the New York State Environmental Quality Review Act (SEQRA). By its nature the Comprehensive Land Use Plan will be, as a result, intimately entwined with environmental preservation, change and the environmental review process. In a preliminary SEQR review of this Plan, the Town of Brookhaven has not identified any significant adverse environmental impacts for this action. Nevertheless, the Town of Brookhaven has chosen to use the format of a Generic Environmental Impact Statement (GEIS) in its subsequent SEQRA review of and public comment on this Plan. Precedent for utilizing a GEIS in such a manner, as a forum for public discussion, has already been established by the New York State Department of Conservation (DEC) in its use of a GEIS for recent changes to the New York State Environmental Quality Review Act (SEQR) regulations. As stated in the SEQRA regulations (Part 617, Section 617.10) GEISs may be used "to assess the environmental impacts of: an entire program or plan having wide application...including new or significant changes to existing land use plans..." regardless of whether or not the action is expected to possibly result in adverse environmental impacts.

The SEQRA regulations also indicate that GEISs "may be broader, and more general than site or project specific EISs..." and they "may identify the important elements of the natural resources base as well as the existing and projected cultural features, patterns and character". In addition, "They may present and analyze in general terms a few hypothetical scenarios that could and are likely to occur".

The SEQRA regulations also state that "GEISs and their findings should set forth specific conditions or criteria under which future actions will be undertaken or approved, including requirements for any subsequent SEQR compliance". Therefore, SEQRA review of future implementation programs will be conducted pursuant to the GEIS procedures for future actions as follows:

*SEQRA Regulations Section 617.10 (d)*

1. *No further SEQRA compliance is required if a subsequent proposed action will be carried out in conformance with the conditions and thresholds established for such actions in the GEIS or its findings statement;*
2. *An amended findings statement must be prepared if the subsequent proposed action was adequately addressed in the GEIS but was not addressed or was not adequately addressed in the findings statement for the GEIS;*
3. *A negative declaration must be prepared if a subsequent proposed action was not addressed or was not adequately addressed in the GEIS and the subsequent action will not result in any significant environmental impacts;*
4. *A supplemental to the final GEIS must be prepared if the subsequent proposed action was not addressed or was not adequately addressed in the GEIS and the subsequent action may have one or more significant adverse environmental impacts.*

## **2. PAST PLANS**

Since the mid sixties, three general land use plans have been prepared for the Town. The General Land Use Plan prepared by Edwin S. Voorhis and Sons, Inc. in 1966 had a design year of 1985. Residential land use designations were limited to a general residential designation and agricultural-residential. The agricultural lands recognized large contiguous tracts of vacant land. Commercial was presented as a series of concentrations that recognized existing centers and proposed some additions. It did not recognize strip commercial as a continuous pattern along major arteries. It proposed one concentration of commercial along Route 347 as well as the area now containing the Smithaven Mall. Industrial development was placed along railroads and at exits along the LIE. For the most part, industry, as proposed, is represented on the current zoning map of the Town. Open space recommendations were minimal.

The 1975 Master Plan prepared by Raymond, Parish and Pine, Inc. was presented in greater detail. It proposed four residential densities, (rural, low, medium and multi), three categories of commercial, retained an agriculture designation and introduced three new concepts: specific areas were designated for new centers, multi-use planned unit developments and open space residential development; emerging strip commercial development was recognized, thereby significantly expanding commercial land use designations; industrial recommendations remained

about the same with the exception of changes in the vicinity of Brookhaven Airport and additional lands in Manorville; fewer lands were designated as agriculture.; and the plan substantially expanded proposed open space particularly green belts.

The 1987 Draft Land Use Plan prepared by Raymond, Parish, Pine and Weiner (RPPW) Inc., Planning Consultants did not designate new centers or multi-use developments. The residential component of the plan called for a net reduction in overall residential density throughout the Town. Residential use reflected more medium density areas than the 1975 plan which was likely a recognition of the existing densities that had occurred during the rapid development period of the late seventies. Former planned use areas were now shown more definitively as multi family and/or commercial uses. Medium to high residential densities were added in Manorville (replacing the center designation) and Eastport. Proposed industrial development was expanded in Yaphank and the proposals around the airport were changed to medium density residential and open space. In general, open space proposals were expanded and the plan map included smaller institutional holdings. Along Route 347, substantial commercial uses were not added, but residential densities were decreased.

### **3. OBJECTIVES OF PREVIOUS PLANS**

A review of the established objectives of the previous plans reveals substantial compliance, particularly since 1987. Environmental preservation continues to be a major objective and success to date is reflected in the significant amount of open space within the Town. Many of the proposed acquisitions contained in the previous plans have been implemented. (These objectives will be furthered by the recently approved Central Pine Barrens Comprehensive Land Use Plan.) The retention of open space and its protection of groundwater, greenbelts and parks have been achieved.

The Town has moved to create a variety of housing types with particular concern for its aging population. While affordable housing will probably always be in short supply, the Town has taken steps to insure that the issue is addressed as subdivision occurs. The Town Department of Housing, Community Development and Intergovernmental Affairs has provided incentives to

developers and assisted in the creation of a pool of affordable housing. The Town has fast-tracked qualified affordable housing projects and has worked with non-profit affordable housing partnerships and agencies to increase the pool of affordable housing. In addition, the Town has utilized its rezoning powers to provide higher-density, affordable sites for both young and old alike.

Some of the failures to date can be attributed to historic mistakes, particularly strip development. Heavily trafficked highways with zoning patterns of the thirties (narrow zoning on small lots) have resulted in undesirable patterns that add to congestion and accidents. While strip commercial was the result of old zoning practices, the proliferation of shopping centers on larger parcels was the result of rezoning activity that was not necessarily in conformity with the plans or in accordance with sound planning principles. As the Town developed residentially, shopping centers followed, establishing patterns that led to more commercialization. The large quantity of available industrial zoned land has resulted in a scattering of industrial uses throughout the Town. The land use proposals adjacent to Brookhaven Calabro Airport have varied in each of the plans. Despite the industrial designation, the surrounding land remains substantially vacant.

Several of the objectives of the planning process have not been accomplished. Unfortunately they may always be objectives rather than accomplishments. The 1975 Plan proposed "the structuring of development patterns to enable the eventual establishment of public transportation systems". Yet other objectives, notably retention of open space and groundwater protection through large lot zoning, result in densities that make public transportation inefficient and costly. Traffic congestion is a function of dispersed land uses, particularly when people do not work close to their jobs, there are no centers or "downtowns", there is increased automobile ownership and there is additional population, both within the Town and surrounding area. Highway improvements generally is the responsibility of the County and State where competition for funds is intense. In addition, there continues to be isolated, incompatible zoning scattered throughout the Town. Some of this is developed, others are not.

Probably the most difficult objective not attained is the creation of a "sense of place-attractive and identifiable downtown's or hamlets." This is the curse of suburban development. A "sense of place" is a qualitative term which refers to the distinct characteristics of a community

which render the community unique; make it easily discernible from adjacent communities (e.g. it has a well-defined beginning and ending point); provide positive, traditional visual and cultural resources such as tree-lined streets and downtown business area which people in general find attractive and grant its residents a feeling of identity, belonging, satisfaction, community pride and comfort. A sense of place requires people and interaction. It is psychological as well physical. Historically, people moved to the suburbs to leave the city. Their goal was to acquire a lot, of varied size, but with space. The objective was fewer people in more space which the Regional Plan Association calls "spread city". To be successful, a Central Business District must be pedestrian oriented, it must be alive for more than the nine to five work day and it must provide a wide range of activity including jobs, shopping, housing and recreation. It seems that only the old downtowns, Port Jefferson, Patchogue, Bellport, Lake Ronkonkoma and to a lesser degree the Moriches and Eastport have these qualities. Suburbanites have been reluctant to accept the concentration of activity necessary to create this "sense of place". Even the existing hamlets have not expanded or intensified to any degree. The 1975 Plan proposed two new centers; one, the RCA property on Route 25A which was acquired by New York State, the second in Manorville of which half is presently in the Core Preservation Area of the Central Pine Barrens. In Manorville, the 1987 Plan proposed a small commercial area surrounded by medium to high density residential. However, the medium to high densities proposed would not support a "downtown". Areas such as Coram are a conglomeration of shopping centers, strip commercial and moderate density multi-family scattered along Route 25 for a distance of two miles and therefore does not evoke a "sense of place".

#### **4. CHANGES SINCE 1987**

While the 1987 Plan placed heavy emphasis on environmental concerns, the recently adopted Central Pine Barrens Comprehensive Land Use Plan places these issues at the top of the list. Significant acquisitions and policy direction followed the 1987 plan. Land development has slowed, partially as a result of a local and national recession, however development applications in the last year and a half have been on the increase. However, the recession has resulted in fewer homes and decreased population growth. Between 1987 and 1993, eight community shopping centers, fourteen neighborhood centers and 33 strip centers were constructed. LILCO's 1995

**Population Survey** reported that an additional 5,033 households were formed between 1990 and January 1, 1995. Major rezonings adopted by the Brookhaven Town Board occurred throughout the Town thereby limiting the number of new dwelling units that can be constructed on vacant land. East of County Road 97 (Nicolls Road) non-sewered residential lands were upzoned to A-1 Residential to be consistent with the amendments to the Suffolk County Sanitary Code. Other residential rezonings included large lot zoning categories for lands along stream corridors, lands in the Central Pine Barrens and the Special Groundwater Protection Areas (SGPAs). Large tracts of lands owned by the Federal, State and County governments were rezoned to an A-10 category. Commercial and industrial rezonings were also conducted throughout the Town deleting commercial and adding and deleting industrial zoning. In fact in June of 1991, the Town was recognized by the NY Metropolitan Chapter of the American Planning Association with a Meritorious Service Achievement Award for plan implementation.

The Town-wide rezonings resulted in an approximate total of 154,408 acres of land that were rezoned by the Town Board between 1987-1995. These consisted of the following:

- Commercial to Residential - approximately 1,205 acres.
- Commercial to D-1 - approximately 324 acres.
- Commercial to a restricted use Commercial - approximately 104 acres.
- Industrial to Residential - approximately 1,413 acres.
- Residential to Industrial - approximately 1,640 acres.
- Residential to A-1 Residential - approximately 105,079 acres.
- Residential to A-2 Residential - approximately 12,400 acres.
- Residential to A-5 Residential - approximately 11,317 acres.
- Residential to A-10 Residential - approximately 20,926 acres.

The D-1 Residence zone, the Town's precursor to the Planned Development District (PDD), has been used at critical areas along major highways to provide a non-traditional alternative to single-use. Ronkonkoma continues to expand as a transportation hub. However, it has not redeveloped as a rail destination, but continues as an origin for rail trips westerly. Although the subject of current study, no additional ferry location has been established. Bus

transportation has reasonable coverage, but poor headways (the frequency of service), and rail use has decreased somewhat at locations other than Ronkonkoma. A major planning and development initiative undertaken by the Town, in cooperation with Dowling College, has brought a National Transportation Center to Brookhaven Calabro Airport. Many of the highway improvements outlined in the Plan have been accomplished but others are either still in the planning stages or have not progressed.

Environmental concerns including groundwater protection, the need for economic growth and opportunity, maintaining and improving the quality of life as well as other issues make this 1996 review of current and long range development of the Town necessary. The removal of potential development areas through acquisition and regulation alters the land use demands by reducing the ultimate population of the Town. This reduces the amount of schools, parks, commercial sites, and even jobs for its citizens. The previous plan anticipated growth. This plan will recognize the limits to growth and its ramifications.

## 5. PLAN FORMAT

The organization of this report generally follows the pattern discussed in the initial segment on the planning process. A summary discussion of the content and objectives of the individual Hamlet studies, which cover two dozen of the identifiable communities throughout the Town of Brookhaven, are provided first. Many of the recommendations contained therein are reflected throughout this plan in various topical areas. This discussion is followed by the establishment of general goals, based in large part on the various Hamlet plans. This is followed by the segment on Demographics. Succeeding elements specifically deal with environmental, cultural resource and transportation issues. All of these elements are reflected in the land use and zoning section at the end which provides an inventory and analysis of existing land uses and zoning patterns and then proposes recommendations for change in the overall future land use pattern of the Town.



## **II. HAMLET STUDIES**

Prior to the preparation of this Town-wide Comprehensive Land Use Plan, eight Hamlet Plans were developed covering culmination of eighteen hamlets. In addition, a special study was prepared for the South Setauket Woods area. Each of these plans, prepared with strong citizen participation, provided in-depth local emphasis and reflected insights that can only be realized by people who live in, are concerned with and are committed to their neighborhoods. More than 235 individual citizen volunteers served directly on working committees which developed each hamlet's plan. In addition, hundreds of other local residents presented their views and provided public comment either through questionnaires or at public meetings.

In essence, these Hamlet Plans serve as the basic building block for the Town-wide Plan and are hereby incorporated by reference into the Town Comprehensive Land Use Plan. Instead of following common planning practice wherein Town plans are prepared solely at the government level, Brookhaven's Town Board supported the concept of involving the maximum amount of citizen participation in the actual drafting and development of the Town's Comprehensive Land Use Plan. This meant that the volunteer participants had to be given total freedom to observe and recommend, without restriction or censorship.

This does not mean that every request or recommendation has to be automatically accepted by the Town Board or the professional planners in the Town government, as not all proposals are feasible. Yet, it must be stressed that the citizens' input was strongly and sincerely welcomed. The Supervisor and members of the Town Board reviewed every report with the planning staff.

It is particularly noteworthy that an overwhelming number of the Hamlet Plan recommendations are incorporated in this Town of Brookhaven Comprehensive Land Use Plan. The preponderance of these recommendations concerned transportation and traffic safety issues. The following table, Table 1, provides a status review of these specific traffic recommendations conducted by the Town Planning, Traffic Safety and Highway Department staff members and the Consultant. Of the 184 separate recommendations, all but sixteen are supported. Three items are listed as "disagree" when in reality, the Town has already carried out the request. Two are not feasible because the recommendation to either narrow or tree-line collector roads, as opposed to

local streets, constitutes a traffic safety hazard. Eleven items are considered as being unfeasible for legal or highway design standard reasons. However, even in the limited instances of disagreement, if the jurisdiction is either New York State DOT, or Suffolk County DPW, the recommendation has been forwarded to the responsible agency with a request for their review and comments.

Land use recommendations, including rezoning recommendations; additions or changes to the existing ordinances of the Town; historic preservation concerns and environmental and park recommendations are found in later sections of the plan, interspersed with additional items generated by the professional staff of the Town and the Consultant.

The hamlet-by-hamlet listing below summarizes the recommendations emanating from the Hamlet Plans that are included in the Town's Comprehensive Land Use Plan. Other Hamlet concerns such as increased enforcement of codes cannot be examined in a land use plan but will be considered by the Town in other forums. Some issues raised in some of the Hamlet Plans are not under the Town's direct jurisdiction, such as school taxes, but the Town will support attempts to address these issues indirectly where possible.

## **BROOKHAVEN/SOUTH HAVEN HAMLET STUDY**

### **Commercial:**

1. Limited or no commercial development along Montauk Highway from Bellport to Shirley.
2. Prohibit new commercial centers between Bellport and Shirley, keep existing residential zoning in this area.
3. Remove commercial zoning from Wertheim Wildlife Refuge property on southeast corner of Yaphank Avenue and Montauk Highway.

### **Residential:**

1. Future residential development within the Hamlet should preserve the pastoral, semi-rural character of the community, and its water resources. Including minimizing road pavement width, waiver of curb and sidewalks, street trees, etc...

2. Avoid development of wide roadways without curbing or streetlights. The hamlet study prefers country lanes.
3. Prohibit new street lighting to maintain rural character.

**Zoning:**

1. This hamlet plan recommends that the prevailing single family residential zoning of the hamlet be rezoned to a lower density single family residential zoning category.
2. Rezoning of all property considered within the Wertheim Preserve to A-10.
3. Rezoning of the property known as Southaven Properties to a lower density residential category.
4. Rezoning of marinas to the proposed "Marine Commercial" or "waterfront" zoning district.

**Environmental/Open Space/Parks:**

1. Development of a management plan for the 18 acre Fire Place Nature Preserve, including a trail system connecting the preserve to the Post Morrow Foundation lands.
2. Preservation of the Beaver Dam Creek stream corridor in the northern (headwaters) portion through the exchange of ownership or TDR.
3. Preservation of Southaven Properties.
4. Support for the transfer of the former Robinson Duck Farm from the NYS Wild Scenic Recreational Rivers Act area to the U.S. Fish and Wildlife Service to be part of the Wertheim Wildlife Refuge.
5. Preservation/open space of lands between Sunrise Highway and Montauk Highway from Varney's Restaurant to Old Town Road.

6. This hamlet plan made numerous recommendations for amendments and/or additions to the Town of Brookhaven's Local Waterfront Revitalization Program.
7. Continuation of existing agriculture uses.
8. Preserve the 9.5 acre parcel through which Beaverdam Creek flows, with rezoning or other means.
9. Preserve the 8.4 acre parcel owned by NYSDOT.
10. Initiate stormwater runoff controls including upgrading existing drainage facilities. Eliminate direct runoff from Old Stump Road, Beaver Dam Road and Prairie Lane.
11. Preserve 15 acre Ljungquist family property (adjacent to Lohmann Farm).
12. Implement recommendations of the 1990 Long Island Regional Planning Board study entitled "*Evaluation of Land Use Impacts on Environmental Quality in Urban and Semi-Rural Streams Tributary to Great South Bay*".

**Landfill:**

1. Don't Bag it program; Home Composting; Pay-by-Weight program; Commercial Source Separation Program; Encourage more recycling. All of these proposed programs are further described in the hamlet plan.

**LONGWOOD MINI-MASTER PLAN**

**Commercial.**

1. This hamlet plan contains numerous recommendation with regard to the creation of "Activity Centers" Including placement of high intensity land uses within and low intensity land uses outside of the centers. Centers to establish formation of each hamlets hub including, Coram, Middle Island, Ridge, Yaphank (outside of the Historic District) & East Yaphank.
2. Establish boundaries of community centers or central business districts.

- Eliminate commercial zoning between such areas.
3. Encourage recycling of existing commercial and industrial properties.
  4. Establish receiving zones within community centers.

**Industrial:**

1. Sand mining should be completely phased out on Miller Place-Yaphank Road.
2. Industrial development in Coram and Ridge should be curtailed by rezoning.
3. Industrial uses within the SGPA where groundwater will be threatened should be discouraged.
4. Other parcels south of the LIE, close to the SD boundary should be designated as future sites for industrial development.
5. PDD is recommended for Barcom Properties.

**Residential:**

1. New housing should be diverse as far as housing types, prices, etc. Residential density should relate to the site proximity to "activity centers." Higher density for sites closer to or within "activity centers." Five acre residential for those site further away from "activity centers." Clustering is encouraged.
2. Encourage development of people-friendly streets and downtown's.

**Environmental/ Open Space/Parks:**

1. This hamlet plan recommends the establishment of Town parks at the following locations: the Coram Wetlands (airport) site; Mooney Pond Road, south of Route 25; within the vicinity of the Kogel Lumber site; passive recreational uses at the Middle Island Nature Preserve and; and along the Artist Lake frontage of Route 25, after the realignment.

2. Upgrading of the Town Shooting Range, i.e. buffering, noise mitigation, in order to accommodate other recreational uses within the Park.
3. Creation of corridors of open space running from Wertheim NWR to Rocky Point DEC Property, following the existing Southaven County Park, Town Parkland north of main street to Longwood Road, Warbler Woods, Cathedral Pines & Twin Ponds. Clustering of future development and the preservation of additional areas are necessary to complete the greenway.
4. The property north of Route 25 just west of Birchwood should be developed with low density residential and clustered providing for a wide corridor of open space along the westerly and northerly boundaries.
5. The preservation of the land located adjacent to Cathedral Pines County Park is recommended to further the proposed greenway.
6. The northern portion of North Shore Properties Parcel 10 should be dedicated and preserved.
7. The North Shore Properties Parcels 1, 2 & 3 should be clustered allowing a corridor of open space along the western edge of the properties.
8. The 1985 Open Space Study recommends a Ridge greenbelt connecting the Carman's River Corridor with the Brookhaven State Park by the acquisition or clustering of development of parcels west of William Floyd Parkway and North of Longwood Road and the establishment of an easement across the BNL property.
9. Encourage preservation and ecologically-sound management of agricultural resources.
10. Maintain existing water quality in SGPA area including proper reclamation of sand mines, preservation of woodlands, preservation of wetlands, acquisitions of most sensitive open spaces, utilizing clustering to maximize preservation of natural areas, enhance protection of existing and proposed SCWA well sites and restrict polluting industries from areas upgradient of wells.
11. Planting street trees and preserving existing trees.
12. Acquire Camp Olympia on Gerard Road.

### **Historic/Cultural:**

1. The Yaphank Historic District; An effort should be made to restore the remaining buildings that require restoration in order to create a mix of residential, commercial and public uses that resemble a community center of the mid-19th century. Vacant lands should be developed with low intensity uses.
2. Advance preservation of remaining historic resources using historic districts, historic landmarks, and maintenance and integration of such resources into future community plans.
3. Enhance Tallmadge Trail.
4. Protection and enhancement of historic resources in Longwood Area.

### **Agriculture.**

1. Encourage the preservation of agricultural resources by way of the purchase of development rights through the Suffolk County Farmland Preservation Program. Areas include: Agriculture land adjacent to C.R. 21; Lands lying off Coram-Swezey Town Road including the historic homes on these sites; Baier Lustgarten's nursery south of Route 25; Suffolk County Farm should be preserved.

This hamlet plan also contains numerous short and long term problems and priorities for each individual hamlet. Please refer to the hamlet plan for further details.

## **HAMLET STUDY OF MANORVILLE**

### **Commercial:**

1. Establish commercial uses along C.R. 111 between Chapman Blvd. & the LIE overpass.

**Industrial:**

1. Maintain existing industrial zoning (L-1) on the west side of Weeks Ave. for future industrial growth.

**Residential:**

1. The Town should reject any future proposal for senior citizen or affordable housing as this community has a lack of adequate shopping and public transportation which make these uses inappropriate for this community.
2. The hamlet plan recommends that no further multiple family housing project be approved until all of the Manor Run project is completed and occupied.

**Zoning:**

1. This hamlet plan recommends that the prevailing single family residential zoning of the hamlet be rezoned to a lower density single family residential zoning category. Particularly the undeveloped lands along the unpaved Jerusalem Hollow Road between Florence Drive and Wading River Road. Between N. Cozine Road, south to Sunrise & north along the unpaved Silas Carter Road.

**Environmental/Open Space/Parks:**

1. Establishment of a Town park (location yet to be determined) including Ball fields, soccer fields, toddler play area, community meeting room, etc...
2. Recommendations for the southern tip of the Peconic River County Park bordering North Street to have an entrance station with parking and bikepaths.
3. The Town should avoid small green areas as a result of the cluster concept. Larger areas to be considered.

**Agriculture:**

1. Preservation of the 300+ acre farmland between the north side of South Street and the south side of the LIE, from the west side of Ryerson Ave. to the east side of Weeks Ave should be considered. Also, the farmland bordering the north side of Sunrise Highway between Eastport Manor Road and Jamacia Ave.

This hamlet plan also recommended that they have their own library.

## **MASTICS TRI-HAMLET COMPREHENSIVE PLAN**

**Commercial:**

1. Encourage coordinated development of commercial parcels including increased landscaped front yards, residential buffering, screen fencing & common or interconnecting parking areas.
2. Future requests for commercial zoning outside of these areas already committed to commercial development should be discouraged. Expansion of existing commercial uses should be encouraged.
3. Commercial recreational uses should be encouraged.
4. Commercial development (strip stores) should not be constructed where the majority of the store fronts do not face the major roadway.
5. Fencing should not be used to separate commercial sites. Pedestrian activity should be encouraged. Landscaping should be used to separate commercial sites.
6. New commercial development should utilized more innovative architectural designs.
7. Large tracts of vacant commercial (Neighborhood Road & WFP) whether in single or multiple ownership should be encouraged to utilized the PDD ordinance for a more coordinated development.
8. Any proposed commercial development along the residentially zoned portions of WFP should be discouraged to seek rezoning of the lands but should be encouraged to seek use variances from the BZA.
9. Abandoned model home sites of WFP should be demolished or possibly

converted to residential dwelling units, customary home occupations or office uses with a use permit.

10. Discourage development of strip retail. Encourage development of commercial with national single user retailers, etc.
11. Rezone waterfront J-2 to Marine Commercial.

**Industrial:**

1. The PDD ordinance should be required for any development proposals of the industrial lands between the LIE south to Sunrise Highway.
2. Industrial uses should be limited to those of a high-tech/office/R&D nature.
3. Coordinated development of the J-2 and L-1 properties at Mastic Road and Mastic Beach Road is recommended. This site was also considered for PRC development.

**Residential:**

1. The hamlet plan recommends limiting the placement of the Town's Section 8 housing program to a certain saturation level.
2. A certain saturation level is also recommended to be established for accessory apartments.
3. This hamlet plan made several recommendations for Code amendments with regard to small lot development including single and separate and Board of Zoning Appeals cases.
4. Architectural review is recommended to be made part of the review process residential building permit applications.
5. Multiply family residential zoning and development should be discouraged, except PRC.
6. Recommended development of Bayview Hospital for a PRC-3 type use.

7. Stronger enforcement of Town Code with regard to illegal accessory apartments.
8. Cluster of acquisition of the Forge River Landing site.
9. Discourage illegal two-family housing.
10. Preserve residential and rural character of William Floyd Parkway including utilizing existing model home sites for uses which retain the residential character of the structure.
11. Discourage and develop means of preventing non-conforming land divisions.
12. Establish vegetation clearing limits on small single and separate parcels.
13. There are also additional recommendations with regard to residential development within the hamlet plan.

**Zoning:**

1. This hamlet plan recommends that the Town should consider reclassifying the industrially zoned lands on the north side of Sunrise Highway, south of Grove Street to a PDD classification.
2. The hamlet plan also recommended a series of commercial/industrial zoning recommendations, please refer to the hamlet plan for further details.
3. Rezoning of marinas to the proposed "Marine Commercial" or "waterfront" zoning district.

**Environmental/Open Space/Parks:**

1. Activation of the land swap program for those land owners whose properties contain wetlands. This program should NOT be mandatory, but voluntary. Other similar programs would be supported.
2. Establishment of a Town Park at the following locations: Neighborhood Road and Mastic Road or along the wetlands at Neighborhood Road and Clearview Drive; Expansion and addition of the existing Town Ball fields at the Brookhaven-Calabro Airport; A new park at the end of Oceanview Drive; The existing dock and fishing pier should be repaired on Cranberry Drive, this park should also be expanded by acquisition of

the adjoining parcel; Establishment of a park at the end of Jefferson Drive.

3. Refurbishing of Shirley Beach is recommended.
4. Youth participation at the Mastic Beach Recreation Center is recommended.
5. Creation of a Town Sports Complex which would involve the relocation of the Town Highway Yard next to William Floyd High School, including basket ball, baseball, handball, tennis, track, skating rink/deck hockey and an indoor facility.
6. Activation of the Shirley Marina project, including fishing pier, boat ramp, charter and party boats, parking, baseball fields & soccer fields, trail, nature walks, boardwalk, ranger station and picnic area and with other related uses such as bait and tackle, restaurant, etc.
7. Continuation of the Smiths Point Youth Project is recommended.
8. Ferry service from Home Creek to Great Gun Beach is recommended.
9. Dredging spoils should be used for increased fortification of the barrier beach.
10. Provide additional open space and local recreation parks.

## **MEDFORD MINI-MASTER PLAN**

### **Commercial:**

1. Create a "sense of place" in Medford through a designed center in the vicinity of the railroad station.
2. Create strong economic activity to provide job and adequate tax base.
3. Concentrate activity wherever possible to encourage public transportation usage.
4. Support appropriate roadway improvements to adequately serve adjacent land use. Insure that improved roadways are aesthetically attractive.

**Residential:**

1. Provide affordable housing for all segments of the populations, particularly senior citizens.

**Zoning:**

1. This hamlet plan recommends a rezoning on the Town Board's own motion of the L-1 Zoned Properties along both sides of Peconic Avenue, from 112 to the easterly boundary of Gershow, to L-2 Industrial as most if not all of these existing uses are of a heavy industrial nature.
2. Rezoning on the Town Board's own motion of the vacant or residentially developed J-2 Business parcels on the north side of Horseblock Road between North Ocean Avenue and Old Medford Avenue to a B-1 Residential category.
3. Rezoning on the Town Board's own motion of the J-2 Business parcel at the north-east corner of Horseblock Road and Old Medford Avenue to a B-1 Residential category.
4. Establishment of Heavy Commercial (HC) zoning category and the rezoning of lands along the west side of 112 between Granny and Horseblock to HC. Also the establishment of Agricultural (AG) zoning category.
5. Develop appropriate zoning regulations to insure proper development.
6. It is noted and acknowledged that the recommendation of the Hamlet Study are qualified by the fact that the Town Board of the Town of Brookhaven has rezoned lands owned by Victorian Homes of Medford located on the south side of the South Service Road of the Long Island Expressway, west of the Brookhaven Multiplex theater, from A-1 Residence to MF-1 (multifamily).

**Environmental/Open Space/Parks:**

1. Develop innovative land development techniques to insure maintenance of open space including clustering and transfer of development rights.

2. Provide receiving sites for the transfer of development rights for the "core areas".
3. Provide open space and recreational facilities, connected with greenbelts to provide bike and walkways.
4. More open space in the area west of Route 112.

This hamlet plan also contains numerous recommendations for specific land uses for certain locations.

## **MOUNT SINAI HAMLET STUDY**

### **Commercial:**

1. Future commercial is recommended to be limited to office uses (J-4 Bus.).
2. Future commercial along the north side of Route 25A, from Mt. Sinai-Coram Road west to Crystal Brook Hollow Road should not exceed, in depth, beyond the LILCO right-of-way.
3. Future commercial development along the south side of 25A should not exceed, in depth, the commercial zoning of the adjacent commercial properties.
4. Existing and new parking lots within the Mt. Sinai Business corridor should allow interconnecting of commercial sites for vehicles and pedestrians.
5. Reduce strip shopping center zoning.

### **Residential:**

1. Future residential development is recommended to be clustered, maintaining current residential zoning densities, and allowing for the dedication of open space.
2. Future residential development should attempt to maintain an acceptable demographic spread within the community by limiting the number of bedrooms permitted per dwelling or investigate alternative and new

creative ways to maintain said demographics.

**Environmental/Open Space/Parks:**

1. The proposed CR 111, east of Crystal Brook Hollow Road is recommended to be dedicated as a "Green Belt."
2. Town, State and part of the Marine Sanctuary properties should continue to use the preserves as natural habitats. Including Cedar Beach, Pipe Stave Hollow Road, Shore Road and Crystal Brook Hollow Road.
3. Establish natural habitat road run-off basins along Pipe Stave Hollow Road and Old Post Road.
4. Development of lands around the harbor should be carefully controlled to safeguard the character of the environment. Slopes should not be developed, houses should be clustered. Particularity mentioned is the Chandler Property & St. Francis and Poor Clare.
5. Restore and maintain a low profile use area for the Marine Sanctuary area by Crystal Brook Hollow Pond.
6. Develop and run an educational program utilizing the Marine Sanctuary Facility in connection with the Mt. Sinai and Miller Place School Districts.
7. NYSDOT should dedicate parcel at Crystal Brook Hollow Road and 25A to Tri-Harbor Ambulance District (State action).
8. Recommendations for Mt. Sinai Harbor:
  - a. Mitigate stormwater runoff into Harbor using "environmentally-friendly" means such as artificially created wetlands.
  - b. Consider designation as No-Discharge Zone.
  - c. Provide additional pump-out facilities
  - d. Conduct habitat restoration including that of tidal and freshwater wetlands.
  - e. Continue designation as a Marine Sanctuary.
  - f. Post additional signage at Cedar Beach, Satterly Landing and other areas regarding prohibitions on clamming on Sundays, 5-

mile speed limit, parking on boat ramps and appropriate enforcement and environmental numbers.

- g. Better enforcement of existing environmental laws.
  - h. Consider controls on personal watercraft and water-skiing.
  - i. Consider recommendations of NYSDOS and NYSDEC regarding Significant Coastal Fish and Wildlife designation.
  - j. Develop overall environmental management plan for the Harbor.
9. Dedication of "Laurel Hill" parcel (34 acre) south of Mt. Sinai-Coram Road & east of C.R. 83 for park/municipal purposes. To be known as Mount Sinai Central Park.
  10. Creation of the new Mt. Sinai Central Park should include facilities an active recreational park for children, teenagers and adults. Said facilities should include a community center building, farm stand.
  11. A roller blade, jogging trail, bike path should be established within the confines of the Villages at Mount Sinai project.
  12. A nine hole executive golf course, with club house, is recommended to be located on a minimum 35 acre site.
  13. Encourage beautification of commercial uses along Route 25A, perhaps through a BID.
  14. Improve Town Cedar Beach Facility to coordinate and deliver recreational services in an enhanced pleasant public park.

Welcome signs are also recommended.

## **MILLER PLACE HAMLET STUDY**

### **Commercial:**

1. Echo Avenue should not become a main shopping route. The site at the N/W/c of Echo Ave. and Sylvan Ave. should not be developed for general commercial purposes. The original J-4 Business zoning and land use, with appropriate architecture, is preferable.
2. The farm stand at the S/E/c of Echo Ave. and Miller Place Road should be rezoned from it's current commercial zoning to a residential zoning district, with the continued operation of the farm stand as a preexisting

non-conforming use.

3. Discontinue the construction of commercial building with little or no architectural style, in order to preserve the character of Miller Place.
4. Existing vacant commercial zoning districts are recommended to be developed or rezoned for office use.
5. Wherever possible, connecting of parking lots should be encouraged.
6. Extensive renovation & remodeling of the A&P Shopping Center is recommended, including additional plantings.
7. Town should implement a signage ordinance that prohibits both portable signs and any sign above 10 ft. in height.
8. Limited or no new commercial is recommended along North Country Road within the Historic District. Combination residential/commercial (ie. Bed and Breakfast) is acceptable.
9. Control commercial growth along North Country Road and consider Bed and Breakfasts.
10. Consider establishment of architectural standards for Route 25A development.
11. Prohibit portable signs.
12. Beautify existing commercial development along 25A.

**Industrial:**

1. Rezoning of the lands near the southern end of Miller Place (sand mining site) from L-1 Ind. to A-1 Res. is recommended. Future development of this site is recommended as a major Town or County Park including golf course, ball fields, etc.

**Residential:**

1. The 281 Cluster concept is recommended for future residential development in order to create and/or enhance existing natural areas, such as was accomplished at the Miller Place Pond. This concept is recommended for the area south of 25A and east of Miller Place Road.

2. The 12-15 acre site at the N/E/c of Route 25A and Sylvan Ave., which is currently utilized as a nursery, is recommended for PRC usage.
3. This hamlet plan recommends that the prevailing single family residential zoning south of Route 25A, be rezoned to a lower density single family residential zoning category. Future subdivisions, south of 25A, should be required to provide for needed playground and park areas.
4. The study recommends the rezoning of the vacant J-3 Bus. zoning on Route 25A, next to Ging's, to a high density residential zoning district in order to establish residential housing along 25A from Pipe Stave Hollow Road to 1000 ft. west of Miller Place Road.
5. Cluster open or natural areas should be controlled by occupants of said cluster to prevent dumping, loitering, etc.
6. Preservation of the Vassalarous property is recommended. However, in the event this site should be developed, low density residential is recommended utilizing a cluster concept and possible rezoning to a low density residential zoning district.
7. Establish a fire department substation on Miller Place-Yaphank Road (Fire District).

**Environmental/Parks/Open Space:**

1. Improve the quality of the existing parks.
2. Establish management plans for existing and future parks, including landscaping.
3. Community greenway is recommended utilizing cluster development, existing and future open space, drainage facilities and utility easements. For further details please refer to the hamlet plan.
4. Expansion of Sylvan Ave. Park.
5. Establish two or three new parks south of Route 25A by utilizing the cluster concept for future residential development and should include playgrounds, ball and/or soccer fields.
6. Coram Materials site is recommended to be utilized as active recreation.
7. The continued use of DeLea Sod Farm & Imperial Nurseries is

recommended in the interest of preserving farm lands.

8. Street tree planting, replacement and monitoring program. appropriate street tree plantings and replacements are recommended in order to maintain the community character.
9. Continues preservation of Camp Barstow - aka Cordwood Landing Preserve. Possible removal of the small building is recommended in order to deter vandalism. One of the buildings could be used for educational center. Overnight camping should be prohibited.
10. Consider creation of island by NCR school containing low-lying quaint signs and plantings which would not obstruct sight distance or motorist visibility.
11. Improve quality of existing parks and prepare design and management plans for them.
12. Develop community-wide greenway and park system, including interconnections to Miller Place Pond, Cordwood Landing Park and area beaches.
13. Develop and initiate street tree planting, replacement and monitoring program.
14. Development of the Farms on Miller Place-Yaphank Road should be required to set aside lands for a firehouse substation.

**Historic/Cultural:**

1. Consider establishment of a North Country Road Historic Drive, adopting strict guidelines and standards regarding alteration or addition of curb cuts, walkway speed limits, signalization and signage.

## **THE MORICHES FOUR-HAMLET COMPREHENSIVE PLAN**

### **Commercial:**

1. The Montauk Highway Corridor is in need of more businesses (not in the form of strip malls), including cultural themes (theater, galleries, etc.).
2. Parking spaces and handicap parking areas in the CBD should be clearly designated.
3. This hamlet plan make specific recommendations with regards to the creation of Central Business District. Included in this discussion is actual boundaries, certain requirements and criteria, and aesthetic provisions. The hamlet plan further recommends that non-commercial zoning should occur between the districts so as to avoid commercial sprawl.
4. The hamlet plan further recommends that the town adopt incentives for the encouragement of the use of the existing residential buildings for conversion to retail and commercial purposes.
5. Limit new shopping centers until existing units are filled.
6. The hamlet plan recommends that the two existing airports are desirable additions to the community. However, the proposal to change the zoning of one of the airports to J-2 Business is not warranted. The site is recommended to operate as an airport with a Special Use Permit (Use Variance) issued by the Board of Zoning Appeals.
7. The Frowein Road Corridor is recommended to be developed with office/light industrial/manufacturing uses.
8. Code enforcement of the sign ordinance is recommended. Additionally, the hamlet plan contain numerous and specific proposals for an amendment to the Town's Sign Ordinance.
9. Establish an Architectural Review Panel.
10. Establish a Bed and Breakfast Ordinance. A detailed proposal is included in the hamlet plan.
11. The establishment of a Transportation Hub is recommended at Railroad Avenue and Frowein Road in Center Moriches.

12. Rezoning of marinas to the proposed "Marine Commercial" or "waterfront" zoning district.
13. Improve visual character of Montauk Highway corridor.
14. Eliminate mobile signs, billboards and other visually-detractive signs.

**Industrial:**

1. No decrease in the presently zoned L-1 Industrial properties. Encourage more L-1 zoning on Frowin Road.

**Residential:**

1. Subdivision and Land divisions should not be approved that yield residential lots less than the required zoning district permits.
2. Further multi-family or increased density proposals are considered undesirable.
3. The Lindenmere Estate parcel should be developed as a hotel or PRC type housing.
4. This hamlet plan recommends that the prevailing single family residential zoning should be rezoned to a lower density single family residential zoning category along the undeveloped portions of stream corridors.
5. Every effort should be made to avoid any intensification of development along any of the stream corridors.

**Environmental/Parks/Open Space:**

1. Improve the quality of the existing parks.
2. Havens Estate County Park should be preserved in it's natural state with passive recreational uses.
3. Better maintenance of Public areas, ie., sidewalks, greens, trees, etc... In the CBD there is a need for garbage cans, with an outside appearance that is pleasing.

4. The establishment of the Senix Ferry on Canal Street is recommended.
5. Create hiking/horseback riding trails.
6. Create greenbelt connection from Moriches Bay to the Central Pine Barrens forest.
7. Restore degraded wetlands where possible.
8. Dredging of marinas and waterways where possible and necessary.
9. Improve waterfront and waterway access.
10. Provide more parking at existing boat ramps.
11. Develop marine access and passive recreational facility at the Town's former underwater land adjacent to the Moriches Coast Guard Station. Rehabilitation should include restoration of wetlands and nature preserve.
12. Conduct a comprehensive study of all publicly owned waterfront property to assess the potential for recreation and marine access.
13. No public land should be relinquished or developed until its value for public access is evaluated and prioritized.
14. Study access and improvement of services at the publicly owned ocean beaches, Great Gun and Fire Island. Consider shuttle or ferry service.
15. Conduct a study to create or improve transportation such as bicycle paths or shuttles to waterfront access points.
16. Public marine access should be considered during development review of all privately held waterfront parcels. Where applicable, public access should be made part of the development plan.
17. Public waterfront access should be promoted through dredging to improve boating and to enhance or create beaches. Provide additional parking at existing boat ramps.

**Historic/Cultural:**

1. Establish Town Historic Districts in Moriches, Center Moriches, Kaler's Pond, East Moriches and Eastport, including "Ketcham Inn and Terrell

River Historic District," "Atlantic Avenue and Main Street," "Terry Homestead-Benjamin Town Historic District at Woodland, Watchogue and Evergreen" and "Parker Robinson House and Main Street Historical District."

2. Create east-west historic trail.

**Agricultural:**

1. In order to preserve agricultural lands the Town should enact tax abatements on an annual basis to properties used in agri-business for parcels less than 10 acres, similar to the ordinance presently in the Town of Southampton. In addition, consideration should be given to developing a conservation easement program which allows perpetual tax relief in exchange for development rights.

The following table provides a review and summary of the various highway recommendations that were contained in the hamlet studies. Note: Items marked with an asterisk (\*) identify need for further evaluation by the NYSDOT, SCDPW, and/or Town.

**TABLE 1  
HAMLET HIGHWAY RECOMMENDATION STATUS**

**BROOKHAVEN & SOUTHAVEN**

ITEM	DIS- AGREE	AGREE	REMARKS
	X	X	TOWN - Local roads TOWN - Collector Roads
3-1		X	NYSDOT

ITEM		DIS- AGREE	AGREE	REMARKS
1-1 3-5 4-2	CR 8		X	SCDPW, Town supports efforts to further evaluate improvements or alternate routes along CR 21 Corridor between LIE and Rt 25 (Yaphank-Middle Island)
1-3 4-1	Moriches Middle-Island Rd @ CR 46 intersection improvements		X	SCDPW, TOWN
1-4 1-5 1-6/6-3 1-7/6-4 1-8 1-9	Rt 25 Right Turn Lane at Bartlett Rd Center Median @ c/o Rt 25/Bartlett Rd Rt 25 @ Smith Rd Traffic Signal RT 25 @ Wading River Hollow Rd Traffic Signal Rt 25 @ Church Lane Traffic Signal Rt 25 @ Bartlett Rd Traffic Signal		X X X X X X	NYSDOT NYSDOT NYSDOT NYSDOT NYSDOT NYSDOT
2-1 2-2	Pedestrian Safety Sidewalks/separated from parking lots along Rt 25		X	NYSDOT, TOWN
2-3 4-1	New Parking Lots @ rear of Buildings.		X	TOWN: PED, Traffic
2-4	Sidewalks along Rt 25 and Mt. Sinai - Coram Rd		X	NYSDOT, TOWN
2-6 4-3 5-6	Widen Rt 25 to 4 lane hwy		X	NYSDOT, Traffic Safety Division supports 5 lane design alternative between CR 83 and CR 21 contrary to opposition from the community
2-7	Canal Road Widening		X	TOWN: Hwy, Traffic, Design Work Underway
2-8	Rt 112 @ Rt 25 Grade Separation		X	NYSDOT
2-9	Improved Suffolk Transit Bus Service		X	SCDPW
2-10	Sidewalks/Curbs along Mill Rd bet Sills Rd and CR 21		X	TOWN: Hwy, Traffic
2-11	Mill Rd Media Improvements bet Sills Rd and CR 21		X	TOWN: Hwy, Traffic
3-1	c/o Mill Rd @ Sills Rd intersection alignment		X	TOWN: Hwy, Traffic
3-3	Address conflict of S.C. Nature Preserve and CR 8 ROW at s/end of Garden Lane		X	SCDPW, Town supports further evaluation of CR 8 alternatives <i>Differing positions within Longwood Alliance Hamlet Study regarding conflict of SC Nature Preserve and CR 8; therefore, Longwood Alliance could not achieve a consensus.</i>
3-7	Mill Rd alignment Improvements bet Granny Rd and Sills Rd		X	TOWN: Hwy, Traffic
3-8	New Eastbound Ramp (Exit 67) @ LIE		X	NYSDOT
3-9	LIE So. Ser. Rd bet Exit 66-67		X	NYSDOT
3-10	Restroom Facilities @ LIE Rest Areas Exit 65-66		X	NYSDOT
3-11	Relocate Yaphank RR Station to the west	X		Town supports concept to relocate station to the east as part of future transportation center CR 46 LIE (NSP Parcel #13)
3-12	No ingress/egress to CR 21 for NSP Parcel #10		X	Town supports alternate access schemes for access to Main Street (CR 21)

**TABLE 1 (cont'd)**  
**LONGWOOD ALLIANCE (cont'd)**

ITEM		DIS- AGREE	AGREE	REMARKS
3-13	R&D Plaza industrial Park		X	TOWN: PED
3-14	Sidewalk development along Moriches-Middle Island Rd		X	TOWN: PED, Hwy, Traffic, Law, Community Development
3-15	Develop NSP Parcel #13 as Transportation Hub		X	Town supports transportation hub at this location
3-16	Development of Calabro Airport - October, 1990 Summary		X	TOWN
4-4	Sidewalks along CR 21 and Rte 25		X	NYS DOT, SCDPW, TOWN
4-12 5-7	Street trees	X		Trees and other street appurtenances (i.e. utility poles) within 10 feet of the travelway create roadside hazard which should be avoided
4-13	Realign Rt 25 to north opposite Artist Lake		X	NYS DOT
6-1	Whiskey Road re-alignment bet CR 21 - CR 46		X	TOWN: Hwy, Traffic
6-2	Bike lane/Whiskey Road		X	TOWN: PED, Hwy, Traffic where feasible
8-1	Bike Lane/Route 25		X	NYS DOT
8-2/4-7	Bike Lane/Tallmadge Trail		X	TOWN: PED, Hwy, Traffic where feasible
8-3/4-8	Bike Lane/CR 21		X	SCDPW
8-4/4-9	Bike Lane/CR 8 ROW		X	TOWN: PED, Hwy, Traffic where feasible
8-5/4-10	Bike Lane/Longwood Rd		X	TOWN: PED, Hwy, Traffic where feasible
8-6/5-3	Bike Lane/Smith Rd		X	TOWN: PED, Hwy, Traffic where feasible
8-7/5-4	Bike Lane/Wading River Hollow Rd		X	TOWN: PED, Hwy, Traffic where feasible
8-8/5-5	Bike Lane/Randall Rd		X	TOWN: PED, Hwy, Traffic where feasible
8-9	Bike Lane/Granny Rd		X	TOWN: PED, Hwy, Traffic where feasible
8-10	Bike Lane/Moriches- Middle Island Road		X	TOWN: PED, Hwy, Traffic where feasible
8-11	Bike Lane/Mill Rd & Sills Rd		X	TOWN: PED, Hwy, Traffic where feasible

**TABLE 1 (cont'd)**  
**MANORVILLE**

ITEM		DIS- AGREE	AGREE	REMARKS
1-1	Widen & center lane divider Hot Water St from Chapman Blvd to Halsey Manor Rd		X	TOWN: Highway, Signage
1-2	Pave Jerusalem Hollow Rd from Chapman Blvd to Florence (final top coat)		X	TOWN: PED, Traffic, Highway
1-3	LIE Exit Ramp & ent. ramp Exit 70 W/B - lengthen exit lane also		X	NYS DOT & SCDPW - Consideration of additional Service Rd bet W/O Ryerson & CR 111 - relocate W/S ramp
1-4	CR 111 @ Bauer Av intersection study		X	SCDPW
1-5	Pioneer Dr - new road		X	TOWN: PED, Highway
1-6	Prohibit lefts at CR 111 & Bauer Av (once Pioneer Dr opened)		X	SCDPW; TOWN: Traffic, Signage
1-7	Connector Rd for Manor Vistas & Sagamore Farms		X	TOWN: PED, Traffic, Highway
1-8	South St reduce "crown" on curb E/O South St School		X	TOWN: Highway
1-9	Straighten, Yaphank Middle Island Rd bet Cranford Blvd & Weeks Av		X	TOWN: Traffic, PED, Highway
1-10	Install stop sign at Manor Run Blvd approach to Ryerson Av		X	TOWN: Traffic
1-11	Connect Manor Run Blvd to Bauer Av		X	TOWN: PED, Traffic, Highway

**THE MASTICS**

ITEM		DIS- AGREE	AGREE	REMARKS
25-1	Commercial properties should have interconnected or common parking area and access, and eliminate curb cuts close to each other especially along Montauk Highway		X	SC DPW; TOWN: Traffic, PED
26-1	Bay Hollow should be a Planned Development District, with all necessary traffic improvements		X	SC DPW; TOWN: Traffic, PED School District
26-2	Commercial districts lack curbing and sidewalks		X	SC DPW, TOWN: Traffic, PED, Highway Law
29-1	Pecker Street should be extended to connect Mastic Road to Mastic Beach Road		X	TOWN: Traffic, PED, Highway
29-2	Sunrise Highway L-1 Industrial site and other nearby industrial parcels should not utilize existing residential roads		X	TOWN: Traffic, PED, Highway
29-3	Breslin property, between LIE and Moriches-Middle Island Avenue, should not utilize existing residential roads		X	TOWN: Traffic, PED
29-4	Site between Moriches-Middle Island Avenue and Grove Street, should not utilize existing residential roads		X	TOWN: Traffic, PED
65-1	Provide the 20% funding, over and above Federal grant money, for traffic light control devices	X		TOWN: Town Board, Traffic; Fire Districts, if this suggestion refers to intersection emergency pre-emption equipment; no Federal grant money was made available. The cost of the program has already begun will be shared by the TOWN, Fire Districts & Ambulance Companies

**TABLE 1 (cont'd)**  
**THE MASTICS (cont'd)**

ITEM		DIS- AGREE	AGREE	REMARKS
65-2	Montauk Highway - designate the middle lane as an emergency lane	X		SC DPW; Not feasible
65-3	William Floyd Parkway, south of Beacon Road - create emergency turn-arounds	X		SC DPW; Not feasible
65-4	Widen various streets to provide emergency vehicle better access		X	TOWN: Traffic, PED, Highway; Emergency Services (need to identify specific roads they are referring to)
65-5	Create a rear entrance to Brookhaven Memorial Hospital from County Road 101		X	SC DPW; TOWN: Traffic, PED; Brookhaven Hospital The TOWN requested the Hospital to do this in 1993, and the Hospital should be constructing it - as the main emergency entrance in 1996.
65-6	Provide prior notification of any road closing, whether temporary or permanent		X	NYSDOT; SC DPW; TOWN: Traffic, PED, Highway; LIRR
65-7	Post signs advising public to yield to emergency vehicles	X		NYSDOT; SC DPW; TOWN - Traffic Not feasible or appropriate
67-1	Construct Sunrise Highway south service		X	NYSDOT; SCDPW; TOWN - Traffic, PED, Highway
67-2	Entrance from Sunrise Highway to Caldor's		X	NYSDOT; SC DPW; TOWN - Traffic, PED, Highway
67-3	Construct an east-west connector road between Mastic Road and William Floyd Parkway, at Lincoln Avenue		X	SCDPW; TOWN: Traffic, PED, Highway; School District, consideration should be given to connecting at Washington Avenue, not Lincoln Avenue.
67-4	Construct a north-south connector road, between William Floyd Parkway and Barnes Road, providing access over the LIRR	X		Would have a severe negative impact on a large part of the community, and would not improve overall traffic safety or flow enough to outweigh impact.
67-5	Connector roads should be brought up to 50 foot width throughout the Tri-Hamlet area		X	TOWN: Traffic, PED, Highway
67-6	Mastic Road at Knapp Road - add turning lanes		X	TOWN: Traffic, Highway
67-7	Mastic Road at Wavecrest Drive - add turning lane		X	TOWN: Traffic, Highway
67-8	Unpaved roads north of Montauk Highway should be paved		X	TOWN: Highway
67-9	Road to Saint George Manor should be paved		X	TOWN: Highway, PED
67-10	Larger street name signs should be more prominent on all major roads		X	TOWN: Traffic, Signage
67-11	Install business directory on south side of William Floyd Parkway near Havenswood Road	X		Not appropriate or feasible
67-12	Neighborhood Road business district - install "No Parking" signs near corners		X	TOWN: Traffic, Signage
67-13	Mastic Beach business district - pedestrian crossings should be marked		X	TOWN: Traffic, Signage
67-14	Mastic Beach Post Office - install off-street parking		X	Post Office; TOWN: Town Board; Traffic, Highway

**TABLE 1 (cont'd)**  
**THE MASTICS (cont'd)**

ITEM		DIS- AGREE	AGREE	REMARKS
67-15	Mastic Beach business district - install off-street parking		X	TOWN: Town Board, Traffic, PED, Highway; Merchants
67-16	Neighborhood Road, between William Floyd Parkway and William Floyd Estate - establish designated bicycle lanes		X	TOWN: Traffic, Signage, PED Bike lanes cannot be established where roadway is not sufficiently wide; a Bike Route can be considered instead
67-17	Patchogue Avenue, to Northern Boulevard		X	See 67-17. Also, community needs to more clearly identify the two ends of this route.
68-1	William Floyd Parkway, between Montauk Highway and Neighborhood Road - install additional sidewalk		X	SCDPW; TOWN: Traffic, PED, Highway Law
68-2	Havenswood Road, between William Floyd Parkway and Neighborhood Road - construct sidewalks.		X	SCDPW; TOWN: Traffic, Planning, Highway Law
68-3	Additional bus service along Mastic Road and Mastic Beach Road		X	SCDPW (Transportation)
68-4	Erect bus shelters at main stops		X	SCDPW (Transportation) TOWN: Traffic, Community Development, Merchants Consult TOWN's "Bus Shelter Study" for selected locations.

**MEDFORD**

ITEM		DIS- AGREE	AGREE	REMARKS
1-1	Future improvements by NYS to Rte. 112 W/S bet Horseblock Rd & Granny Rd should include landscaping		X	NYS DOT; TOWN: PED
2-1	NYS to consider purchasing vac. parcel N/O LIE to expand exit park and ride facilities & new access to LIE Service Rd		X	NYS DOT - some improvements in process by the State

**MILLER PLACE**

ITEM		DIS- AGREE	AGREE	REMARKS
1-1	North Country Rd/Historic Dr - curb cuts		X	TOWN: Traffic, PED, Highway
1-2	North Country Rd/Historic Dr - walkways		X	TOWN: Traffic, PED, Highway, Law
1-3	North Country Rd/Historic Dr - speed limits		X	COUNTY: Police; TOWN: Traffic, Signage
1-4	North Country Rd/Historic Dr - signalization		X	TOWN: Traffic
1-5	North Country Rd/Historic Dr - "Historic Area" signs		X	TOWN: Traffic, Signage, PED
1-6	North Country Rd, bet Pipe Stave Hollow Rd and Echo Av - enforcement of 30 MPH speed limit		X	COUNTY: Police; TOWN: Traffic, Signage
1-7	North Country Rd, bet Pipe Stave Hollow Rd and Rolling Rd - No Commercial Traffic Zone		X	COUNTY: Police; TOWN: Traffic

**TABLE 1 (cont'd)**  
**MILLER PLACE**

ITEM		DIS- AGREE	AGREE	REMARKS
1-8	North Country Rd - prohibit additional curb cuts		X	See 1-1
1-9	North Country Rd - provide on-street parking (e.g. at Pond and Library)		X	TOWN: Traffic, PED, Highway
1-10	North Country Rd, intersection of Lower Rocky Point Rd - island with signs and plantings		X	TOWN: Traffic, PED, Highway
2-1	Echo Av, entire length - establish 30MPH speed limit	X		Already exists
2-2	Echo Av - sidewalks		X	TOWN: Traffic, PED, Highway, Law
2-3	Echo Av - synchronize signals		X	TOWN: Traffic
2-4	NYS 25A - Town should encourage State to follow through on State's road reconstruction objectives		X	NYS DOT; TOWN: Supervisor, Signage
2-5	Miller Place Rd, bet Echo Av and North Country Rd, and vet NYS 25A and Mount Sinai-Coram Rd - no through commercial traffic		X	COUNTY: Police; TOWN: Traffic, Signage
3-1	Pipe Stave Hollow Rd - strict enforcement of 30 MPH speed limit in summer		X	COUNTY: Police; TOWN: Traffic, Signage
3-2	Landing Rd - strict enforcement of 30 MPH speed limit in summer		X	COUNTY: Police; TOWN: Traffic, Signage
3-3	Sylvan Av, entire length - no commercial traffic		X	COUNTY: Police; TOWN: Traffic, Signage
3-4	Sylvan Av - strict enforcement of 30 MPH speed limit		X	COUNTY: Police; TOWN: Traffic, Signage
3-5	Harrison Av, entire length - no commercial traffic		X	COUNTY: Police; TOWN: Traffic, Signage
3-6	Oakland Av, entire length - no commercial traffic		X	COUNTY: Police; TOWN: Traffic, Signage
3-7	Parkside Av, entire length - no commercial traffic		X	COUNTY: Police; TOWN: Traffic, Signage
3-8	Radio Av, entire length - no commercial traffic		X	COUNTY: Police; TOWN: Traffic, Signage
3-9	Harrison Av - strict enforcement of 30 MPH speed limit		X	COUNTY: Police; TOWN: Traffic, Signage
3-10	Oakland Av - strict enforcement of 30 MPH speed limit		X	COUNTY: Police; TOWN: Traffic, Signage
3-11	Parkside Av - strict enforcement of 30 MPH speed limit		X	COUNTY: Police; TOWN: Traffic, Signage
3-12	Radio Av - strict enforcement of 30 MPH speed limit		X	COUNTY: Police; TOWN: Traffic, Signage
3-13	All North - South roads of concern - lighting in commercial areas		X	TOWN: Traffic, Street Lighting, PED
3-14	All North - South roads of concern - curb and sidewalks in commercial areas		X	TOWN: Traffic, PED, Highway, Law
3-15	All North - South roads of concern - lighting in residential areas		X	TOWN: Traffic, Street Lighting, PED
3-16	All North - South roads of concern - enforcement of speed limits		X	See 3-1, et. al.
3-17	All North - South roads of concern - prohibit commercial traffic on residential streets		X	See 2-5, et. al.
3-18	All North - South roads of concern - installation and maintenance of curbs		X	TOWN: Traffic, PED, Highway, Law

**TABLE 1 (cont'd)**  
**MILLER PLACE (cont'd)**

ITEM		DIS- AGREE	AGREE	REMARKS
3-19	All North - South roads of concern - adequate shoulder lines to allow safe parking		X	TOWN: Traffic, PED, Highway
3-20	Attract and design bus routes - Town should coordinate with Civic to petition County		X	SCDPW (Transportation); TOWN: Supervisor, Traffic
4-1	Radio Av, entire length - no stop signs present	X		Three recently installed
4-2	Radio Av - lack of enforcement		X	COUNTY: Police; TOWN: Traffic, Signage
4-3	Several traffic/speed related deaths	X		Incorrect
4-4	Hunter Av - completion south to Jonah Rd is an absolute necessity		X	TOWN: Traffic, PED
4-5	Hunter Av - should be continued north to Route 25A	X		Not feasible due to terrain impediments
4-6	Radio Av - placement of stops	X		See 4-1
4-7	Stepping up traffic law enforcement		X	See 4-2
5-1	Miller Place-Yaphank Rd - relatively no lighting		X	TOWN: Traffic, Street Lighting, PED
5-2	Miller Place-Yaphank Rd - improve as soon as possible		X	TOWN: Traffic, PED, Highway
5-3	Community - wide, comprehensive trail system		X	COUNTY: Police; TOWN: Traffic, Street Lighting, PED, Parks, Highway; School District; LILCO
6-1	Trail system would connect to Miller Place School Campus and Miller Place Pond		X	COUNTY: Police; TOWN: Traffic, Street Lighting, PED, Parks, Highway; School District
6-2	Trails would be predominantly separated from traffic		X	COUNTY: Police; TOWN: Traffic, Street Lighting, PED, Parks, Highway; School District
6-3	Trails would utilize property presently in the public domain		X	See 5-3, et. al.
6-4	Trail grade crossings should be provided at 25A, either pedestrain bridges or underpasses	X		NYS DOT; Not feasible
7-1	New tree plantings on existing roads		X	TOWN: Traffic, PED, Highway
10-1	Connecting parking lots should be encouraged for NYS 25A commercial properties		X	NYS DOT; TOWN: Traffic, PED

TABLE 1 (cont'd)

MORICHES

ITEM		DIS- AGREE	AGREE	REMARKS
1-1	Clearly Designated H.C. Parking Spaces in CBD's		X	SCDPW; TOWN: PED
2-2	Establish Trans Hub @ Rail Road Ave & Froweine Rd		X	LIRR; SCDPW; TOWN: PED
2-3	Senix Ferry Resurrection Bet Downtown C.M. TOB Neville Park (Canal St)		X	SCDPW; TOWN: PED, Parks, Highway
2-4	CBD C.M. Needs More Parking Facilities		X	Chamber of Commerce; TOWN: PED
3-1	CR 80, Montauk Hwy Corridor Study Request Bet Moriches & Eastport incl. Curbs, Turn Lanes, Accel. Lanes, Decel. Lanes T.S., Revised Speed Zones, Flash T.S.'s		X	SCDPW
3-2	Sidewalks Requested Within Walking Areas of Schools (1-1/2 Miles)		X	SCDPW; TOWN: PED, Highway, Traffic, Law, Community Development
4-1	Bus Stop Location Requested - Pine Hills Complex		X	SCDPW (Transportation); TOWN - Concurs, if Feasible
4-2	Guide Signs to LIRR/ Bus Stops		X	SCDPW (Transportation); LIRR
4-3	Shelter Restoration at Train Station		X	LIRR
4-5	Bus Shelter at Bus Stop on Bank St. in C.M. (Exist Vandalized)		X	TOWN
5-1	Recommend Study of Public Lands for Accessibility to Waterfront Rec.		X	TOWN: Parks, PED
5-2	Improve Access. Evaluate Pub. Land for Waterfront Access Feasibility		X	TOWN: Parks, PED
5-3	Study to Improve/Create Public Ocean Beach Accessibility - Shuttle/Ferry Service		X	TOWN: Parks, PED
5-4	Study to Improve Trans. Such As Bike Paths, Shuttle to Waterfront Properties		X	TOWN: Parks, PED
6-1	Trans Hub - CR 80, Montauk Hwy @ CR 51 - Improve Trans/Bus Taxi		X	SCDPW; TOWN: PED
6-2	Create a Terminal for Manhattan - Hampton Express Coaches at CR 80 & CR 51 (CR 111 & LIE) - Not Appropriate, Not in Moriches or Manorville Hamlet Study		X	SCDPW; TOWN: PED

TABLE 1 (cont'd)

MOUNT SINAI

ITEM		DIS- AGREE	AGREE	REMARKS
2-1	Jogging trail/bicycle path @ Villages at Mount Sinai Project		X	TOWN: PED, Traffic
3-1	CR 111 Greenbelt E/O Crystal Brook Hollow Rd	X		TOWN: PED, *Portions of CR 111 Right of Way should be made available for improvements to Canal Rd Corridor
5-1 6-1	Bicycle lanes & routes		X	TOWN: PED, Traffic
5-2	Existing/New commercial parking lots interconnected		X	TOWN: PED, Traffic
13-2	Traffic Safety @ Westgate Dr/Rte. 25A		X	NYSDOT
13-3	Old Post Rd/Shore Rd (3 way stop)		X	TOWN: Traffic
13-4	Mount Sinai-Coram Rd/North Country Rd Traffic Signal improvements		X	TOWN: Traffic
13-5	Canal Rd improvements		X	TOWN: Highway, Traffic Design underway
13-6	Mount Sinai-Coram Rd improvements		X	TOWN: Highway, Traffic, Signage
13-7	Pipe Stave Hollow Rd improvements		X	TOWN: Highway, Traffic, Signage
13-8	North Country Rd improvements		X	TOWN: Highway, Traffic, Signage
13-9	Shore Rd improvements		X	TOWN: Highway, Traffic, Signage
13-10	Harbor Beach Rd improvements		X	TOWN: Highway, Traffic, Signage
13-11	Crystal Brook Hollow Rd improvements		X	TOWN: Highway, Traffic, Signage
13-12	Chestnut Av		X	TOWN: Highway, Traffic, Signage
14-1	Plymouth Av (striping only)		X	TOWN: Highway, Traffic, Signage
14-2	Vidoni Dr @ North Country Rd		X	TOWN: Highway, Traffic, Signage
14-3	Crystal Brook Hollow Rd @ North Country Rd		X	TOWN: Highway, Traffic, Signage
14-4	Little Harbor Rd @ North Country Rd		X	TOWN: Highway, Traffic, Signage
14-5	Plymouth Av @ Mount Sinai-Coram Rd		X	TOWN: Highway, Traffic, Signage
14-6	North Country Rd @ School Dr		X	TOWN: Highway, Traffic, Signage
14-7	North Country Rd @ West Shore Rd		X	TOWN: Highway, Traffic, Signage

### III. GOALS

Planning should be predicated on the determination of goals and/or objectives. Such statements help to shape the direction that subsequent planning analysis will take and serve as a measure, at all stages of the planning process, to insure that the end results are in harmony with the initial objectives.

At each stage of the planning process reference should be made to the initial goals. However, it is not essential that the goals be slavishly followed. If discrepancies do occur, it is sensible and acceptable to examine the goals or the direction that the planning process has taken. At such junctures either the goals or the direction of the plan could be redirected.

In the formulation of the Comprehensive Land Use Plan the initial goals established below were followed. These goals were developed collectively by the hamlet study committees, including the several hundred citizens who actively participated and the many who responded to the various questionnaires that were distributed throughout the hamlets; the Town Supervisor; the Town Board; the Town's professional staff and the Consultant. The goals are as follows:

- Create strong economic activity to provide jobs and an adequate tax base.
- Establish a spatial relationship between land use, population and transportation. Population asymptotes (the maximum projected population number for an area) should be correlated more strongly with land use and transportation in individual hamlets, regionally and Town wide.
- Develop appropriate zoning regulations to insure proper development.
- Bring zoning into compliance with the Comprehensive Land Use Plan including the elimination of excess commercial zoning and addressing existing and future commercial and industrial zoning problems and needs.
- Develop innovative land development techniques to insure maintenance of open space.
- Provide receiving sites for the transfer of developed rights for the "core areas".
- Provide open space and recreational facilities throughout the Town.
- Concentrate activity whenever possible to encourage public transportation usage.
- Support appropriate roadway improvements to adequately serve adjacent land use.

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## **IV. DEMOGRAPHICS**

### **1. Historic Growth**

The dramatic growth on Long Island began after 1950. One usually visualizes this growth occurring in Nassau County with the development of Levittown. While this is true in the raw number growth of over 600,000 people in a decade, the percentage growth in population was more dramatic in Suffolk County. Nassau's increase was almost 100%, but Suffolk's was 141%, nearly 400,000 people. At the same time, Brookhaven was growing at a faster rate, 147% absorbing 16.7% of the population growth of the County.

From 1960 to 1970 Brookhaven added more population than any other Long Island town. This was merely a beginning; by 1980, Brookhaven was Suffolk's most populous town and the second largest on Long Island and in New York State (after Hempstead).

During the decade between 1970 and 1980 most other towns were losing population or experiencing minimal growth. However, Brookhaven was still growing at nearly a fifty percent rate representing over three quarters of the County's growth. While the raw number declined in the next ten years, the Town's increase of 42,861 people represented the entire growth within the County while absorbing losses in other Towns. The County's population grew by 2.9% whereas Brookhaven growth of 11.7% represented 113.9% of the County's growth.

Table 2 contrasts population growth and percentage changes between 1950 and 1995 for Brookhaven and Suffolk County.

**Table 2**  
**POPULATION 1950-1990**

	Population 1950	Difference 1950-1960	% Change
Brookhaven	44,522	65,378	146.8
Suffolk	276,129	390,655	141.5
Percent of County Growth 1950 to 1960:			16.7
	1960	1960-1970	
Brookhaven	109,900	134,015	121.9
Suffolk	666,784	458,168	68.7
Percent of County Growth 1960 to 1970:			29.2
	1970	1970-1980	
Brookhaven	243,915	121,100	49.6
Suffolk	1,124,950	159,281	14.2
Percent of County Growth 1970 to 1980:			76.0
	1980	1980-1990	
Brookhaven	365,015	42,861	11.7
Suffolk	1,284,231	37,633	2.9
Percent of County Growth 1980 to 1990:			113.9
	1990	1/1/95 (LILCO)	
Brookhaven	407,871	10,300	2.5
Suffolk	1,321,864	12,604	1.0
Percent of County Growth 1990 to 1995:			82.0

*Sources: U.S. Bureau of the Census & Long Island Lighting Company*

## 2. PROJECTIONS

Earlier projections of population for the Town suggested a fully developed limit of between 700,000 - 750,000 persons (1975 Plan). The 1987 Plan discussed an ultimate population of 500,000 - 600,000 persons based on a household size of 3.5, but finally suggesting a

population of 500,000 - 550,000 persons. This would be achieved by adding about 53,000 dwelling units, (including 7,000 infill units).

These lower limits were the result of rezonings, land acquisitions, and Health Department regulations, mostly driven by a greater sense of the environment. Today, it is likely that the lower limit of 500,000 person will be the fully developed population of the Town, although it should be noted that the projected population of the Town may be affected by future land division approvals by the Board of Zoning Appeals and an increase in additional multi family developments. (Demographic projections are also related to the zoned capacity of vacant land in the Land Use and Zoning section.) In consideration of these trends, population asymptotes (the maximum projected population number for an area) should be correlated more strongly with land use and transportation in individual hamlets, regionally and Town-wide.

### **3. HOUSEHOLD SIZE**

Experience to the west indicates that although population stabilizes or decreases, household formation continues. Nassau's population declined by over 34,000 while households increased by over 8,000. Household size continues to decline. Brookhaven had 3.26 persons per household in 1980 and 3.07 in 1990; Suffolk declined from 3.25 to 3.04. Nassau is below them at 2.94 and the national household size is 2.63.

The type of dwelling unit plays a role in household size as well. In 1990, rental occupied units in Brookhaven had 2.61 persons while owner occupied units had 3.20. In 1990, rental units represented about 20% of the housing supply. Therefore, the housing mix has a significant impact on population. The housing mix also reflects the young and old population that will be discussed later in this section.

#### **4. DENSITY**

The density of population in Brookhaven is modest. Only four census tracts have population that exceeds 5,000 persons per gross square mile and none over 6,000 persons. Another 23 tracts have between 2,000 and 4,000 persons per gross square mile and 60 tracts have less than 2,000. If commercial, industrial, and public holdings were removed from the census tract acreage, actual densities would be higher. The density of population is important if mass transportation is introduced since a minimum of 4.5 dwelling units per acre (at least 7,000 persons) is required for minimum bus service, while 15 units per acre are required for "frequent" service. The Transportation section discusses of a number of areas which address these trends in population density and notes planned and future improvements which will help to deal with density or population increases.

#### **5. DWELLING UNITS**

The 1990 Census reported that on April 1 of that year there were 129,137 occupied dwelling units in Brookhaven Town. On January 1, 1995, the Long Island Lighting Company (LILCO) estimated 134,170 units, an increase of 5,053 units. LILCO estimated a further decline in household size to 3.02, but a population increase of 10,194.

As stated earlier, the 1987 plan estimated 53,000 additional dwelling units would be constructed to meet full development. Based on past building trends, recent zoning and land availability, including the Central Pine Barrens Comprehensive Land Use Plan, this will not occur. Since 1987, the Town has conducted major rezonings throughout the Town north to south from Rocky Point, Yaphank to Shirley and easterly. Minimally, these rezonings reduced the density permitted by half. Though in some areas single and separate ownership will permit development at the old zoning or on lots which predate zoning.

The decade 1980-90 resulted in 20,000 additional dwelling units, about 3,988 of which were multifamily, rental or owned. Since 1990, an additional 1,766 multi-family units have been added.

A review of building permits reveals cyclical activity. During the earlier part of the last decade less than 1,000 building permits were issued annually. These numbers gradually increased to a high of 3,886 in 1987 followed by annual declines to 1,730 in 1991, nearly replicating the 1970 number (1,880) and 1,110 in 1994 (1,063 for 11 months of 95). However the highs of the eighties did not approach the boom years 1971 through 1973 that totaled 7,053, 7,615, 6,776 permits respectively. (It should be noted, however, that building permits do not necessarily equal new construction, particularly in recession years, and may have been issued instead for additions and alterations to existing structures.)

LILCO estimates an increase of 5,033 households between April of 1990 and January 1995 while the Town reports issuing 8,198 building permits for the five calendar years. During the decade of the eighties 23,756 permits were issued compared to 44,185 during the seventies.

The most recent Long Island Regional Planning Board (LIRPB) population projection for the Town estimated the year 2000 population at 440,000 (a 22,000 increase from 1990). This is reflective of a continued decline in household size (to 3.0) but included 4,000 additional dwelling units to be constructed. These numbers are less than the most recent construction trend, and considerably lower than that envisioned by the construction industry.

All of these factors will probably reduce the housing potential to 30,000 additional units resulting in the previously mentioned 500,000 population. However, as the population changes there may be additional needs for senior citizen housing, affordable housing and a mix of housing types to meet population demands. These trends are explored in the Land Use and Zoning section.

## **6. CHARACTERISTICS OF THE HOUSING SUPPLY**

Brookhaven, like most suburban communities has predominantly a single family detached housing type, (79.5%). It is not unexpected when 72.2% of all housing units are owner occupied. The 5,598 two-family units and the 13,832 multi units, mostly rental in nature, are

expensive as well. Only slightly more than 5,000 of the rental units rented for less than \$500 per month (20.6%) in 1989. More units rent for between \$740 and \$749 per month than any other price range, (7,180 units). As noted earlier, as the population changes there may be a need to diversify the housing supply, especially for senior citizens and first-time home buyers.

The median value of occupied housing units in Brookhaven (\$147,200) is the lowest on Long Island. Table 3 shows that over 57,000 units are valued between \$100,000 and \$174,999 (63.3%). The increase in value over the past ten years has been significant. The value of housing increased by 272.7% during that period. Only Huntington and the City of Long Beach had greater increases.

**Table 3**  
**VALUE OF HOUSING**

	Number	Percent
Less than \$59,999	1,063	1.0
\$ 60,000 to \$99,999	7,997	8.8
\$100,000 to \$174,999	57,238	63.3
\$175,000 to \$249,999	17,681	19.6
\$250,000 to \$399,999	5,608	6.2
More than \$400,000	1,820	2.0
<b>Total Units</b>	91,407	
<b>Median Value</b>	\$147,200	

*Source: U. S. Bureau of the Census, 1990*

## 7. AGE CHARACTERISTICS

While households and total population are determinants for the direction of the Town, the age characteristics more clearly define the services that will have to be provided. Children place demands on the school system. The 18-22 year olds are college bound and may never return,

while the 23-34 year olds are looking for jobs and housing, the over 65 need different housing and medical needs and the 23-65 pay most of the costs of government.

Since the school costs represent in excess of 60% of the average property tax bill, the need to match children with schools is critical. Unfortunately, the multiple districts (19) often mean excess capacity in the older developed portions of the Town and a need for classroom space in the developing areas. Most other changes in age composition are not location dependent. Senior citizen housing, hospital, and recreational facilities can be located throughout the Town and reached by automobile if not by mass transportation.

Brookhaven is aging. The median age of the population in 1960 represented by senior citizens was 29.3 years. The more than doubling of the population by 1970 (new comers) reduced that median to 24.8 years. Since that time the Town has matured and the median age increased from 27.8 years in 1980 to 31.5 years in 1990. This compares to Suffolk County's median age in 1990 of 33.5 years.

Every group of cohorts (an assemblage of individuals which have a statistical factor in common such as age) except those under nineteen increased. The youngest population cohort 5-19 declined by 13%. (See Table 4.) The 0-4 age group decreased by a mere 1%. Brookhaven is the only Long Island town not to show an increase in the 0-4 group.

**Table 4**  
**AGE COHORTS**

Age Groups	1980	1990	% Change
0-4	31,114	30,888	- 1
5-19	107,122	93,410	-13
20-24	27,313	32,491	19
25-64	168,812	211,973	89
65 & over	30,654	39,109	
<b>Totals</b>	<b>365,015</b>	<b>407,871</b>	<b>11.7</b>

*Source: U. S. Bureau of the Census*

## **8. The Elderly**

At the other end of the spectrum, the 65 and over population increased by 28%, almost 8,500 persons. The U. S. Census reported 8,848 seniors live alone. This is almost twice the number found in Babylon or Islip. Clearly this large group presents a service delivery problem for the Town as they grow older. Brookhaven, mostly through private activity, has met the housing needs of seniors by providing for Planned Retirement Communities, (about 4,000 units) plus more than 1,200 subsidized units. However, as discussed further in the Land Use and Zoning section, there is a need, fully supported by the Town, to provide more senior housing of diverse types to meet future senior citizen needs.

All but the younger five year cohorts represent larger numbers. Absent out migration, additional senior services will be needed to meet the growing population. As a percent of total population, seniors increased from 8.4% in 1980 to 9.6% in 1990.

The primary work force cohorts (25-64) increased by 89% during the last decade representing 54% of the population compared to 46% in 1980.

## **9. RACE**

While Brookhaven remains a predominantly white community (93.0%) the minority population increased 38.0% during the past decade (see Table 5). The greatest increase occurred in the Asian population that more than doubled, (30% live in and around Stony Brook University). The Hispanic population grew by forty percent, while the Black population grew by 22%.

**Table 5**  
**POPULATION BY RACE, 1980 AND 1990**

	1980		1990		Change	Suffolk
	Number	%	Number	%	80-90 %	%
White	344,650	94.4	379,528	93.0	10.1	90.0
Hispanic*	16,052	4.4	22,415	5.5	39.6	6.6
Black	11,965	3.3	14,645	3.6	22.4	6.3
Native American	603	0.2	942	0.2	56.2	0.2
Asian	3,778	1.0	8,260	2.0	118.6	1.7
Other	4,019	1.1	4,540	1.1	13.0	1.7
Minority**	32,844	9.0	45,312	11.1	38.0	14.5

*Source: U. S. Bureau of the Census*

Notes: \* Hispanic belong to any racial group

\*\*Does not double count Hispanics in minority racial groups

Ignoring the Stony Brook University area, two census tracts 1587.04 (Gordon Heights area) and 1591.03, (North Bellport area) have the greatest concentration of minority population, 1,741 (79%) minority and 3,275 (69%) minority respectively. The remaining 89% minority population is found within each of the other census tracts.

## 10. LABOR FORCE

The civilian labor force, determined by the U. S. Census are all those people age sixteen and over who are working or looking for work.

A review of the five western towns' labor force and economic statistics records indicate a similarity between Brookhaven, Babylon and Islip and a difference between these Towns and Huntington and Smithtown. The similarities are compared on Table 6.

**Table 6**  
**OCCUPATIONAL CATEGORIES - 1990**

	Suffolk %	Brookhaven %	Babylon %	Islip %
<b>Managerial &amp; Prof. Specialty Occupations</b>				
Prof. & Managerial	13.4	12.2	11.4	12.3
Prof. & Specialty	15.5	16.2	10.7	12.3
<b>Technical Sales &amp; Admin. Support</b>				
Technical Related	3.6	4.2	3.2	3.6
Sales	12.9	12.2	11.7	11.8
Admin. Support	17.9	17.7	21.4	18.6
<b>Service Occupations</b>				
Private Household	0.3	0.2	0.3	0.3
Protective Services	2.9	3.0	3.4	3.2
Other Services	9.2	9.8	10.0	9.7
<b>Farming, Forestry &amp; Fishing</b>	1.3	1.1	0.8	1.0
<b>Precision Products, Craft &amp; Repair</b>	12.0	12.3	13.7	13.1
<b>Operators, Fabricators</b>				
Machine Operators,	4.1	3.6	5.4	5.9
Assemblers, Trains & Material Movers,	3.9	4.2	4.9	4.4
Handlers Helpers	3.1	3.3	3.1	3.8

*Source: 1990 U. S. Bureau of the Census*

**Table 6a**  
**OCCUPATIONAL CATEGORIES - 1990**

	<b>Suffolk</b>	<b>Brookhaven</b>	<b>Babylon</b>	<b>Islip</b>
	<b>Number</b>	<b>Number</b>	<b>Number</b>	<b>Number</b>
<b>Managerial &amp; Prof. Specialty Occupations</b>				
Prof. & Managerial	89,432	24,340	11,891	18,786
Prof. & Specialty	103,133	32,262	11,073	18,826
<b>Technical Sales &amp; Admin. Support</b>				
Technical Related	23,773	8,332	3,349	5,442
Sales	85,593	24,263	12,162	18,122
Admin. Support	118,926	35,375	22,275	28,557
<b>Service Occupations</b>				
Private Household	1,964	378	284	419
Protective Services	19,208	6,050	3,487	4,846
Other Services	61,415	19,501	10,390	14,831
<b>Farming, Forestry &amp; Fishing</b>	8,581	2,289	855	1,560
<b>Precision Products, Craft &amp; Repair</b>	79,624	24,572	14,259	20,152
<b>Operators, Fabricators</b>				
Machine Operators,	26,958	7,093	5,609	9,080
Assemblers, Trains & Material Movers,	25,885	8,412	5,071	6,795
Handlers Helpers	20,698	6,560	3,222	5,861

*Source: 1990 U. S. Bureau of the Census*

Manufacturing employment of the Town's work force was 25,406 persons (12.7%). This is less than the County as a whole (14.6%). It compares with 16.8% employed in retail trade, 11.8% in education and 21.9% by local, state and federal governments. This land use plan has

emphasized improving economic opportunity, especially in fostering the development of new industries in the Town, and in helping industry get its products off Long Island. These efforts, described in more detail in the Land Use and Zoning section, should help to improve the percentage of persons employed in manufacturing.

## 11. INCOME

Income levels reported by the U. S. Census are always of the previous year (1989), therefore the data are old. However, using these data, comparisons are possible between municipalities, communities within a municipality, and for a ten year period. Table 7 contrasts median household income among Suffolk's western five towns.

Within the Town, two Brookhaven villages, Belle Terre and Old Field have the second and third highest median income in the County. The Poospatuck Reservation, North Bellport, Mastic, Mastic Beach and Shirley had five of the six lowest per capita incomes in the County. It is hoped that efforts proposed by this land use plan will help to change some of the negative trends noted above, including the continued development of the Economic Development Zone in North Bellport and the creation of a high-tech incubator in conjunction with the Dowling College NAT Center at Brookhaven Calabro Airport.

**Table 7**

### **MEDIAN HOUSEHOLD INCOME (DOLLARS)**

<b>Town</b>	<b>1979</b>	<b>1989</b>	<b>% Change 1979-1989</b>
Babylon	21,931	47,074	114.6
Brookhaven	20,855	46,339	122.2
Huntington	28,155	60,530	115.0
Islip	15,662	32,655	108.5
Smithtown	27,314	60,068	119.9
Suffolk County	22,359	49,128	119.7

*Source: U. S. Bureau of the Census*

Table 8 contrasts family wage earners among Suffolk's western five towns. Comparing the five western towns, the number of families with only one wage earner are very similar. Brookhaven has the largest percentage without any wage earner and the lowest with three or more.

**Table 8**  
**INCOME BY TOWN FAMILY WAGE EARNERS**

Town	Total Wage Earners	Wage Earners in Family (percent)			
		0	One	Two	Three or More
Babylon	52,431	8.4	25.8	42.0	23.8
Brookhaven*	104,996	8.9	25.8	45.4	19.9
Huntington	51,772	7.0	25.9	44.3	22.8
Islip	74,889	6.4	24.6	43.6	25.3
Smithtown	30,251	6.5	23.2	44.5	25.8

*Source: 1990 U. S. Bureau of the Census*

Note: \* Brookhaven has 1.81 wage earners per household.

## 12. POVERTY

The 1990 U. S. Census, (1989 data) reported an overall decline in poverty level for the Town. As shown on Table 9, there was an overall percentage decline of 23.4 since 1979. However, the total number of persons below the poverty level increased by 2,786 when compared to 1969. Poverty among the Asian population doubled in size from 221 to 527. The Black population experienced a slight improvement with almost 3% fewer persons below the poverty level. The poverty indications for Whites improved substantially (27.2% fewer), but the 17,050 persons equal 4.6% of the White population. Table 10 compares poverty levels for the five western towns.

**Table 9**  
**POVERTY LEVELS**

	1980		1990		% Change (1979-80)
	Number	%	Number	%	
White	23,406	6.9	17,050	4.6	-27.2
Black	2,534	21.9	2,461	19.1	- 2.9
Asian	221	6.8	527	8.1	138.5
Native American	264	37.0	276	23.3	4.5
Hispanic	1,788	11.3	1,929	9.2	7.9
Total	27,006	7.6	20,681	5.2	- 23.4
Suffolk County.	82,087	5.6	61,389	4.7	- 25.2

*Source: U. S. Bureau of the Census*

**Note:** Percent is percent of total number of persons within that classification. While the percentage of persons below the poverty level has decreased, the actual number of persons exceeds the number in 1969, (17,895 persons).

**Table 10**  
**PERCENT POVERTY LEVEL**  
**FIVE WESTERN TOWNS**

	1979	1989
Babylon	7.0	5.1
Brookhaven	7.6	5.2
Huntington	3.7	3.2
Islip	11.0	5.1
Smithtown	4.0	2.2
Suffolk County	6.6	4.7

*Source: U. S. Bureau of the Census*

## **V. ENVIRONMENTAL RESOURCES**

The Town of Brookhaven contains many significant environmental resources which are an integral part of its quality of life. Much of this was noted in many of the hamlet studies prepared for different parts of the Town. This section includes many of the hamlet study recommendations and considers the Town's environmental resources in five major areas: environmentally-sensitive lands, special environmental areas, open spaces, lands suitable for restoration and remediation and coastal waters and resources.

### **1. ENVIRONMENTALLY-SENSITIVE LANDS**

#### **A. Existing Conditions:**

Brookhaven contains a large quantity of environmentally-sensitive lands, including wetlands; geological features such as kettleholes, moraines, steep slopes and glacial erratics; rare and endangered or otherwise important wildlife and vegetation species; significant ecosystems and habitats; coastal erosion hazard areas and the groundwater divide. These lands, illustrated in Plate 1, are a positive aspect of the Town's quality of life and are discussed below.

**Wetlands** provide nursery grounds for many finfish and shellfish species, filter pollutants for surface waters and groundwater and mitigate flood impacts. Wetlands also serve as breeding habitat for a number of rare and endangered wildlife species and important foraging grounds for waterfowl and wading birds such as ducks, geese, egrets and herons. Wetlands are found throughout the Town, consisting of riverine systems such as those along the Carmans River, Beaverdam Creek, Patchogue River, Forge River and Peconic River; tidal marshes such as those found bordering the south shore and in West Meadow Creek and Mt. Sinai Harbor on the north shore; and individual freshwater ponds and swamps found scattered throughout Brookhaven's interior. The Town has striven to protect wetlands through the application of its own wetlands law, empowered in part by the Dongan Patent, a colonial grant which gave the Town rights to many underwater lands and therefore the power to regulate activities adjacent to and within these lands. In addition, the Town has protected many wetlands through either acquisition or the use of clustering to position development away from these lands.

The 100-year flood zones are closely associated with wetlands. These are low-lying areas in coastal locations which are prone to severe flooding and wave action during storms. Structures in flood zones usually receive the greatest damage from coastal storms, such as nor'easters accompanied by erosion. The Town has sought to protect these areas by adopting and implementing specific regulations for development in flood zones, by protecting wetlands which help to absorb the impacts of floods, by upzoning flood zone areas to reduce the density of development and by clustering development away from flood zones.

**Geological Features** are another important aspect of the Town's inventory of sensitive lands. Although a large portion of the Town is relatively flat, there are areas which have rolling terrain. These are found primarily in the moraines-- hilly areas of rolling topography which serve as Brookhaven's own miniature mountain range. The major moraines include the Harbor Hill Moraine, which extends along the north shore, and the Ronkonkoma Moraine, which runs through the center of the Town. These moraines are the end product of the glacial ice sheets which once covered Long Island. They also contain the highest elevations, with some locations achieving heights of more than 300 feet above sea level. Well-known moraine locations include the Suffolk Community College in Selden, the Manorville Hills and Our Lady of the Island Shrine in Eastport, Bald Hill on CR 83 and the State University of New York at Stony Brook. Associated with the moraines are some of the more unusual or prominent geological features and formations, including the bluffs of the north shore, round kettle hole depressions, long deep valley-like swales and glacial erratics - large boulders, often as large as automobiles. Also found with the moraines are steep slopes which often have grades of greater than 30%. Steep slopes are also found within the outwash plains, the flatter lands located outside the moraines. These slopes are generally the result of drainage systems created by rivers and streams, both past and present. The Town has striven to protect these important geological areas by applying the Town's grading ordinance, reducing overall site development impacts, and by clustering development away from steep slopes, or by utilizing buffers to protect areas of most significant topography.

**Coastal Erosion Hazard Areas** are located along the north and south shore. These are dynamic areas of high erosion in which coastal storms have often eroded huge chunks of bluff. These areas provide some spectacular vistas of Long Island Sound and have proven to be

Legend

- Moraines
- Wetlands (Specific & General)
- Groundwater Divide
- Steep Slope Locations
- Ecological Resources

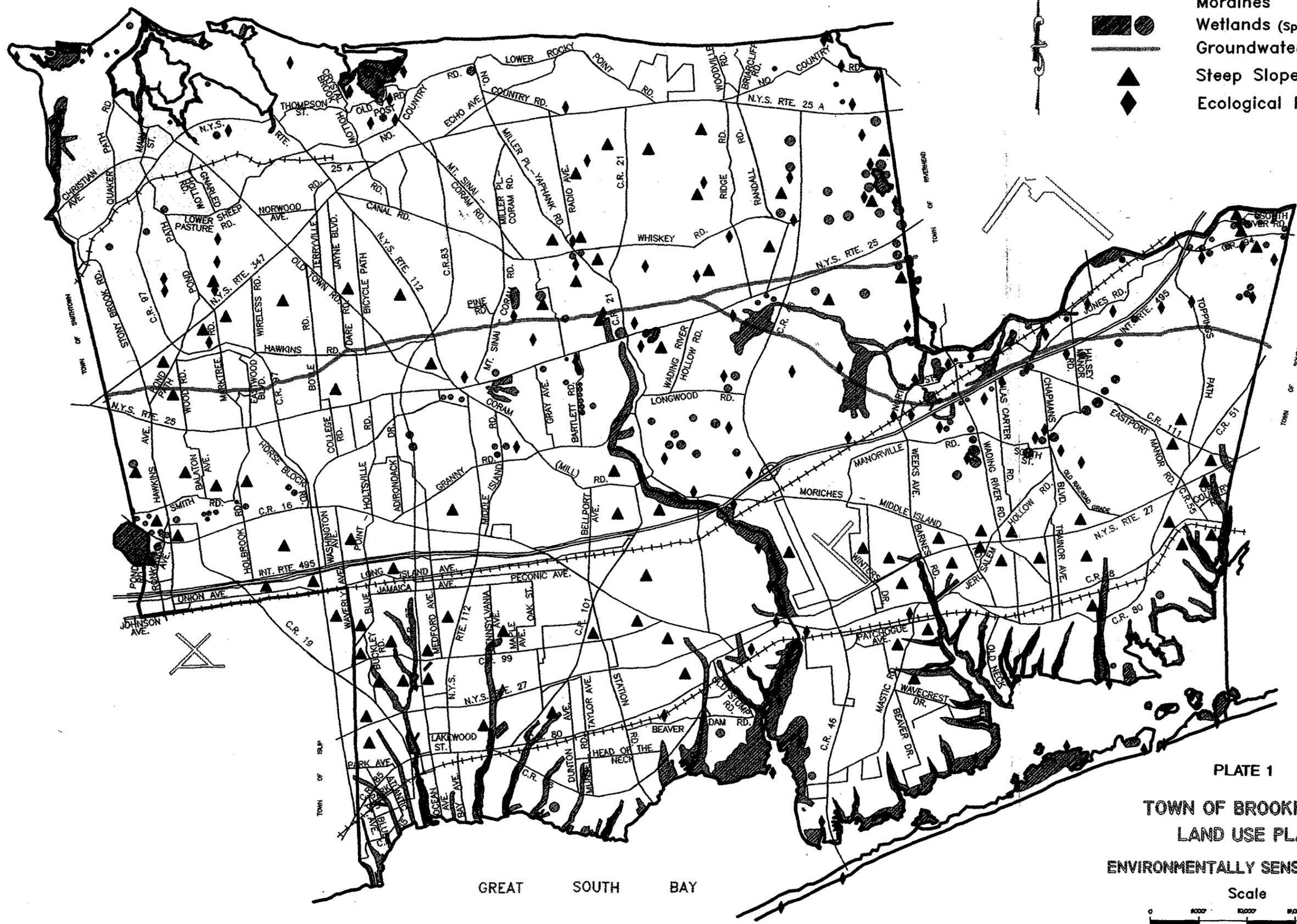


PLATE 1

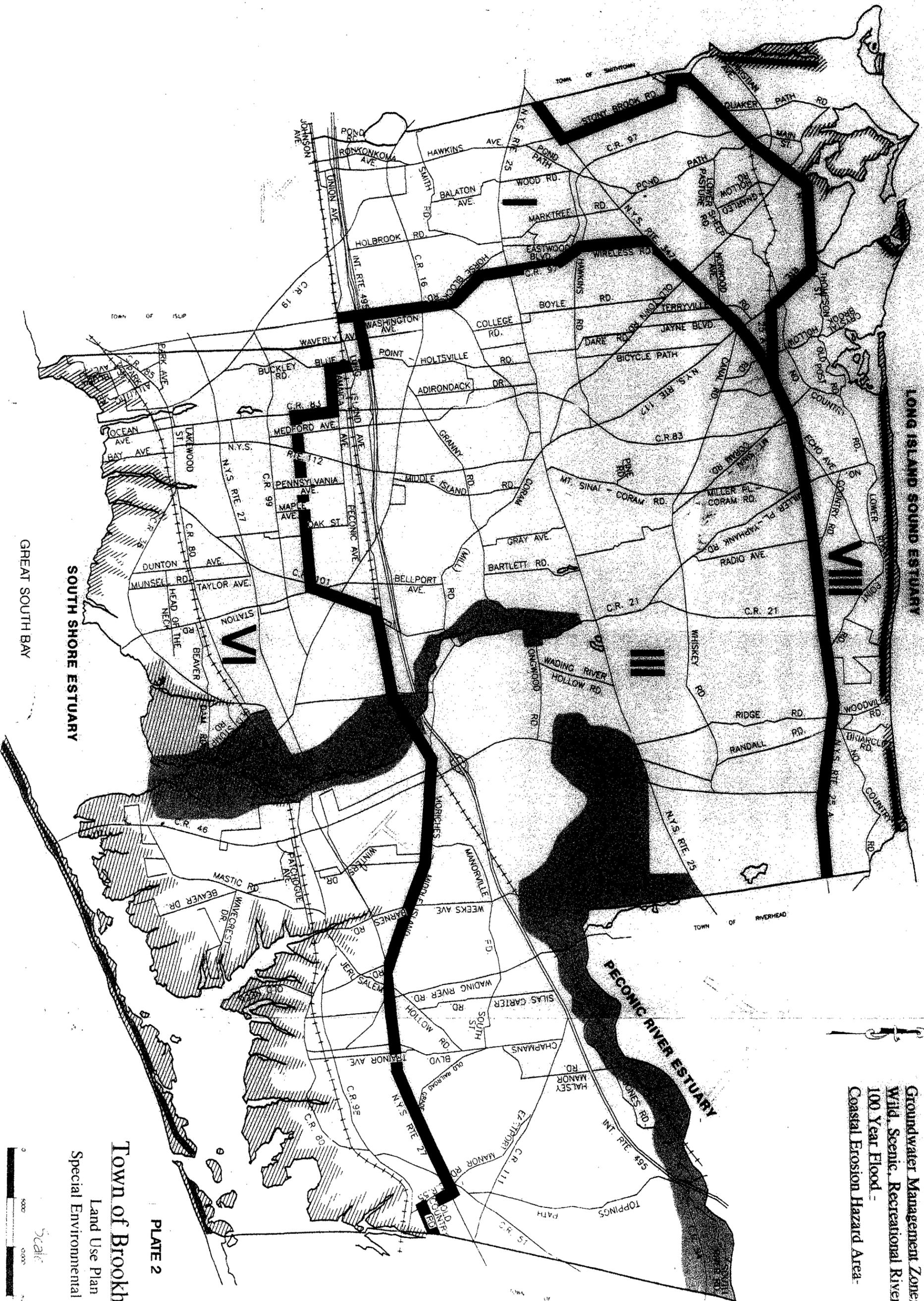
TOWN OF BROOKHAVEN  
LAND USE PLAN

ENVIRONMENTALLY SENSITIVE LANDS

Scale



APRIL, 1996

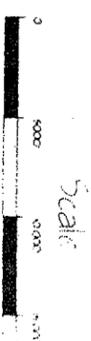


Groundwater Management Zones  
 Wild, Scenic, Recreational Rivers  
 100 Year Flood  
 Coastal Erosion Hazard Area



**Town of Brookhaven**  
 Land Use Plan  
 Special Environmental Areas

PLATE 2



Scale

very desirable sites for development. Brookhaven has implemented a specific section of the Town Code, based on State regulations, to protect and regulate these areas. Other erosion hazard areas, although not formally designated, are present along the south shore barrier beach as well and are shown in Plate 2.

**Groundwater Divide** is an invisible boundary that runs from east to west through the approximate center of the Town until it reaches the vicinity of Brookhaven National Lab. In the portion of the Groundwater Divide west of the Lab, groundwater flows in a generally northerly direction north of the Groundwater Divide and a southerly direction south of the Groundwater Divide. The exact location of the Divide may change somewhat from year to year depending on changes in precipitation. The location of the Divide is also considered to be an area of maximum vertical recharge to groundwater. Further east, the Groundwater Divide splits into two sections - the North Fork Divide and the South Fork Divide. Here, groundwater generally follows the same pattern as it does further west with groundwater flowing in a northerly direction north of the North Fork Divide and in a southerly direction south of the South Fork Divide. However, in the v-shaped area between these two divide branches, groundwater discharges toward the Peconic River. Brookhaven has recognized the importance of the Groundwater Divide by including many areas of the Divide in low density residential zones, and by supporting County and Suffolk County Water Authority acquisitions in the vicinity of the Groundwater Divide.

**Ecological Resources** are diverse and significant in Brookhaven. The Town's location on an island surrounded by water subject to the dual influences of colder northerly, New England conditions and southerly, Gulf Stream-influenced conditions coupled with its varied topography and multiple coastlines has provided a multitude of ecological resources. The Town is home to a wide variety of vegetative communities and significant habitats which include the north shore climax forest dominated by American beech and red maple, upland hardwoods dominated by oaks and hickories, pine barrens, meadows, red maple swamps, freshwater marshes, vernal groundwater-fed ponds, brackish creeks, windswept dunes and tidal marshes and mudflats. These areas in turn provide a haven for a wide variety of wildlife which range from the most common to the extremely rare. Brookhaven has a high concentration of rare, endangered, threatened and special concern species of wildlife and plants including the well-known Osprey, Eastern tiger salamander, spotted turtle, red-shouldered hawk, piping plover, least tern, pirate perch, coastal

barrens buck moth, featherfoil, rose coreopsis, sand plain gerardia and two-flowered bladderwort. Other species of significance found in the Town include the red-tailed hawk, black-crowned night heron, white-tailed deer, Eastern box turtle, neotropical migratory warblers, American chestnut, ironwood, mountain laurel, American beachgrass, eelgrass and marsh marigold.

## **B. Problems and Needs**

Further work to protect all of these resources is necessary. Information regarding the presence or absence of many significant wildlife and vegetation species on sites and the minimum requirements necessary for their survival must be expanded. The Groundwater Divide has received some protection through its inclusion in either the SGPAs or the Central Pine Barrens. However, additional attention should be given to this core watershed corridor, particularly in the more densely developed western part of the Town. Development continues in some flood zones and coastal erosion hazard areas, and severe storms in the past five years have caused a large amount of structural damage and erosion to private property. Some loss of wetlands continues especially in areas where old-filed maps exist. Development also continues in areas of steep slopes where sometimes a large amount of regrading and clearing of existing vegetation is required.

## **C. Recommendations**

It is recommended that the following actions be taken in regard to environmentally-sensitive lands:

- Update and expand, on a continual basis, the 1990 Town Natural Resources Inventory. Create a database and map of the inventory and utilize for open space and other land use decisions.
- Analyze existing steep slope/steep topography protections in the Town Code and determine additional changes necessary to provide additional protection, especially for kettle hole features.

- Develop Stream Corridor Management Plans which outline ultimate land use and environmental protection goals.
- Determine what, if any, additional land use policies or mechanisms may be necessary to provide additional protection to the Groundwater Divide and Core Watershed Corridor beyond that which it already has.

## **2. SPECIAL ENVIRONMENTAL AREAS**

### **A. Existing Conditions**

A broad spectrum of significant natural resources including groundwater, fresh and saline surface water, important ecosystems and unique geology that exists within the Town. These resources include the sole-source groundwater aquifer; extensive marine coastlines; numerous ponds, streams and rivers; significant pine barrens and wetland habitats, and rolling glacial terrain. Certain Special Environmental Areas have been designated, which coincide with the locations of these resources and are shown in Plate 2 and Plate 3. These include:

- Central Pine Barrens
- South Setauket Pine Barrens Special Groundwater Protection Area (SGPA)
- Central Suffolk Special Groundwater Protection Area (SGPA)
- Hydrogeologic Zones I, III, VI and VIII
- Wild, Scenic and Recreational Rivers
- Long Island Sound Estuary
- South Shore Estuary Reserve
- Peconic River Estuary

**Central Pine Barrens** is a valuable ecosystem located in the eastern half of Brookhaven Town which lies over a predominantly pristine portion of a deep-recharge aquifer known as Hydrogeologic Zone III. The area also has one of the highest concentrations of rare, endangered and threatened wildlife and plant species to be found anywhere in the State of New York and perhaps the northeast. In recognition of the area's significance, the State Legislature

enacted the Long Island Pine Barrens Protection Act. This Act allowed for the creation of the Central Pine Barrens Comprehensive Land Use Plan adopted by the Town Board in June of 1995, which has served to protect the functional environmental integrity of this area. Brookhaven participated in the drafting of the initial State legislation and played a major role in the creation and adoption of the Central Pine Barrens Plan. The Town is one of five members of the Central Pine Barrens Joint Planning and Policy Commission, which oversees development in the Central Pine Barrens, with the Town Supervisor serving as the Commission's Vice Chairman. The Town had already laid the groundwork for preservation of the Central Pine Barrens through its rezoning of large expanses of this region to 1-acre, 2-acre, 5-acre and 10-acre residential categories.

**Special Groundwater Protection Areas (SGPAs)** are regions of the Town which lie over significant, sensitive portions of the deep recharge aquifers Hydrogeologic Zones I and III (See Plate 3). These areas were granted special protection under Article 55 of the State Environmental Conservation Law to ensure continued protection of the generally high purity and potability of the underlying groundwater supply and ensure a sufficient supply in the future. An overall management plan for the SGPAs was officially implemented in 1992 and all development and related activities in the SGPAs must demonstrate conformity to the plan. The plan contains a number of guidelines and recommendations which must be addressed during State Environmental Quality Review Act (SEQRA) review of projects. These include:

- Reduce contamination from existing sources.
- Avoid the establishment of new sources of contamination.
- Prevent any additional groundwater impacts and degradation.
- Ensure the highest possible quality of water is recharged to the groundwater system and protect the volume of recharge as well.
- Limit or eliminate unsuitable future land uses which are incompatible with the Special Groundwater Protection Areas. Eliminate new industrial and non-essential commercial uses throughout the SGPAs. Existing vacant non-residentially zoned properties should be rezoned by Town or village action to residential zoning.
- Utilize zoning, sanitary code and other land use methods to limit or eliminate land uses which involve the storage, use and disposal of potential contaminants and to establish and maintain residential densities and controls which will minimize potential contamination from nitrates and household hazardous wastes.

LONG ISLAND SOUND

# Legend

- Core Preservation Area - 
- Compatible Growth Area - 
- South Setauket 
- Special Groundwater Protection Area - 

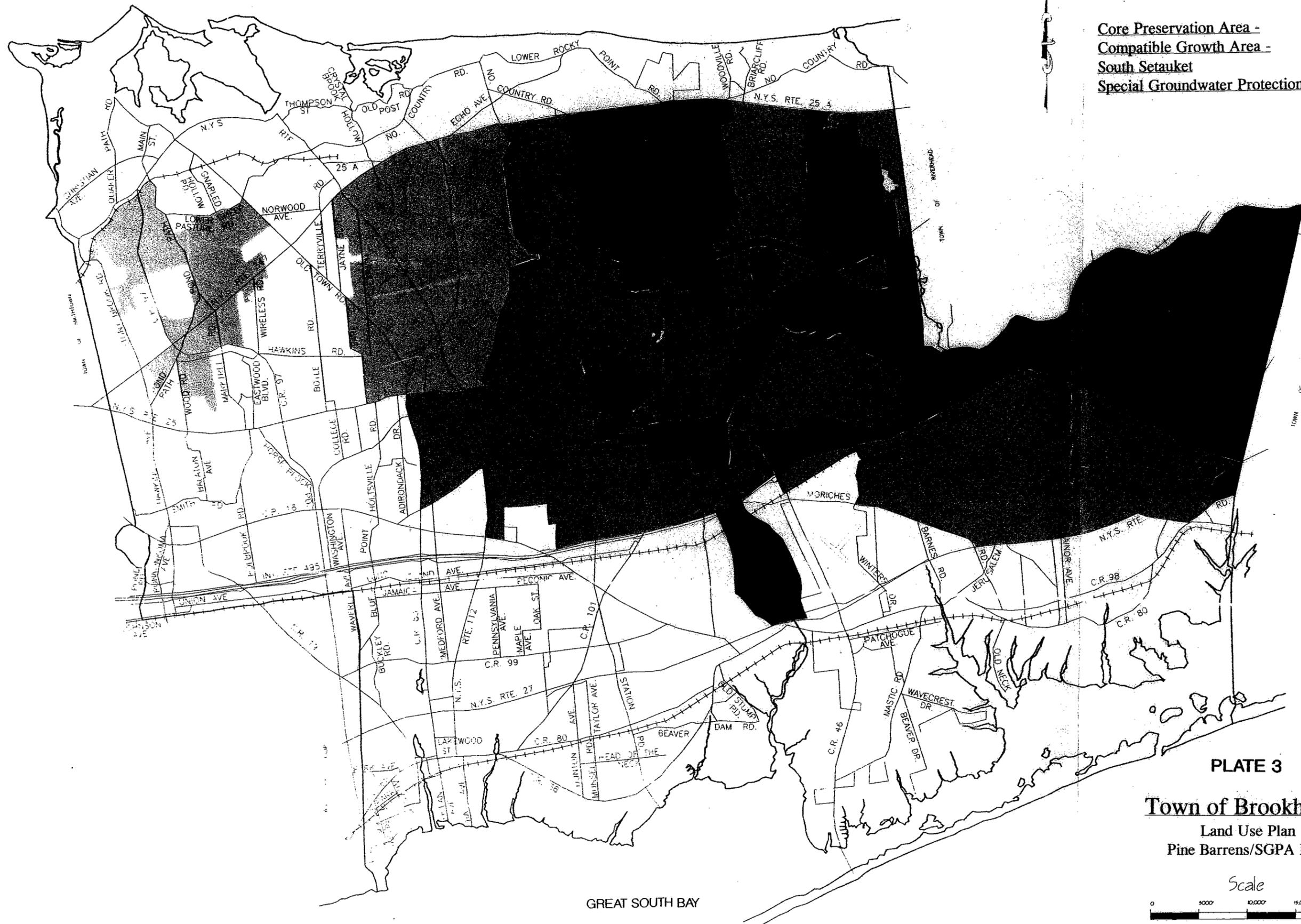
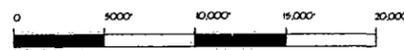


PLATE 3

**Town of Brookhaven**  
 Land Use Plan  
 Pine Barrens/SGPA Map

Scale



April 1996

GREAT SOUTH BAY

- Upzone parcels of reasonable size to 5-acre minimum to ensure protection and enhancement of groundwater quality. Cluster within 5-acre zoned areas where possible. In already-developed areas, consider upzoning vacant, subdividable land to at least .75-acre to 1-acre zoning, and 2 acres if possible.
- Maximize open space and preservation of existing natural vegetation and habitats through acquisition, clustering and other land use techniques to protect existing clean recharge areas and aquifer replenishment.

There are two SGPAs in Brookhaven, the South Setauket SGPA and the Central Suffolk SGPA. The South Setauket Pine Barrens Special Groundwater Protection Area (SGPA) encompasses the majority of the South Setauket Woods and Pine Barrens of the South Setauket and North Centereach areas in the northwest portion of the Town. The Central Suffolk SGPA is included the area now known as the Central Pine Barrens. A small portion of the Central Suffolk SGPA outside the Central Pine Barrens is located in the areas of Selden, Coram, Mt. Sinai, Miller Place and Port Jefferson Station/Terryville. Since the SGPA Plan's inception, the Town has demonstrated support of and compliance with the Plan.

Hydrogeologic Zones I, III, VI and VIII are the names of four subregions of the sole-source aquifer in Brookhaven derived from a study conducted in 1978. These zones correspond to areas of groundwater classified by the type of recharge occurring and the general overall quality of water. Zones I and III are deep recharge zones in which precipitation recharges to the underlying water table in an essentially vertical direction and penetrates into the lowest geological strata of the underlying aquifer. These zones are considered most critical for prevention of contamination because groundwater ultimately flows outward from these deep recharge areas into the other two shallow recharge areas known as Zones VI and VIII. Zone III is considered to have the most pristine groundwater quality of the two deep recharge zones whereas Zone I is recognized as having a somewhat reduced water quality. The Suffolk County Department of Health Services has recognized this difference in water quality in requiring more stringent regulations for wastewater discharges in Hydrogeologic Zone III. Zones VI and VIII, as noted previously, are shallow recharge areas in which groundwater does not flow as much vertically but instead in a more horizontal direction. In Zone VI groundwater flows generally southward toward the south shore bays and in Zone VIII, generally northward toward Long Island Sound. Zone VI is also considered especially sensitive because it not only provides a major

source of drinking water but also contributes to and affects the overall quality of the surface waters of the south shore bays. It should be noted that much of Hydrogeologic Zone III is located within the Central Pine Barrens and the Central Suffolk SGPA and a substantial portion of Zone I is located within the South Setauket SGPA.

The Town has helped to foster the protection of these hydrogeologic zones by upzoning Hydrogeologic Zones III and VI to a minimum of 1-acre residential zoning and in some cases 2, 5 and 10-acre zoning. Sizable portions of Hydrogeologic Zone I in the South Setauket SGPA have also been upzoned as well. The Town has also required clustering of development and imposed limits on clearing and fertilizer-dependent vegetation to preserve natural recharge areas and reduce leaching of contaminants to groundwater in these zones. Finally, the Town established stricter standards for light industrial development in Hydrogeologic Zone III and a portion of the South Setauket section of Hydrogeologic Zone I.

**Wild, Scenic and Recreational Rivers** are also found in Brookhaven Town. Two rivers have been designated as New York State Wild, Scenic and Recreational (WSR) Rivers. These are the Carmans River, which begins in Middle Island and flows generally southward where it traverses Yaphank, Southaven and Brookhaven hamlets, and the Peconic River which has its headwaters in Ridge and which flows generally eastward through the hamlets of Upton, Manorville and Calverton. Designation as a WSR river recognizes the ecological and cultural significance of a particular watercourse and confers specific protective status on a river corridor which are demonstrated in development regulations including restrictions on densities, specifications for setbacks from wetlands and surface water and so forth.

Brookhaven has portions of three major estuaries: the Long Island Sound Estuary which includes the north shore of the Town and the harbors of Stony Brook, Port Jefferson, Setauket and Mt. Sinai; the Peconic River Estuary which includes the headwaters of this river which are located in the Ridge area of the Town, and the South Shore Estuary Reserve which includes Great South Bay, Moriches Bay and the many streams which are tributary to these. These estuaries are discussed in detail in the Coastal Waters section of this document.

## **B. Problems and Needs**

In the Central Pine Barrens, there is a need to consider other elements which may be necessary to assure complete conformity with the intent of Central Pine Barrens Comprehensive Land Use Plan. Although the Core Preservation Area is essentially protected, there is no comprehensive open space management plan for the Compatible Growth Area to ensure that sensitive areas within this area are preserved and to ensure that existing open spaces are not isolated from other open spaces in perpetuity but can be interconnected with one another where possible. Limited information is available regarding cultural resources present in the Central Pine Barrens and guidelines for conducting Cultural Resource Surveys and preserving cultural resources. Chapter 8 of the Central Pine Barrens Plan contains a discussion of Water Resources and Hydrology including recommendations excerpted from existing water resources studies which can be considered. There are specific areas of the CGA, particularly portions of the Carmans River WSR Corridor, which are sensitive and deserve preservation. Certain areas of the CGA contain perched wetland systems which may need additional considerations to prevent their destruction through puncturing of their underlying impermeable layers or loss of contributing runoff. Certain small, single and separate parcels are located within the CGA but adjacent to the Core portions of the Pine Barrens Trail Preserve. The development of these parcels should occur in a way that will protect the integrity of the trail and this portion of the Core which very narrow at this location. The Federal government owns a radar installation site located in the CGA portion of the Manorville Hills west of the Shrine of Our Lady of the Island which is abutted by existing open space and areas which are to be dedicated as open space in the near future. It is unclear, however, if this site was included in the areas to be protected outside the fence line on the former Calverton Naval Weapons facility.

The South Setauket Pine Barrens SGPA and the remaining portion of the Central Suffolk SGPA do not have as high a level of regulatory protection as exists for the Central Pine Barrens. In addition, there are limits on the extent to which existing recommendations in the SGPA Plan can be implemented. Furthermore, no comprehensive site-specific open space plan has been developed for either area to guide future development, especially in the Central Suffolk SGPA or the area of the South Setauket SGPA south of Route 347.

Much of the Hydrogeologic Zones have been protected through existing regulations and the inclusion of large portions of these zones, such as Hydrogeologic Zones I and III, within other regulated land use boundaries such the SGPAs and the Central Pine Barrens. However, other portions of these Special Environmental Areas are located outside these other boundaries and are protected only through County Health regulations.

In spite of upzonings and acquisitions of major portions of the lands adjacent to the Carmans and Peconic Wild, Scenic and Recreational Rivers, no management plans have been developed as part of a holistic next step in protecting these rivers. Plans to control stormwater runoff, manage existing public lands, restore and enhance ecologically-degraded areas and improve public access are some of the subjects which such a management plan may discuss.

Because of the stronger legal mandates associated with the Central Pine Barrens, less attention has been given the Long Island Sound Estuary, South Shore Estuary Reserve and Peconic River Estuary. This is unfortunate as these areas are of importance, both ecologically and economically, equal to that of the Central Pine Barrens. The Peconic River Estuary, at least the portion in Brookhaven Town, has received a certain degree of protection due to its inclusion in the Core Preservation Area of the Central Pine Barrens. However, the other two estuaries have much less protection. In addition, the majority of incorporated villages in the Town are located in one of these estuaries. These include Shoreham, Belle Terre, Port Jefferson, Poquott, Old Field, Patchogue and Bellport. Consideration should be given to providing for more cooperation between the Town and these entities to jointly work to manage and improve these estuaries.

### **C. Recommendations:**

The following studies are recommended for consideration by the Town:

#### **Central Pine Barrens Open Space Issues:**

- Analyze existing open spaces to develop a comprehensive open space management plan for the Compatible Growth Area.
- Determine additional means of preserving specific sensitive areas of the CGA such as the Carmans River WSR Corridor.

- Study additional means of preserving and acquiring certain small, single and separate parcels located within the CGA but adjacent to the Core portions of the Pine Barrens Trail Preserve.
- Determine current and future status of the Federal radar installation site in the CGA portion of the Manorville Hills and recommend any necessary steps to preserve, including additional federal legislation
- Determine ways of improving cultural resource information in the Central Pine Barrens.
- Analyze additional guidelines for conducting Cultural Resource Surveys and preserving cultural resources in the Central Pine Barrens.
- Analyze the additional water resources and hydrology recommendations in Chapter 8 of the Central Pine Barrens Plan to determine if any additional recommendations can and should be implemented, and if so, how.
- Analyze Article 57 of the State Environmental Conservation Law to determine if the Town has any other obligations or needs to address additional issues outlined in the this law in regard to the Long Island Pine Barrens Maritime Reserve.
- Consider studies of perched wetlands, especially in the Central Pine Barrens, and determine additional land use development criteria to be used to protect these systems.

**Town-Wide Special Environmental Area Issues:**

- Consider studying additional protective mechanisms for inclusion in management plans for the Carmans and Peconic Wild, Scenic and Recreational Rivers. Issues to be studied may include control of stormwater runoff, management of existing public lands, restoration and enhancement of ecologically-degraded areas and improvement of public access.
- Study ways in which the Town and incorporated villages can cooperate more to manage and improve estuaries. Issues may include open space preservation, water access, stormwater management and surface water protection.

### 3. OPEN SPACE

#### A. Existing Conditions

Lands such as woods, wetlands, parks, golf courses, farms and the like constitute open space - undeveloped areas which are not primary areas of work or habitation and which contribute to a community's quality of life and sense of place. Open space is an important component of the quality of life enjoyed by the residents of Brookhaven Town and provides a multitude of social, environmental and economic benefits. Besides at times serving as places for recreation, be it active or passive, open space also has other social attributes including aesthetically-pleasing vistas, accessing waterfront areas, defining the boundaries between neighborhoods and hamlets, buffering of residential communities from highways and commercial activities, and serving as a refuge from the developed world in which an individual can re-discover nature and remaining wilderness. Environmental benefits of open space include preserving significant wildlife habitats; protecting important natural resources such as groundwater, wetlands and steep slopes; serving as filtering mechanisms for pollutants; protecting the surface water quality of rivers, streams and bays on which our significant shellfishing industry is dependent; reducing noise and providing flood protection. Contrary to some beliefs, open space provides beneficial economic impacts as well. The publication entitled *Local Open Space Planning: A Guide to the Process* (1995) notes:

*"Frederick Law Olmstead, the famous landscape architect and designer of public and private parks, documented how property values and real estate values increased as a result of their proximity to Central Park. The closer the property was to Central Park, the higher the property value was. By examining comparable property in wards that were not near the park, he estimated that the value of the residences right on the park might have been worth only \$53 million in 1973 if the park had not been built. However, in 1973 their actual appraised value was \$236 million."*

Other economic benefits generated by open space include its ability to add to the attractiveness of an area for businesses in which to locate and creating industries and employment in the areas of tourism, travel, outdoor recreation, commercial fishing and agriculture.

The Town of Brookhaven is fortunate to contain within its borders a large quantity of open space. Unlike the more urbanized areas to the west, much of Brookhaven, especially its eastern half, still contains large expanses of rural, undeveloped land, parts of which are seen by some as the Town's last wilderness. Other areas such as the majority of the Town's significant coastline has not been hardened by erosion-control structures and therefore retains its important ecological functions.

In recognition of the importance of open space, the Town undertook a number of important planning initiatives which analyzed ways in which to preserve significant open space and which identified some of its most important properties. The most prominent of these studies were the **1985 Open Space Study**, the **1986 Environmental Planning Analysis and Recommendations for Land Acquisitions Under the New York State Environmental Quality Bond Act** (with revisions in 1987, 1988 and 1991) and the **1987 Draft Town Land Use Plan**. Through aggressive use of clustering, public acquisition and other techniques, the Town was able to implement many of the recommendations in these studies and has seen to the permanent preservation of large quantities of open space. The Town purchased or jointly purchased with the County significant properties in Stony Brook, Ridge, Blue Point, Brookhaven and Rocky Point. In addition to these efforts the County of Suffolk and to a lesser extent, New York State, have also actively achieved acquisition and preservation of significant properties throughout Brookhaven. Since the 1987 Draft Land Use Plan, the Town of Brookhaven has participated in a number of significant open space preservation projects. The most notable of these is the permanent preservation of the Central Pine Barrens area in the eastern region of the Town. With the adoption of the Central Pine Barrens Comprehensive Land use Plan in 1995, the Core Preservation Area within the Central Pine Barrens was designated for preservation through a combination of acquisition and transfer of development rights. Other significant achievements include the upzoning of thousands of acres of private lands within the Town to larger lot residential categories including 1, 2, 5 and 10-acre, thereby allowing flexibility in project design and allowing for greater use of clustering.

As a result of these preservation efforts, much acreage within is already in public ownership or has been permanently preserved on private holdings. Lands in the public domain

are found on all levels of government including the United States, New York State, County of Suffolk and Town of Brookhaven.

Federal lands include the Fire Island National Seashore, the Wertheim National Wildlife Refuge in Shirley, the William Floyd Estate in Mastic, Brookhaven National Laboratory in Upton and the Navy Cooperative area (formerly known as the Air Installation Compatible Use Zone - AICUZ Zone or part of the Calverton Naval Weapons Industrial Reserve Plant) in the Manorville Hills.

State lands include the 5,200-acre Rocky Point Conservation Area (formerly RCA property), the 3,000-acre Brookhaven State Park in Ridge, the Middle Island Game Farm and a multitude of tidal wetlands.

Suffolk County owns thousands of acres in the Town of Brookhaven. Among these are Southaven Park, Smith Point County Park and Cupsogue Beach on Fire Island, Cathedral Pines County Park in Middle Island, McAllister Park at the mouth of Port Jefferson Harbor, the South Setauket Pine Barrens, Warbler Woods in Middle Island, Terrell River County Park in East Moriches, Robert Cushman Murphy Park (formerly Peconic River County Park) in Ridge and Manorville and numerous holdings in the Manorville, Eastport and Calverton portions of the Central Pine Barrens.

Finally, the Town itself has acquired dedications of open space through clustering and other means. Significant areas of Town-owned open space are found throughout Brookhaven. These include all types of facilities from small playgrounds, large multi-use recreational sites such as Percy Raynor Park in South Setauket, historic sites and parks such as the Smith Estate at Longwood in Ridge, beaches and bathing facilities including Sandspit in Patchogue, Cedar Beach in Mt. Sinai and Great Gun on Fire Island and Town Nature Preserves of which there are presently four in Rocky Point, Middle Island, Brookhaven and Old Mastic.

Numerous privately-owned open spaces are also a significant part of the Town of Brookhaven landscape. Golf courses, hunting and fishing preserves, girl scout camps, boy scout camps, yacht clubs, private beach and bathing associations and even some cemeteries are among

these privately-owned areas. Private, non-profit conservation organizations such as the Post-Morrow Foundation and the Nature Conservancy have also acquired significant open space areas especially in Brookhaven hamlet, Coram and Stony Brook. See Plate 4.

## **B. Problems and Needs**

In spite of past open space preservation efforts, much remains to be done. There are still significant open space areas throughout Brookhaven which do not have the protections of permanent preservation. As an example, the Central Pine Barrens Comprehensive Land Use Plan have legally designated the Core Preservation Area to be protected, certain parts of the Compatible Growth Area of the Central Pine Barrens which have not been so designated contain sensitive environmental resources such as wetlands or pockets of already-developing open space systems which are isolated from other such systems or are currently too small to remain ecologically viable by themselves. Furthermore, there is a need to address certain aspects of the Long Island Pine Barrens Preservation Act which requires development in the CGA to be "consistent with the long term integrity of the Pine Barrens ecosystem....," to be "compact, efficient and orderly," to "preserve and maintain the essential character of the existing Pine Barrens environment, including plant and animal species indigenous thereto and habitats therefor" and to "protect the quality of surface and groundwaters."

Although recent preservation efforts have focused on the Central Pine Barrens, this has overlooked the fact that the pine barrens are interconnected with and part of the entire Brookhaven Town ecosystem and therefore there are lands outside the pine barrens upon which it is dependent. There are other areas of the Town which also contain lands in need of protection. These include but are not limited to areas within the south shore stream corridors, the South Setauket Pine Barrens, North Shore coastal areas and Harbor Hills Moraine area, the Carmans River Wild, Scenic and Recreational River corridor, Special Groundwater Protection Areas, the Core Watershed Corridor encompassing the Groundwater Divide, certain parts of the more densely-developed western and central parts of the Town, including the Ronkonkoma Moraine, and discrete wetlands.

As noted above, in the late 1980s the Town of Brookhaven created and utilized its own land acquisition trust fund to purchase sensitive lands. However, that fund has long since been exhausted and due to the changes in the economy it has not been replenished. Funding from other sources is also limited. As a result, alternative means of preserving the significant open spaces in other parts of Brookhaven Town would need to be considered.

Old file maps, subdivision maps which were prepared and filed prior to the existence of Town zoning and environmental awareness, are present throughout Brookhaven. Some of these overlay sensitive environmental areas such as wetlands. As long as the individual lots comprising these maps have remained in single and separate ownership, owners can attempt to develop them. However, as this proceeds in environmentally-sensitive areas it can result in significant adverse environmental impacts and means of addressing this problem need to be devised.

The Town of Brookhaven Open Space Study of 1985 and the 1987 Draft Town Land Use Plan proposed conceptual open space systems for the Town and also contained some recommendations for open space preservation which are still pertinent today. However, these were created on a conceptual level and more detailed, area-specific open space system plans for the particular regions of the Town were never developed to implement these studies.

### **C. Recommendations:**

It is recommended the Town re-examine the 1985 Open Space Study as it still contains concepts and suggestions which are germane to today's Town. The following recommendations, based on the 1985 Open Space Study, should be implemented:

- A revised conceptual open space plan should be prepared and adopted.
- Site-specific, detailed open space system plans, based on the overall Town-wide conceptual open space plan, should be prepared for specific subregional areas of

- Federal, State, County - [Solid Black Box]
- Town of Brookhaven - [Stippled Box]
- Private - [Dark Grey Box]
- School - [Small Black Square]
- Park - [Small Black Triangle]

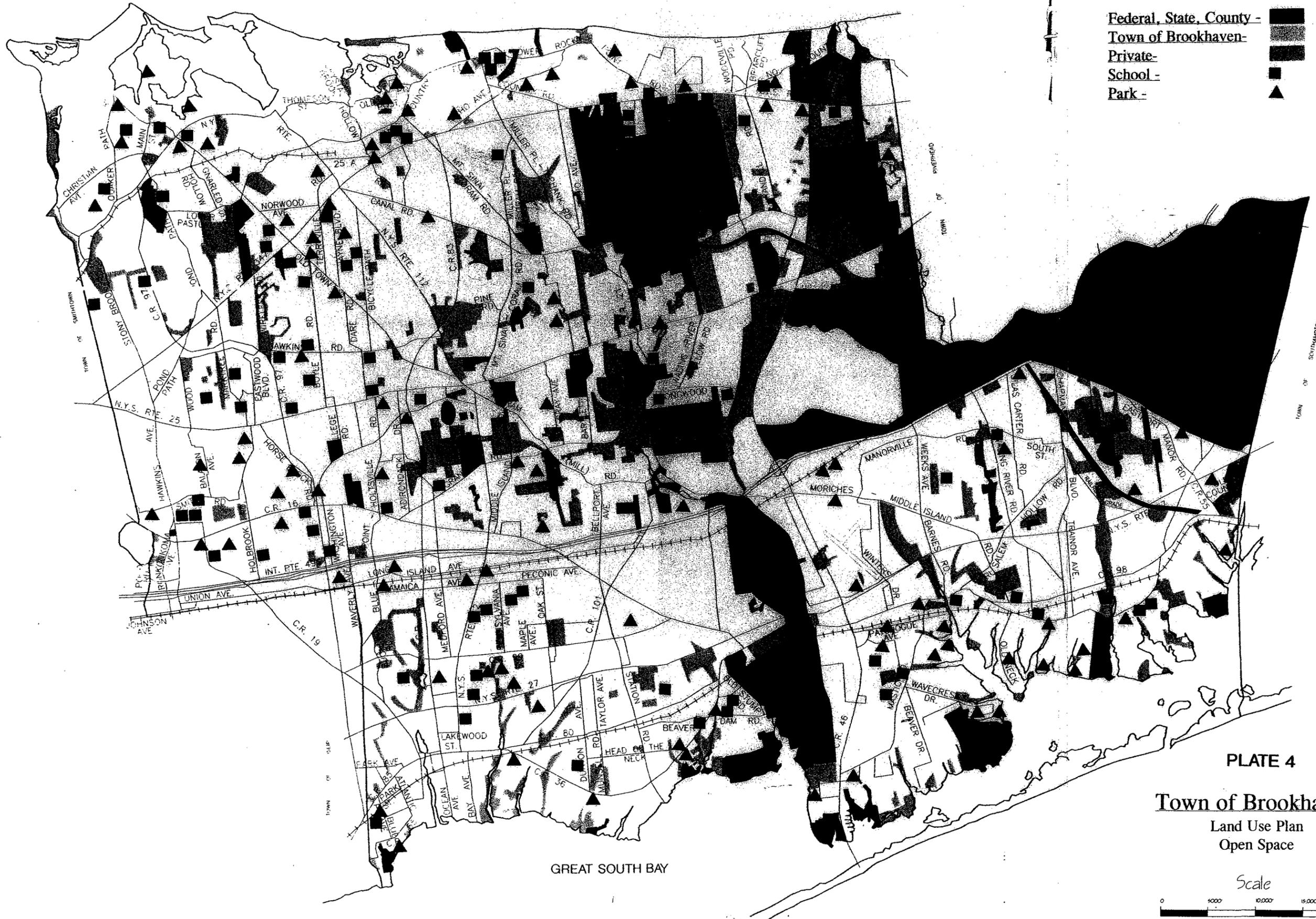


PLATE 4

**Town of Brookhaven**  
 Land Use Plan  
 Open Space

Scale



April 1996

the Town. Consideration should be given to categorizing these specific open space areas in one of the following ways or a combination thereof:

**1985 Town Open Space Study Open Space Management Areas --**

- \* Three Village Area
- \* Mt. Sinai Area
- \* North Shore Area
- \* Terryville Selden Area
- \* Middle Island-Ridge Area
- \* Mooney Pond-Bald Hill Area
- \* Peconic River Corridor
- \* Greater Patchogue Area
- \* Carmans River Corridor
- \* South Manor Area
- \* Shirley-Mastic Area
- \* Moriches Area
- \* Fire Island

**Special Environmental Areas Open Space Plans:**

- \* Compatible Growth Area (CGA) of the Central Barrens
- \* South Setauket SGPA/Pine Barrens
- \* Long Island Sound Estuary
- \* South Shore Estuary Reserve
- \* Central-West Town

**Lands recommended for preservation via clustering, acquisition or other means should be considered:**

- \* Undeveloped areas in Mt. Sinai Harbor Watershed
- \* North Shore Bikeway
- \* Greenbelt connection between north shore beach and Brookhaven State Park
- \* East Setauket-Ronkonkoma Trail
- \* Coram Woods
- \* Yaphank-Ridge Greenbelt Connection
- \* Lake Ronkonkoma Hills
- \* Moraine East of Bald Hill
- \* Carmans River Wetlands
- \* Radar Hill
- \* Swan River Greenbelt
- \* South Yaphank Park
- \* North Bellport Greenbelt
- \* William Floyd Parkway Strips
- \* Forge River Greenbelt
- \* East Moriches Park
- \* Moriches Waterfront Park
- \* Chandler Estate
- \* Portion Road
- \* Coram Woods
- \* Lido-Venezia Beach
- \* Southaven Wildlife Preserve
- \* Gerrard Road Wetlands
- \* Granny Road Preserve

- \* Barton Avenue Wetlands
- \* Specific sites listed in hamlet studies

- Site should not be prioritized for acquisition or preservation as open space merely because they are located in the core preserve. Parcels should be considered because of their significance to environmental quality or their sensitivity. In developing recommendations for acquisition or preservation of areas, consideration should be given to completing the various studies and plan discussed in the Plan, including the open space plan for the Central Suffolk SGPA, CGA and the Town and management plans for the Carmans and Peconic Rivers, in order to determine priority acquisitions.
- Consideration should be given to designation of sensitive areas and areas which are part of the open space system as cluster overlay districts. This will help to ensure that any future development proposed in such areas is designed to preserve open space and will also notify a developer or property owner up front that a cluster is required, reducing scarce money and time expended on incompatible, conventional grid plans. Furthermore, consideration should be given to promulgating specific clustering criteria in the Town Code such as suggested below:
  - ◊ The subject parcel abuts or is within 200 feet of existing or proposed open space, parkland, nature preserve, trails or the Core Preservation Area or the parcel contains land that can provide a connection in the future between two areas of open space and therefore clustering will add additional open space to and enhance the existing open space and/or trail system.
  - ◊ The subject parcel either contains or is adjacent to wetlands and/or surface waters and clustering would provide greater buffers and setbacks to the wetlands and/or surface waters and also would ensure that contiguous upland habitat, critical to many species which also utilize wetlands, is preserved adjacent to wetlands.
  - ◊ The subject parcel either contains or is adjacent to rare, endangered, threatened or special concern species of vegetation and/or wildlife and/or significant ecological communities or contains or is adjacent to habitat of rare, thereby help to preserve these species, habitats or communities.
  - ◊ The subject parcel either contains or is adjacent to cultural resources, either historic, prehistoric or archaeological, and clustering would thereby help to preserve these cultural resources.
  - ◊ The subject parcel is identified for acquisition, clustering or for preservation in an officially-adopted open space system or plan or in a hamlet study, open space study or similar land use plan.
  - ◊ The subject parcel either contains or is adjacent to significant scenic resources and clustering would thereby help to preserve these scenic resources.

- ◊ The site contains steep slopes and/or significant geological features such as kettle holes, swales and glacial erratics and clustering would thereby help to preserve these steep slopes and/or significant geological features.
  - ◊ Clustering of the subject parcel would provide open spaces which could provide some other type of municipal or public benefit.
  - ◊ Clustering on parcels which are 50 acres or greater in size unless one of the conditions noted above is present.
- The Town may wish to consider working with public and private institutional facilities such as schools and churches to identify significant remaining open space they own and developing means of preserving these areas.
  - Best management practices for development should include a criterion to cluster away from shorelines, dunes, wetlands and other sensitive features. The criterion should ensure that clustering away from a wetland does not result in the relocation of density to the more valuable shoreline.
  - Private open space such as like hunting preserves, golf courses, girl scout camps, boy scout camps, yacht clubs, private beach and bathing associations should be rezoned to and protected with a "*Private Park*" or other protective low-density zone category.
  - The Town has in the past supported the Count's farmland preservation program and will continue to do so now and in the future.
  - In determining areas to be designated Town Nature Preserves and in developing open space systems it should be considered that large, unimproved areas of open space outside of the pine barrens core area, such as in parks, should be recognized as an asset in their natural state for both human and wildlife perspectives as they often provide the last refuge for many species of sensitive and declining wildlife which are intolerant of habitat fragmentation and also provide areas for the large majority of people who recreate passively. Accordingly, these open spaces should therefore be retained where possible.
  - While enhancing access to undeveloped parks and open spaces, care should be taken to preserve natural values of a site. Active recreational sites should be located away from environmentally sensitive areas such as wetlands, significant wildlife habitat, etc.

#### **Old File Map Lots**

- Specific old file maps located in all environmentally sensitive areas of the Town should be identified and catalogued and programs developed to preserve these areas (e.g TDR). These include Mastic-Shirley, East Moriches, North Patchogue/Holtsville, South Setauket, Brookhaven hamlet and East Patchogue and steps taken to bring them to current standards.

- Means of comprehensively acquiring and/or preserving environmentally-sensitive open space areas in which old file maps are located should be addressed. This should include the following:
- Merging lots and reconfiguring and replatting these maps
- Transfer of Development Rights
  - \* Purchase of Sewage Capacity (Suffolk County Department of Health Services)
  - \* Credit Program
- Overlay zoning district
- 72h transfer from County to Town
- Exchanges/Swap
  - \* County
  - \* Town
- BZA Land Split Conditions
- Town Redemption of Taxes on County Auction Parcels
- IDA Incentives/Inducements
- Acquisition/Condemnation
- Dongan Patent/Public Trust Doctrine Issues
- Non-Contiguous 278 Clusters/Resubdivisions
- Conservation Easements
- Incentive Zoning
- Cooperative Acquisition Efforts with Private Non-Profits & Other Public Agencies
- Dedications
- Park District

#### 4. RESTORATION/REMEDATION

The Town of Brookhaven contains many unspoiled, natural areas. However, like other developed and developing areas certain activities occurred in the past, prior to environmental awareness, which resulted in environmental degradation in certain existing areas. Past dredging and development practices may have destroyed or severely impaired tidal and freshwater wetlands, including the smothering of wetlands with dredge spoil. Invasive alien species of wildlife and vegetation were introduced from other parts of the world and have taken hold in certain parts of the Town either displacing native species or virtually eliminating them. Among these are the mute swan, goldfish, Pekin duck, common reed, Japanese knotweed, chestnut blight and gypsy moth. Certain areas were completely clearcut of existing woods and stripped of topsoil. Some development patterns have resulted in fragmentation of wildlife habitat or complete removal of habitat. High density development in some areas has resulted in degradation of groundwater and surface water or exacerbation of flooding and erosion problems. Finally, in other areas some industrial, commercial, institutional and even residential activities have resulted in contamination of groundwater, surface water and soils with toxic and hazardous materials. A number of such sites are categorized on either the New York State or U.S. Federal Superfund lists.

Much of the environmental degradation that has occurred, such as groundwater contamination, cannot be addressed by the Town as it is under the legal purview of the County, the State or the Federal government. However, there are some activities the Town may wish to consider and undertake that could help to address some of these issues and help to improve and enhance environmentally-degraded areas:

- Analyze historical maps and older aerial photographs, including any from the 1930s and 1950s, to identify sites throughout the Town in which tidal and freshwater wetlands were formerly located. These original areas should be mapped to create a base from which to develop a comprehensive wetland re-creation/restoration program.
- Develop a comprehensive wetland re-creation/restoration program which lists and prioritizes each site, its current specific status and problems and potential remedies.

- Identify and map drainage watersheds and stormwater drainage systems which lead directly into surface waters, both fresh and salt water. Categorize volumes and capacities handled by each watershed and system. Develop a program for upgrading and improving stormwater retention and filtration.
- Map known contaminated sites from Federal, State, County and Town data sources to use as a database during land use planning and review of proposed development projects. Use map to adjust land uses and zoning as appropriate both on and adjacent to contaminated sites. Utilize map to develop any mechanisms Town could establish to help foster their remediation and restoration, including development of incentives.
- Using maps noted above, develop a program to assist in the re-development of "Brownfields" - formerly contaminated sites which have been remediated/restored and which could now be developed.
- Consider creation of a database and map of ecologically-degraded areas in which sites have been denuded or clear cut, invasive alien species are present in large numbers, native species have been extirpated or unnatural erosion or excavation or regrading has occurred. This database may include beaches, bluffs, abandoned mines, etc. Develop a comprehensive re-creation/restoration program which lists and prioritizes each site, its current specific status and problems and potential remedies.

## 5. COASTAL WATERS

The Town of Brookhaven has over 150 miles of shoreline and one of the most diverse coastal areas in New York State. These coastal waters and adjoining lands are an integral part of Brookhaven's heritage, economy, identity, and quality of life. The waters of the north shore harbors, Long Island Sound, south shore bays, and the Atlantic Ocean, together with the lands adjacent to these coastal waters, possess a variety of natural, recreational, commercial, cultural and aesthetic resources. They also confront the Town with a diverse set of economic, environmental, and access problems, issues and opportunities including the conservation of living marine resources, shoreline erosion and flooding, competing usage demands, the preservation and improvement of water quality, and public access. See Plates 5 and 6.

A prime objective to protect and enhance the coastal zone of the town is to balance the preservation and restoration of significant environmental resources, ecological habitats, and surface waters with the need to develop additional water dependent facilities, provide

opportunities for public access, maintaining the characteristics of the waterfront and minimizing conflicts.

In order to advance this goal, four objectives have been identified.

**Protect and enhance environmental conditions.** This includes:

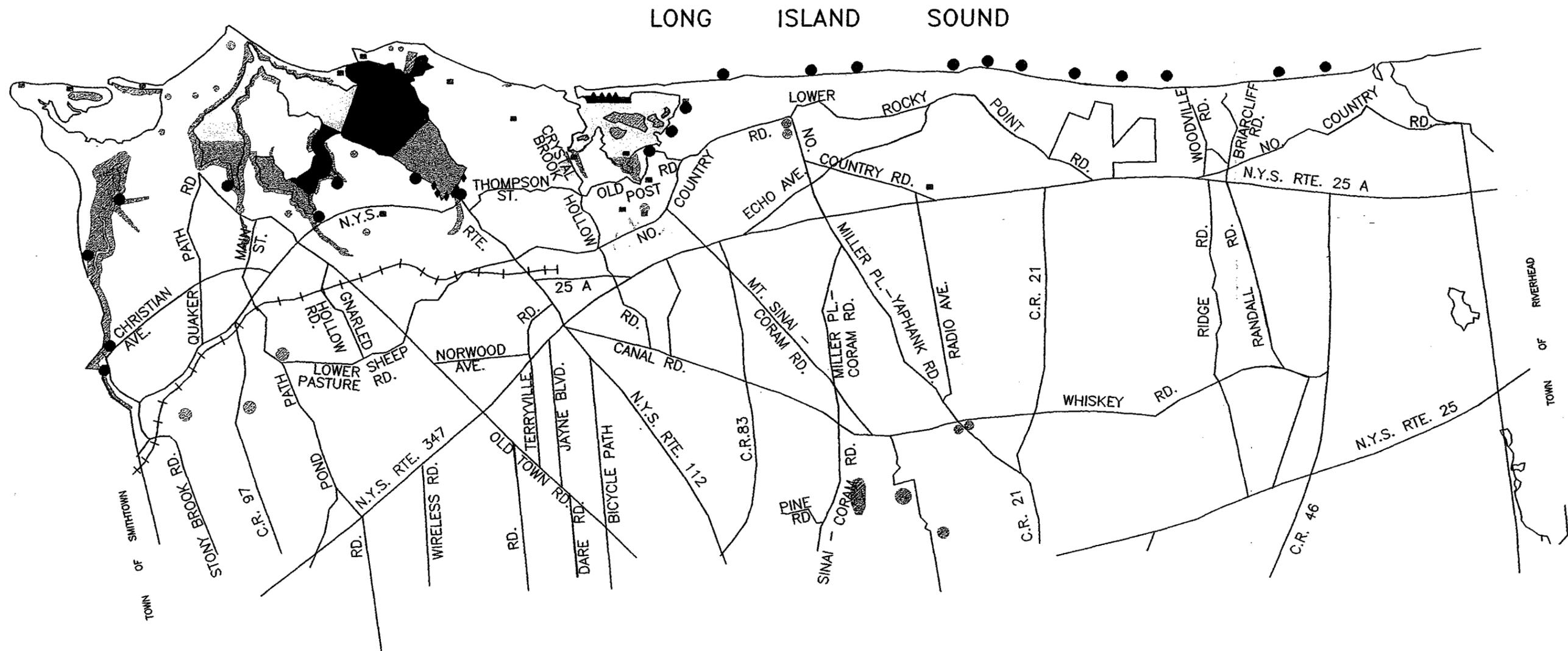
- Implement best management practices for all new development and reduce and enhance the quality of stormwater discharges from existing sources.
- Develop management plans for all public open space.
- Limit the number of vessels at all residential docks.
- Limit the length of docks in environmentally sensitive areas and in shallow areas.
- Establish no discharge zones in the Port Jefferson Harbor complex, Mt. Sinai Harbor, and the south shore bays, and provide an adequate number of public and private pumpout facilities.
- Prohibit the use of personal watercraft near the shoreline except for access.
- Prohibit the placement of moorings in areas of submerged aquatic vegetation.
- Limit the placement of shore hardening structures to areas where there is a demonstrated need and there are no other alternatives.
- Reevaluate zoning along stream corridors so as to ensure adequate protection of natural resources and water quality.
- Establish a no net loss wetlands policy through acquisition, TDR, land exchange, and mitigation.
- Dredge sedimentary deposits resulting from the discharge of stormwater.

**Assess the need for toe protection along the northshore bluffs.**

**Enhancing water dependent economic opportunities.** This includes:

- Restore shellfish populations and shellfish habitat and improve water quality so as to meet shellfish harvest areas criteria.
- Identify areas where public underwater lands can be leased for private mariculture and establish regulations.
- Create a marine commercial zoning category.





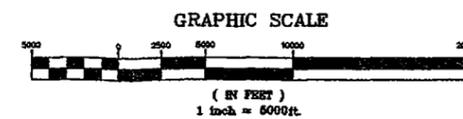
Legend

- Ecological Resources N. Shore
- ◆ Marinas
- Wetlands
- Point Source of Pollution
- Shellfish Beds
- Uncertified Areas
- Conditional Shellfishing Areas

Plate 5

TOWN OF BROOKHAVEN  
LAND USE PLAN

Coastal Resources N. Shore



November 1996

# Legend

- Wetlands - 
- Shellfish Beds:
  - Certified Open Public Lands - 
  - Certified Open Private Lands - 
  - Seasonal Closed Areas - 
  - Uncertified for Shellfishing Closed - 
  - Conditional Shellfishing Areas - 
  - Winter Grounds - 
- Public Access - 
- Marinas/Boat Yards - 
- Point Source Pollution - 
- Restoration Area - 
- Preservation Area - 

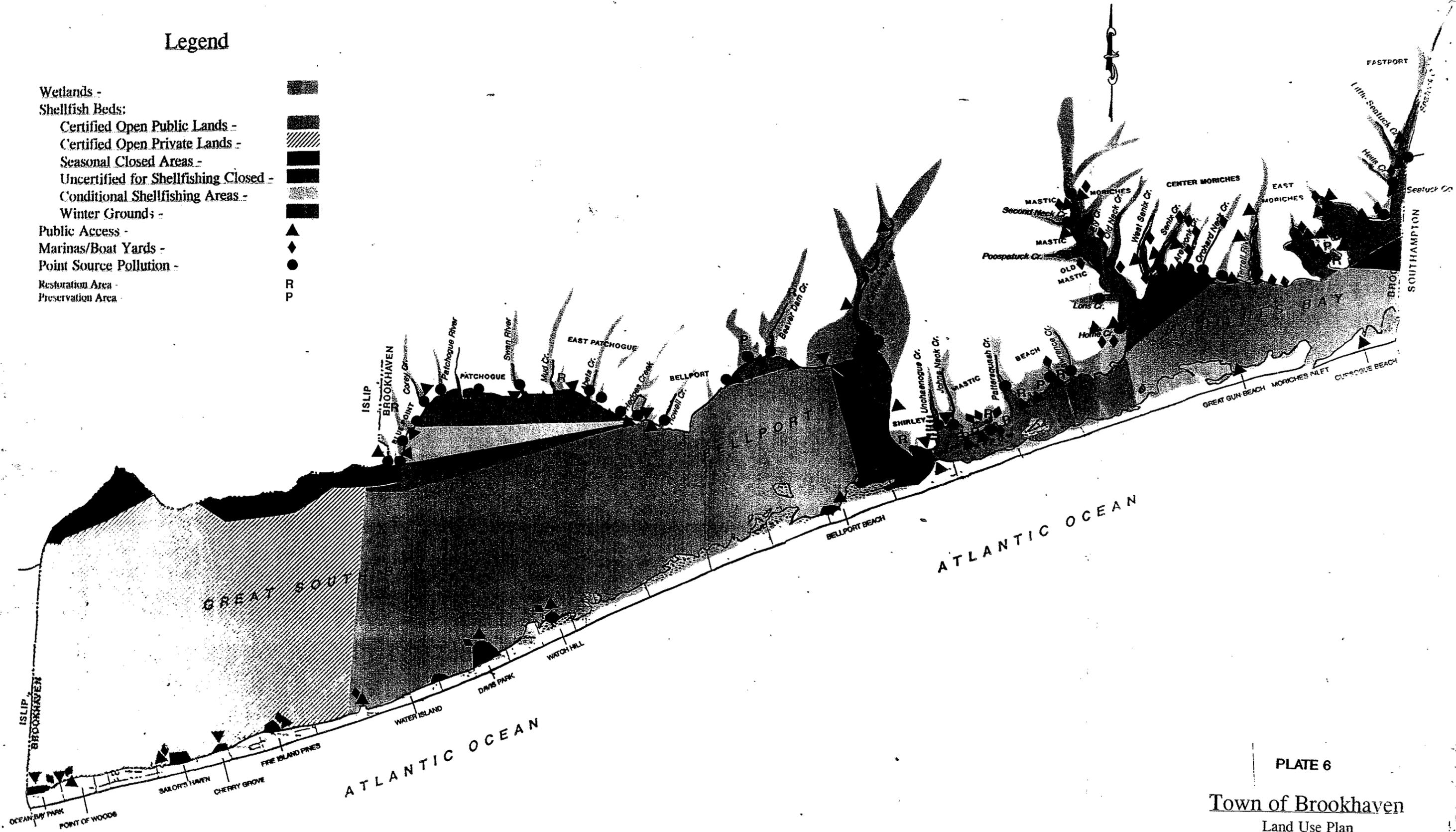


PLATE 6

## Town of Brookhaven

Land Use Plan

Coastal Resources (South Shore)

Not To Scale

April 1996

- Give water dependent businesses priority in waterfront areas.
- Promote tourism of coastal areas.

**Providing public access and navigation. This includes:**

- Maintain adequate water depths for navigation and establish general permits for selected dredging and dredge spoil disposal areas; evaluate the feasibility of dredging districts to pay for dredging.
- Provide access to the public shorefront at road ends wherever possible.
- Increase the number of boat launching ramps and expand the capacity of existing launching ramps.
- Increase the public appeal of underutilized sites on Fire Island and encourage ferries to provide a sufficient level of access.

**Minimize user conflicts and promote public safety. This includes:**

- Establish vessel speed zones and surface water usage areas, particularly for water skiing.
- Discourage development in V zones and encourage retrofitting of existing structures to better resist flood damage.

**Geographically Specific Issues**

The south shore of Brookhaven consists of Fire Island, the south shore bays of Moriches Bay, Narrow Bay and Great South Bay, and numerous streams and rivers tributary to south shore bays. The following actions should be taken:

- Restore wetlands and other natural habitats at the U.S. Coast Guard Station at Moriches and at the Blue Point Wetlands.
- Preserve the Beaver Dam Creek stream corridor through land swaps or TDR and support the preservation of the headwaters of Beaverdam Creek north of Montauk Highway.
- Support the transfer of the former Robinson Duck Farm from the NYS Wild, Scenic, and Recreational River system to the U.S. Fish and Wildlife Service to be made part of the Wertheim Wildlife Refuge.
- Support the efforts of the Port Morrow Foundation to restore degraded wetlands and link the Foundation's property to the Fire Place Neck Preserve by trails.
- Establish a land swap/TDR program for wetland parcels in Mastic Beach, in the vicinity of the Coast Guard Station in Moriches and other old filed maps in wetlands areas.
- Purchasing and creating a mixed use park/nature preserve at Dock Road in Mastic for enhanced access.
- Develop a small coastal park and small boat launching facility at Home Creek in Mastic Beach.
- Support and encourage the development of a marina and boat launching facility at the Shirley Marina.
- Establish Town parks along the wetlands at Neighborhood Road and Clearview Drive in Mastic; repair and expand the dock and fishing pier at Cranberry Drive in Mastic.
- Fill breaches on Fire Island as they occur.

The north shore of Brookhaven can be divided into two sub-regions. From Miller Place west are a series of embayments of Long Island Sound (Mt. Sinai Harbor, the Port Jefferson Harbor complex, Flax Pond, West Meadow Creek, and Stony Brook Harbor entrance). From Miller Place east, the shoreline is an unbroken bluff fronting Long Island Sound. The following actions should be taken:

- Redesignating Mt. Sinai Harbor as a marine sanctuary and developing a management plan that provides for public access, habitat/natural resource protection.
- Increase public parking for access to the Port Jefferson Harbor waterfront and create an esplanade along the waterfront.
- Establish a general permit dredge area at the south end of Port Jefferson Harbor and identify a site for the dewatering of dredge spoil so that it can be removed to another location.
- Establish vessel mooring areas in Port Jefferson Harbor and Setauket Harbor and maintain the existing mooring area in Mt. Sinai Harbor.
- Prepare a management plan for West Meadow Creek that addresses natural resource protection, water quality, and usage.
- Remove cottages at West Meadow Beach.
- Maintain adequate water depths in Stony Brook Harbor

## **VI. HISTORIC PRESERVATION**

### **A. EXISTING CONDITIONS**

Brookhaven has a rich prehistoric and historic heritage. Prior to the Colonial arrival of Europeans, it was inhabited for thousands of years by Native American communities which had their own unique cultures. Although most of these communities are not extant with the exception of the Poospatuck Nation in Mastic, they have bequeathed to the Town a legacy which includes many of Brookhaven's hamlet and village names such as Setauket, Patchogue, Coram, Ronkonkoma, Yaphank and Mastic and many roads which began as Native American trails. The past presence of these native peoples is recorded in many archaeologically-significant locales found throughout the Town.

Brookhaven's post-European history is abundant. Virtually every hamlet in the Town contains some type of historic structure or site (See Plate 7 for locations of existing historic resources). Areas with high concentrations of historic structures and associated historic landscape features are found in the Setaukets, Stony Brook, Port Jefferson, Mt. Sinai, Miller Place, Yaphank, Patchogue, Bellport, Brookhaven, Mastic, the Moriches and Eastport. A number of sites within the Town's borders are listed on the National Register of Historic Places. These include the Robert Hawkins Homestead in Yaphank, the Homan-Gerard House and Mills in Yaphank, the Caroline Church and Cemetery in Setauket, the William Floyd Estate in Mastic, the Hawkins Homestead in Stony Brook, the Nathaniel Longbotham House in Stony Brook, The Masury Estate Ballroom in Center Moriches, the Miller Place Historic District, the William Sidney Mount House in Stony Brook, the St. Andrew's Episcopal Church in Yaphank, the Smith Estate at Longwood in Ridge, the Smith-Rourke House in East Patchogue, the Suffolk County Almshouse Barn in Yaphank and the Thompson House in Setauket.

Prior to the American Revolution, the Town received a significant grant known as the Dongan Patent which established Town ownership of underwater lands, particularly those within the Town's bays and estuaries. This colonial grant is still utilized and provides part of the basis

for Town jurisdiction over shellfishing and other matters. The Town figured prominently in the history of Long Island, New York and the Nation. Many early Town residents participated in the American Revolution. A skirmish with British troops occurred in Selden and a famous and daring raid through Brookhaven by Benjamin Tallmadge resulted in the capture of the Manor of St. George in Mastic and the burning of hay stockpiled for British horses in Coram before Tallmadge left Setauket via whale boat for Connecticut. The route taken by Tallmadge is known today as the Tallmadge Trail. William Floyd, the only Long Island signer of the Declaration of Independence, had an estate in Mastic which still stands today and is a National Historic Site. A famous spy ring operated from Setauket on behalf of General George Washington provided much useful information to American patriots and was apparently the basis for James Fenimore Coopers' novel *The Spy*. Much of historical significance occurred after the Revolution in the Town as well. The Long Island Railroad was extended through the Town on three separate lines and many industries prospered including shellfishing, farming, shipbuilding, lumbering, milling, brickmaking and cordwood cutting.

The Town has played an active role in preserving and maintaining its significant history. Ten areas have been designated as Town Historic Districts. They are Stony Brook, Old Setauket, Dyers Neck (Setauket), East Setauket, Mt. Sinai, Miller Place, Longwood (Smith Estate location in Ridge), Yaphank, Fireplace Neck (Brookhaven hamlet) and Old Mastic. More than 24 structures and sites have been designated as Town Landmarks including the Davis Homestead in Coram, the Norton-Dare House in Selden, the Ketcham Inn in Center Moriches, the Maude Adams House in Lake Ronkonkoma, the West Manor Schoolhouse in Manorville and the Union Cemetery in Middle Island. The Town has acquired and preserved or is in the process of restoring numerous historic sites including the Smith Estate at Longwood, the Swezey-Avey House in Yaphank, the Swan River Schoolhouse in East Patchogue and the New Village Congregational Church in Lake Grove.

The Town Historic District Advisory Committee (HDAC), established under Chapter 85 of the Town Code, reviews development activities within Town-designated historic districts and associated Transition Zones or those concerning Town Landmarks located outside Town historic districts. The HDAC advises the Town concerning these activities and provides recommendations which have helped to preserve individual historic sites and have helped to maintain the historic character of the districts and Town as a whole. The HDAC has also

# Legend

- Existing Historic Districts - 
- Proposed Historic Districts- 
- Historic Trails- 
- Existing town Landmark - 
- Proposed Town Landmark - 
- State and National Register - 
- Archaeological Sites - 

**NOTE:** The areas shown as proposed historic districts are conceptual in nature and are not intended to represent specific boundaries. The actual district and district boundaries, if approved, will be located within the areas as shown. If any historic districts are proposed they will be subject further review, public hearing and public comment.

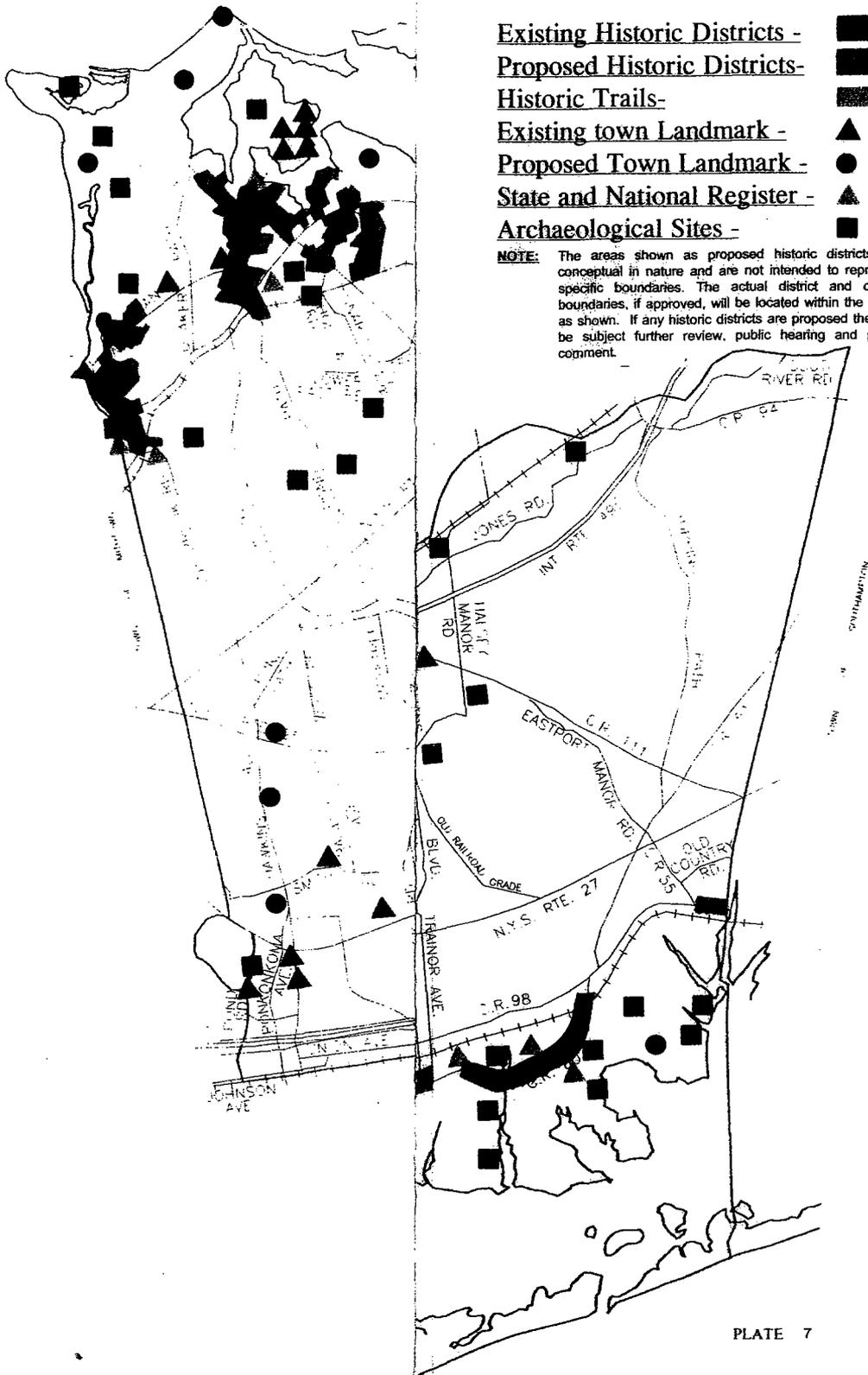
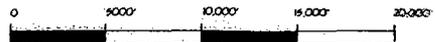


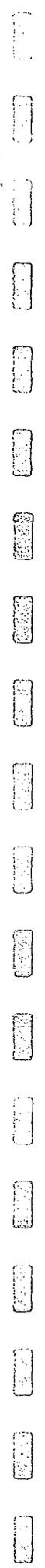
PLATE 7

## Town of Brookhaven Land Use Plan Historic District/Cultural

Scale



April 1996



prepared publications, including a handbook, to educate and advise residents about the Town historic resources and appropriate ways of restoring or altering historic structures. The Town Department of Planning, Environment and Development currently reviews projects for potential impacts on cultural resources, including subsurface archaeological resources. The Department also consults with the State Historic Preservation Office and State Museum and reviews applications for the demolition of structures for potential impacts on historically-significant structures as well. The Town Historian preserves and maintains Town historic records, works in conjunction with the Town Parks Department to maintain historic cemeteries within the Town and is responsible for overseeing the restoration and maintenance of certain Town-owned historic structures including the Smith Estate at Longwood.

## **B. PROBLEMS AND NEEDS**

Although the Town has made great strides in attempting to preserve historic structures, some current procedures are more reactive than proactive. One example is the review of demolition permit applications in which efforts to explore alternatives to demolition are undertaken after the application is received. Unfortunately, this limits the alternatives which the Town can consider and imposes time constraints with which the Town can ensure that the applicant is treated in a fair, timely and reasonable manner. There continues to be a loss of historic structures in the Town.

There are many structures, sites and areas, such as in Coram, East Patchogue and the Moriches, outside the existing designated Town Historic Districts which are of equal historic significance but which do not have the level of protection afforded to these districts nor their level of prominence or public awareness.

The Town currently has a very extensive but not complete inventory of historic sites, structures, archaeological areas and the like. Some records are located in different departments or even in the offices of certain State departments and private, non-profit historic preservation organizations. There is no central comprehensive depository.

No incentives are currently offered to those who wish to preserve historic structures instead of demolishing them or greatly altering their appearance. Generally, there has also been limited public recognition granted to those private individuals who actively preserve historic sites.

Although the Town has made great effort in preserving its history, greater cooperation and coordination among involved Town departments and divisions is required to ensure that every effort is made to promote preservation of cultural resources without needless duplication. In addition, the roles of the many involved Town entities and Town procedures are not clearly defined in the Town Code.

Historic trails and corridors in the Town have received some recognition for their significance but in many cases there are no formalized plans, guidelines and regulations designed to help maintain and preserve the character and integrity of these areas. For example, although the Tallmadge Historic Trail has received some recognition, no long-term planning initiatives have been undertaken to ensure that the historic and scenic qualities of this trail and signage are maintained or restored where necessary. In addition, no comprehensive effort has been made to continually educate the public and promote awareness of and appreciation for such historic features.

There is currently limited review of small developments, such as single-family homes, for potential impacts to archaeological resources especially in areas of high potential for cultural resources. The State Historic Preservation Office provides only limited input in review of such projects for impacts to cultural resources, especially archaeological.

The Town does not currently qualify as having a Certified Local Government (CLG) historic preservation program. This is a program established by the U.S. Department of the Interior and administered by the State Historic Preservation Officer which is a joint Federal-State-cooperative effort. Because the Town does not have a certified program it is therefore ineligible to receive preservation funds from a number of large grant funds for historic preservation. A CLG requires the creation of a Town ordinance which contains very strong protections for historic structures including designation, survey and inventory of historic properties and active

participation in nomination of properties for the State and National Historic Registers. The CLG ordinance must be approved and certified by the State. The CLG also establishes an Historic Preservation Review Commission whose members have a definite terms of office and are empowered to operate with some degree of independence.

## **C. RECOMMENDATIONS**

The aforementioned problems should be addressed by consideration and implementation of the following recommendations:

- Plate 7 depicts the creation of new historic districts in East Patchogue (South Country Road), the Moriches Corridor, Eastport, Coram Middle Island and unincorporated areas near Bellport. Additional historic districts may be considered for Manorville and South Haven. Plate 7 depicts a broad, conceptual area of historic interest within which Historic Districts might be established. The shaded area should not be construed as being the exact boundaries nor should it be assumed the future historic districts will be as extensive as those conceptually shown on Plate 7. However, if actual historic districts are established they would be located within the areas shown. The exact location and specific boundaries of the historic district within the conceptual area shown on the map will be subject of future review and public input and the specific boundaries will be determined during the implementation phase of the Plan.
- The designation of additional Town Historic Landmarks throughout the Town and in all hamlets.
- The installation of formal signs announcing the designation of a site as a Town Historic Landmark.
- The establishment of formalized Town Preservation Incentive Programs which rewards private individuals for preserving historic structures. This may include the following:
  - \* Providing reward and formal public recognition for adaptive re-use.
  - \* Reducing assessments in return for an historic preservation easement or agreement to allow designation as Town Landmark, State Register and/or National Register
- The rezoning of important historic sites to a less-intensive zoning category which will be more conducive to preservation.
- The establishment of a planning program to identify, inventory, preserve, designate, promote and/or enhance existing historic corridors, colonial roads and trails including the Tallmadge Trail, especially the remaining dirt road portion of Pipe Stave Hollow Road in Miller Place, the Brookhaven portion of the Bull Smith Trail in Stony Brook, the British

raid on the Captain Daniel Roe House in Selden and the route taken by George Washington through the Town in the late 1700s.

- The Town program should be established to clean or replace Town Historic Landmark, Tallmadge Trail or other Town historic designation signs which have been vandalized, damaged or weathered.
- When there is no alternative to demolition of an historic structure, consider developing a program and establish a criterion in applications for demolition of historic structures to donate such structures to individuals, interested preservation groups or local historical societies or to allow them an opportunity to remove the fabric of the building for reconstruction and refurbishment of other historic structures or for display in historical collections.
- The Town should assemble a more complete inventory of historic sites, structures archaeological areas and the like including obtaining records from non-Town entities.
- The establishment of greater cooperation and coordination among involved Town departments and divisions to ensure that every effort is made to promote preservation of cultural resources without duplication.
- The Town should provide appropriate training for existing staff to allow for review of small developments for potential impacts to archaeological resources.
- The Town should consider creating a Certified Local Government historic preservation program, pursuant to State requirements, to further its historic preservation efforts.
- The Town should consider designating additional sites for the State and National Registers of Historic Places.
- Revisions of the Historic District codes should be considered to address other structural and aesthetic aspects not currently addressed including the appearance of established business that are poorly maintained; detached ancillary structural features such as fences, walks, etc. and style and maintenance of existing residential structures.

## **VII. TRANSPORTATION**

### **1. INTRODUCTION**

This component of the Comprehensive Land Use Plan updates prior Town planning efforts regarding transportation. Since 1987 significant changes have occurred in economic trends affecting transportation as well as accomplishments that addressed critical transportation issues. The 1992 Draft Transportation Plan, prepared for the Town by Louis K. McLean Associates, P.C. in consultation with a Town Transportation Plan Technical Advisory Committee, was extensive in scope and substance and remains as a "stand alone document" which provides substantial transportation planning guidance. Reference can be made to that document for details not repeated here.

In general, there have been minimal changes since 1987 in the driving characteristics of residents and workers in the Town. As reported, nearly 80 percent of all working residents are employed in Suffolk County, with almost 91 percent relying on the automobile to commute to work. However, more discretionary trips and a more dispersed pattern of those trips have increased the impact upon local routes. In addition, a significant factor that adversely impacts the Town's transportation system is the increase of vehicular registration which indicates that more vehicles are being used on Town roadways. Between 1980 and 1990, the number of households with three or more vehicles more than doubled.

### **2. THE ROAD SYSTEM**

#### **A. Overview of Circulation**

The Town is well served by an interconnected network of State, County and Town roadways providing the infrastructure for traffic circulation. The existence of 90 miles of State highways, 140 miles of County roads and over 1,800 miles of Town roads, provide for the circulation and movement of people and goods throughout the Town. This road system is complemented by other modes of transportation, including rail, ferry and airport facilities and is shown on Plate 8.

Plate 9 depicts the average daily traffic loads (ADT) of State and County roads within the Town. ADT is the total volume of traffic during a given time period in 24 hour days—greater than one day and less than one year—divided by the number of days in the study period. Annual volume counts are known as AADT.

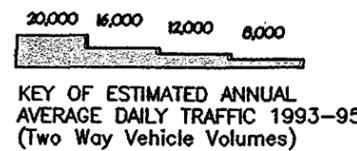
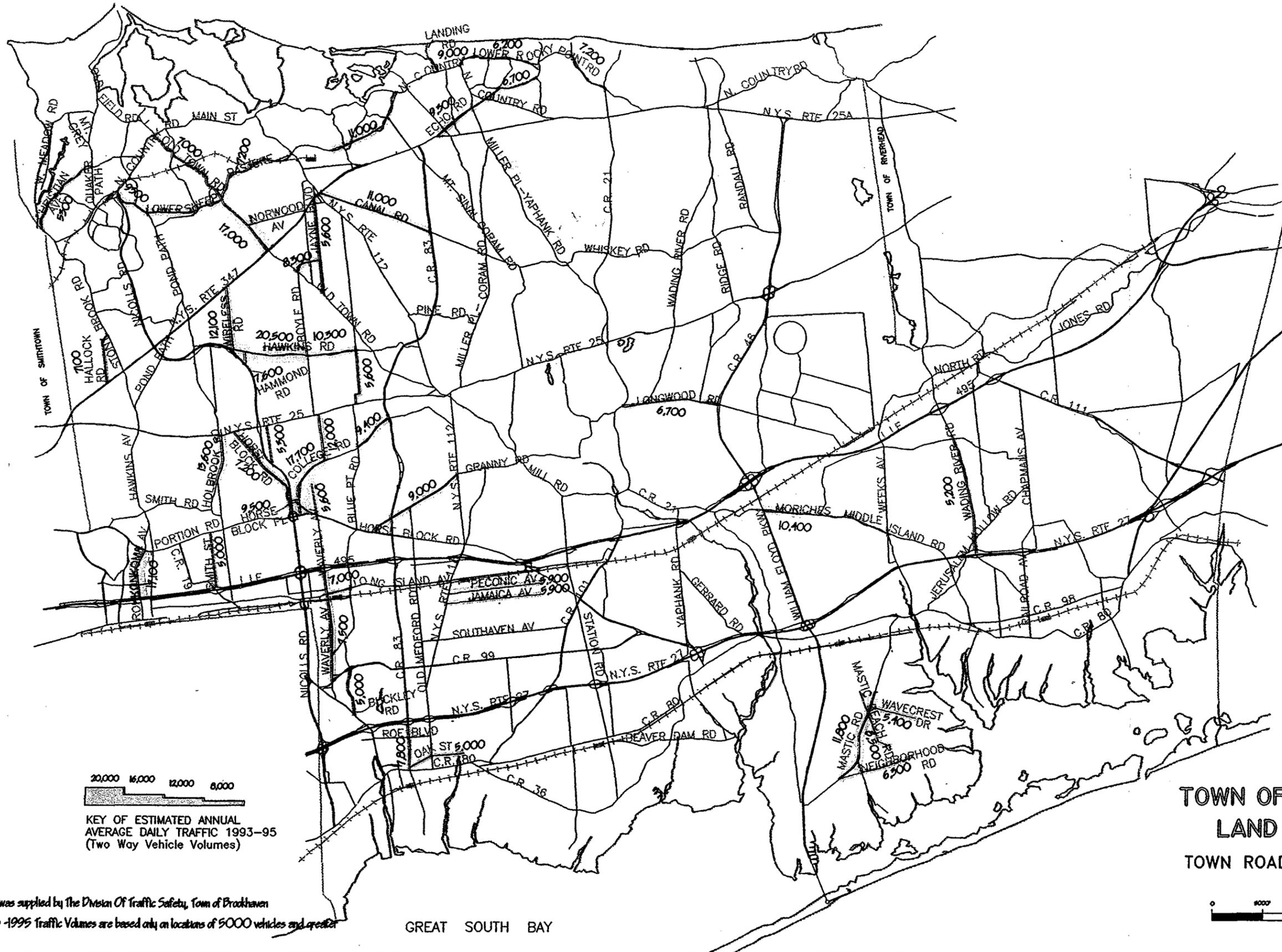
Town roads with an ADT of 5,000 vehicles or greater are shown on Plate 10. Local roads under the jurisdiction of the Town represent the most significant segment of the roadway system. However, these roadways were under-represented in prior land use and/or transportation plans. In many cases these local roads provide the link between the State and County roads and provide access for all residences in the Town.

## **B. Volume Counts**

From time to time, New York State and Suffolk County conduct traffic studies. Sometimes these are for a specific project, while at other times volume counts are taken county wide or by road segment (Plate 9 shows the estimated current AADT volumes for State and County roads). This data enables one to make comparisons of traffic volumes over a period of time. The 1987 plan presented a traffic volume map. Since this plan is the basis for this update, comparison between 1987 and today is relevant. Comparison between 1987 and 1992 is possible for 46 locations on the State highway system and 7 on the County system. Raw count data is converted by formula to AADT. In some cases, these numbers are the result of historic data being extrapolated to the current year. These data are shown on Table 11.

Of the 53 locations compared, ten showed a decline in volume over the five year period. Normally the State estimates that volumes increase at a rate of two to three percent each year. However Table 10 reveals the wide disparity in volume growth between roadways and within sections of a highway. The reason for this could be the opening of an activity center (such as a shopping center), improvement to the roadway, or improvement to an alternate roadway. In some cases, volume increases to an intolerable level forcing motorists to seek alternate routes.

LONG ISLAND SOUND

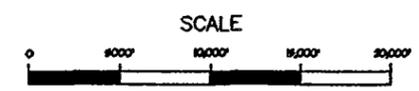


KEY OF ESTIMATED ANNUAL AVERAGE DAILY TRAFFIC 1993-95 (Two Way Vehicle Volumes)

NOTE:  
 All data was supplied by The Division Of Traffic Safety, Town of Brookhaven  
 The 1993-1995 Traffic Volumes are based only on locations of 5000 vehicles and greater

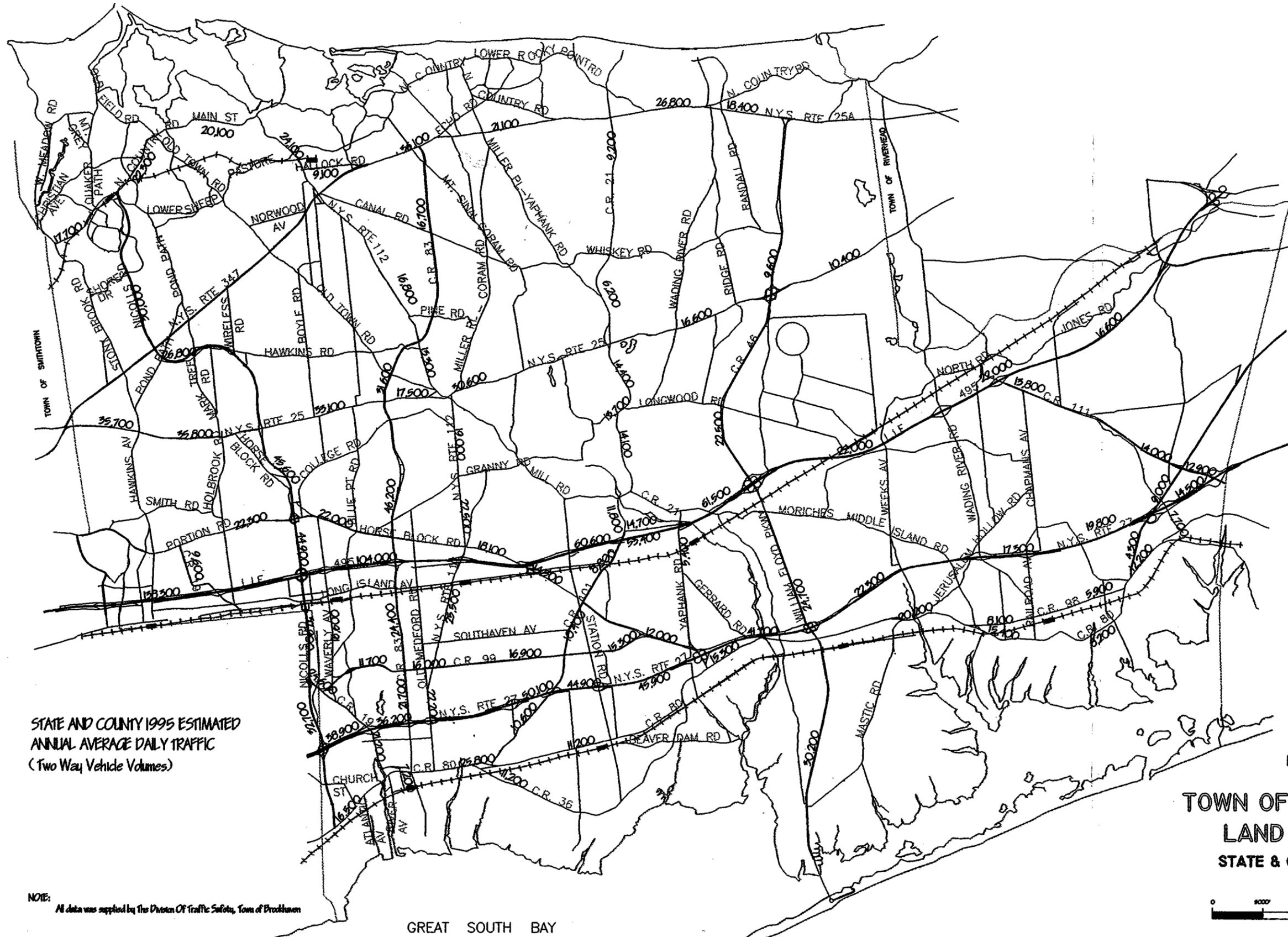
GREAT SOUTH BAY

PLATE 10  
 TOWN OF BROOKHAVEN  
 LAND USE PLAN  
 TOWN ROADWAY VOLUME MAP



APRIL 1996

LONG ISLAND SOUND



STATE AND COUNTY 1995 ESTIMATED  
ANNUAL AVERAGE DAILY TRAFFIC  
(Two Way Vehicle Volumes)

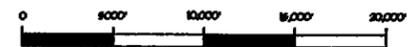
NOTE: All data was supplied by The Division Of Traffic Safety, Town of Brookhaven

NORTH

PLATE 9

TOWN OF BROOKHAVEN  
LAND USE PLAN  
STATE & COUNTY VOLUMES

SCALE

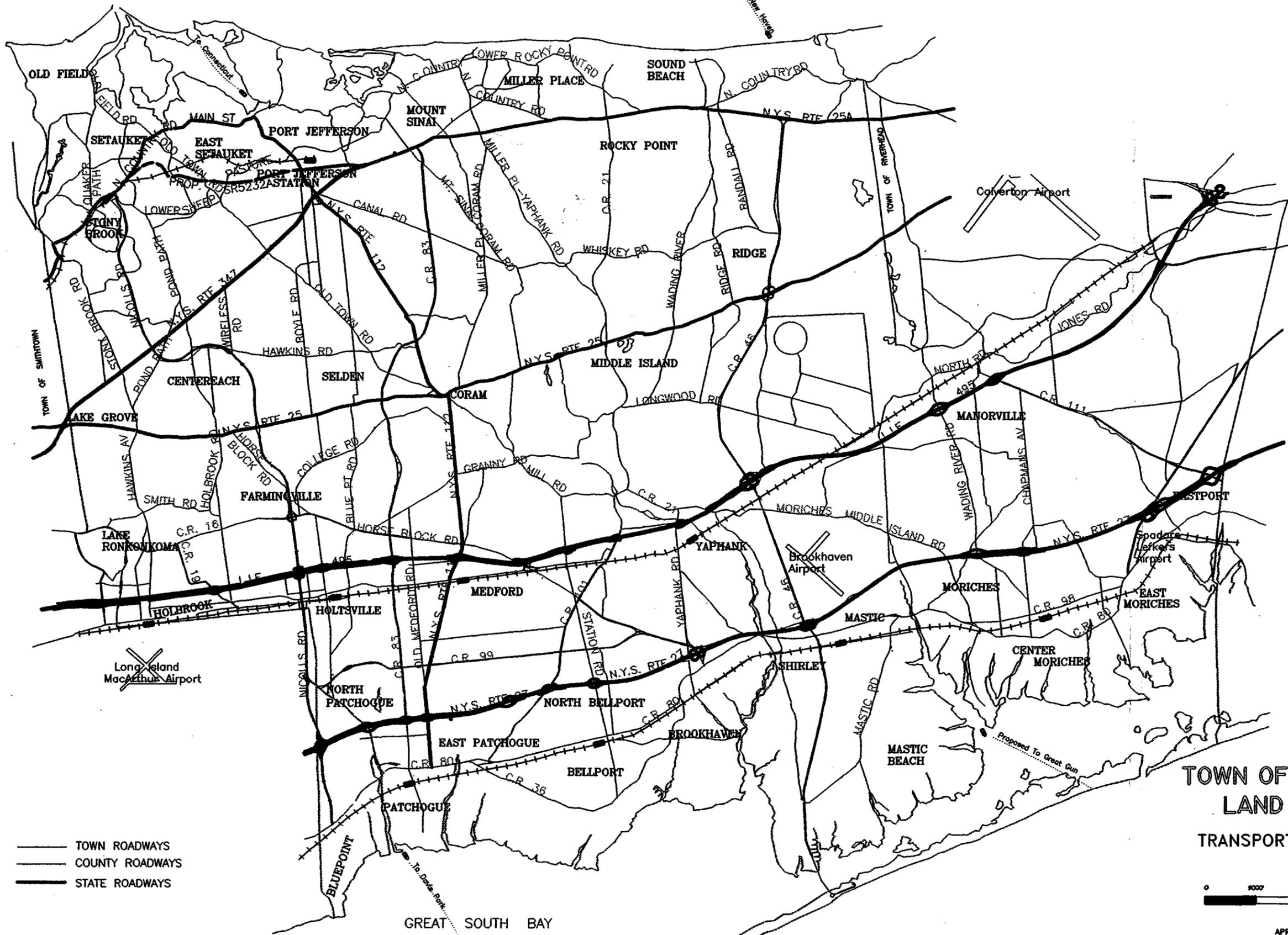


APRIL 1996

GREAT SOUTH BAY

LONG ISLAND SOUND

Proposed To New Bridge



- TOWN ROADWAYS
- COUNTY ROADWAYS
- STATE ROADWAYS

PLATE 8

**TOWN OF BROOKHAVEN  
LAND USE PLAN  
TRANSPORTATION NETWORK**



APRIL 1996

GREAT SOUTH BAY

Proposed To Great Gun

Typically, traffic volumes on these roads in Brookhaven have increased at rates greater than normal. Generally, this has occurred in an easterly or southerly direction.

**Table 11**  
**COMPARISON OF 24 HOUR AADT**  
**1987 AND 1992**

	1987	1992	% Change
<b>NYS 347</b>			
To Nicolls	48,780	53,900	10.5
Nicolls to Old Town	38,070	42,000	10.3
Old Town to 112	37,900	41,400	10.9
112 to 25A	21,810	24,300	11.4
<b>NYS 112</b>			
347 to 83	15,750	16,000	1.6
83 to 25	15,750	13,200	16.2
25 to Granny	16,400	19,900	21.3
Granny to Horse Block	17,100	23,000	34.5
LIRR to Woodside	16,600	19,600	18.1
Woodside to 27	17,320	21,400	23.6
27 to 27A	16,400	22,200	35.4
<b>NYS 25A</b>			
Smithtown to Nicolls	14,140	17,300	22.3
Nicolls to P.J.	20,570	20,400	N/C
Hallock to 347	31,710	23,700	-25.3
347 to 83	29,200	27,100	-7.2
83 to 21	24,610	23,100	-6.2
21 to Middle Island	13,700	24,200	76.6
William Floyd to Riverhead	11,880	18,700	57.4
<b>NYS 25 (Middle Country Road)</b>			
Lake Grove to Nicolls	33,700	36,700	8.8
Nicolls to 83	27,290	25,700	-5.9
83 to 112	16,980	18,800	10.7
112 to Bartlett	21,260	28,000	31.7
21 to Wm. Floyd	14,810	15,500	4.7
Wm. Floyd to Riverhead	9,640	9,500	-1.5
<b>I 495 (Long Island Expressway)</b>			
Exit 60 to 61	113,500	118,700	4.6
Exit 61 to 62	72,500	83,400	15.0
Exit 63 to 64	51,100	76,800	50.3
Exit 64 to 65	48,060	64,800	34.8
Exit 67 to Wm. Floyd 68	48,060	61,500	28.0
Exit 68 to Wicks	29,370	22,200	-24.4

**Table 11 (continued)**  
**COMPARISON OF 24 HOUR AADT**  
**1987 AND 1992**

	1987	1992	% Change
<b>I 495 (LIE - Continued)</b>			
Exit Wicks to 69	19,800	22,200	12.1
Exit 70 to 71	13,500	16,600	23.0
Exit 71 to 72	7,500	9,900	32.0
<b>NYS 27 (Sunrise Highway)</b>			
19 to 112	36,900	43,300	17.3
112 to Hospital	36,200	40,000	10.5
Hospital to Station	33,400	38,200	14.4
Station to Horse Block	26,590	36,000	35.4
Horse Block to Wm. Floyd	26,590	31,700	19.2
Wm. Floyd to CR 25	19,140	18,500	-3.4
25 to Railroad	16,560	14,300	-13.7
Railroad to 51	12,900	18,000	39.5
51 to Southampton	9,750	11,000	12.8
<b>NYS 27A</b>			
Islip to Patchogue	15,000	16,500	10.0
36 to 101	15,900	17,700	11.3
At Horse Block		13,610	12,700
Horse Block to Carman River	15,400	15,300	N/C
<b>CR 83</b>			
25A to Canal	11,500	12,400	7.8
Old Town to 25	23,300	31,600	35.6
L.I. Ave. to Woodside	12,300	24,400	98.3
Wm. Floyd (CR 46)			
25A to 25	6,100	9,600	57.3
25 to 495	9,500	15,400	62.1
27A South	17,000	30,200	58.9
<b>CR 51</b>			
South of 27	2,800	4,300	5.4

### 3. WORK PATTERNS

#### A. Journey to Work

Travel patterns of the work force are important in the planning of highways and mass transit systems. Many internal trips (trips that stay within the Town) may indicate a need for north-south transportation, while external trips (trips that leave the Town) migrate towards the east-west limited access highways or even mass transit. The increase in number of vehicles per family can indicate multiple workers, children of driving age, or affluence, and may lead to additional off-peak and more local trips.

In 1990 there were 259,895 vehicles in Brookhaven. There is one vehicle for every 1.57 persons in Brookhaven, for every 1.53 persons in Suffolk, and for every 1.58 persons in Nassau County. The number of households without vehicles remained about the same when compared to the previous numbers of 1980. The number with three or more vehicles more than doubled. This allows for more discretionary trips since the car doesn't have to be in the garage "in case it's needed". Table 12 contrasts the number of vehicles per household between 1980 and 1990.

**Table 12**  
**NUMBER OF VEHICLES PER HOUSEHOLD**

Vehicles Per Household	1980		1990		1980-90
	%	Number	%	Number	% Change
0	6.4	7,015	6.0	7,745	10.4
1	34.6	37,788	24.7	31,848	- 15.8
2	44.3	48,447	43.9	56,684	17.0
3+	4.7	16,010	25.5	32,869	105.3
<b>Total Households</b>	NA	<b>109,260</b>	NA	<b>129,146</b>	<b>18.2</b>

## B. Place of Work

In 1980, the U. S. Census reported about 85,000 jobs in Brookhaven with 75% of these being filled by Brookhaven residents. By 1990, job production increased by over one-third to 116,869 jobs. The role of Brookhaven as a place of employment for its residents remained the same since 73% of the jobs were filled by local residents in 1990. At the same time, 27,818 jobs were provided for persons residing outside the Town. Another 18,230 residents reported that they worked elsewhere on Long Island, with only 17,822 working off the Island. (See Table 13)

**Table 13**  
**PLACE OF WORK**

Vehicles Per Household	1980		1990		1980-90
	%	Number	%	Number	% Change
Same Town	46.1	56,915	45.5	89,051	56.5
Same County	78.9	97,508	81.6	159,550	63.6
Long Island	88.9	109,860	90.9	177,780	61.9
Off Long Isl.	11.1	13,678	10.9	17,822	30.3
<b>Total</b>		<b>123,538</b>		<b>195,602</b>	<b>58.3</b>

*Source: U.S. Bureau of the Census*

## C. Means of Travel to Work

The single occupant automobile is the primary vehicle for the journey to work (used by 83.6% of those traveling to work). Only 312 persons traveled by train to their place of employment in Brookhaven and another 1,384 arrived by bus. Stony Brook, the mass transit leader, was the destination of 85 rail and 346 bus patrons. Including those residents who used mass transit within the Town for the journey to work, 8,986 persons (4.6%) reported rail or bus as their vehicle of choice (including trips to New York City). These factors are shown in Table 14. The percentage who use mass transit in the Town of Brookhaven is the lowest of the five western towns.

**Table 14**  
**MEANS OF TRANSPORTATION**

Form of Transportation	All Workers		Residents Working in Brookhaven
	Number	%	
Drive Alone	156,244	79.9	71,233
Carpool	21,971	11.2	8,935
Public Transportation	8,986*	4.6	1,195
Walk	3,662	1.9	3,556
Bicycle	528	0.3	NR
Other	1,043	0.5	4,520
Work at Home	3,168	1.6	3,168
<b>Totals</b>	<b>195,602</b>	<b>NA</b>	<b>92,607</b>

*Source: U. S. Bureau of the Census*

Note: \* Includes 119 Rail Users

#### **D. Major Employment Centers**

Based on the 1980 U. S. Census, the Long Island Regional Planning Board produced a report, **The Journey to Work to Major Employment Centers - 1984**. It highlighted twelve major employment centers in Suffolk County. Brookhaven had three of these: Patchogue Area (ranked nine), Port Jefferson Area (ranked eleven) and Stony Brook Area (ranked twelve). In 1990, the Stony Brook area had the greatest work trip growth with 13,778 work trips while Port Jefferson only grew 1,288 work trips (second lowest). Of the twelve areas, Stony Brook had 8.8 % of the journey to work trips, had the largest growth (22% of the total), and had an overall trip increase of 136 %. Despite this growth, and a nearby railroad station, rail use decreased from 91 to 83 persons. Bus use increased from 135 to 278, while 88 % chose to use an auto. The relative rankings of the three main employment centers has changed and is now as follows: Stony Brook

(nine), Port Jefferson (ten) and Patchogue (eleven). Table 15 lists the total number of work trips to and within Brookhaven.

**Table 15**  
**TOTAL TRIPS FOR JOURNEY TO WORK TO BROOKHAVEN**

Origin	Total Trips	Percent of Total
Hempstead	1,596	1.4
Oyster Bay	1,319	1.1
Babylon	1,994	1.7
Brookhaven	85,883	74.7
Huntington	2,412	2.1
Islip	11,906	10.4
Riverhead	2,057	1.8
Smithtown	4,862	4.2
Southampton	1,671	1.5
All Other Towns	1,312	1.1
<b>Total</b>	<b>115,012</b>	<b>100.0</b>

Table 16 identifies the travel mode to work within Brookhaven.

**Table 16**  
**MEANS OF TRAVEL FOR JOURNEY TO WORK TO BROOKHAVEN**

Origin	Mode of Travel				
	Auto	Carpool	Railroad	Bus/Subway	Other
Hempstead	1,492	221	18	65	21
Oyster Bay	1,250	91	2	23	44
Babylon	1,915	217	0	42	37
Brookhaven	80,168	8,935	119	1,076	4,520
Huntington	2,398	360	0	0	14
Islip	11,688	1,145	36	56	126
Riverhead	2,043	258	0	6	8
Smithtown	4,807	334	6	12	37
Southampton	1,632	280	3	18	18
All Other	1,249	231	20	5	38
<b>Total</b>	<b>108,642</b>	<b>12,072</b>	<b>204</b>	<b>1,303</b>	<b>4,863</b>
<b>% of Total</b>	<b>94.5</b>	<b>11.1</b>	<b>0.2</b>	<b>1.1</b>	<b>4.2</b>

Source: U.S. Bureau of the Census

#### **4. TRANSPORTATION CENTERS**

Earlier plans identified potential transportation centers at Ronkonkoma, Yaphank and Calverton. In general, each of these locations have similar characteristics in that they possess the ability to develop a multi-modal transportation network around commercial/industrial development.

The Ronkonkoma Hub District has recently completed substantial improvements at the railroad station. A new 1,000 car parking garage has been opened on the Brookhaven side along with a commercial facility for retail use and railroad operations support. Area roadway improvements have been completed and improved, and coordinated bus service is in progress.

#### **5. BICYCLE ROUTES**

Bicycle routes may also be denoted as "lanes" or "paths" depending upon the context or intent of the discussion. Each description may infer a different type of bicycle facility. Such facilities may be paved or unpaved, dedicated to bicycles only. Some bicycle facilities may share the paved portion of an existing roadway with motorists. The different types of possible facilities require significant differences in design. The bicycle routes herein are mainly on existing paved roadways, where the bicyclist and motorist must share the roadway environment. In some cases, as identified in several Hamlet studies, a proposed bicycle route may traverse an unpaved section of right-of-way, not open to motorists, between sections of paved roadway. Bicycle routes may traverse State, County and Town controlled roadways and/or rights-of-way. Each agency having jurisdiction must be involved in the process of bicycle route designation.

The Town currently has two designated bicycle routes. The first is the Tallmadge-Longwood Bicycle Route and is described in literature available from the Town. It was developed by the Town in part through the work of the Boy Scouts and the Town Historian. It is

shown on Plate 11 along with existing and proposed bicycle routes. This route begins at Cedar Beach in Mount Sinai and follows a portion of the Historic Tallmadge Trail (Pipe Stave Hollow Road) southerly to Middle Island, creating a loop upon itself, including Bartlett Road, Longwood Road, Smith Road, Whiskey Road, and then back to Pipe Stave Hollow Road.

An application for Federal and matching County funds for another designated bicycle route has been approved. As a result, the initial segment of the Central Corridor Bicycle Route has been implemented from west of Ronkonkoma Avenue, east to State Route 112. Plans to extend this route into Riverhead Town are being advanced.

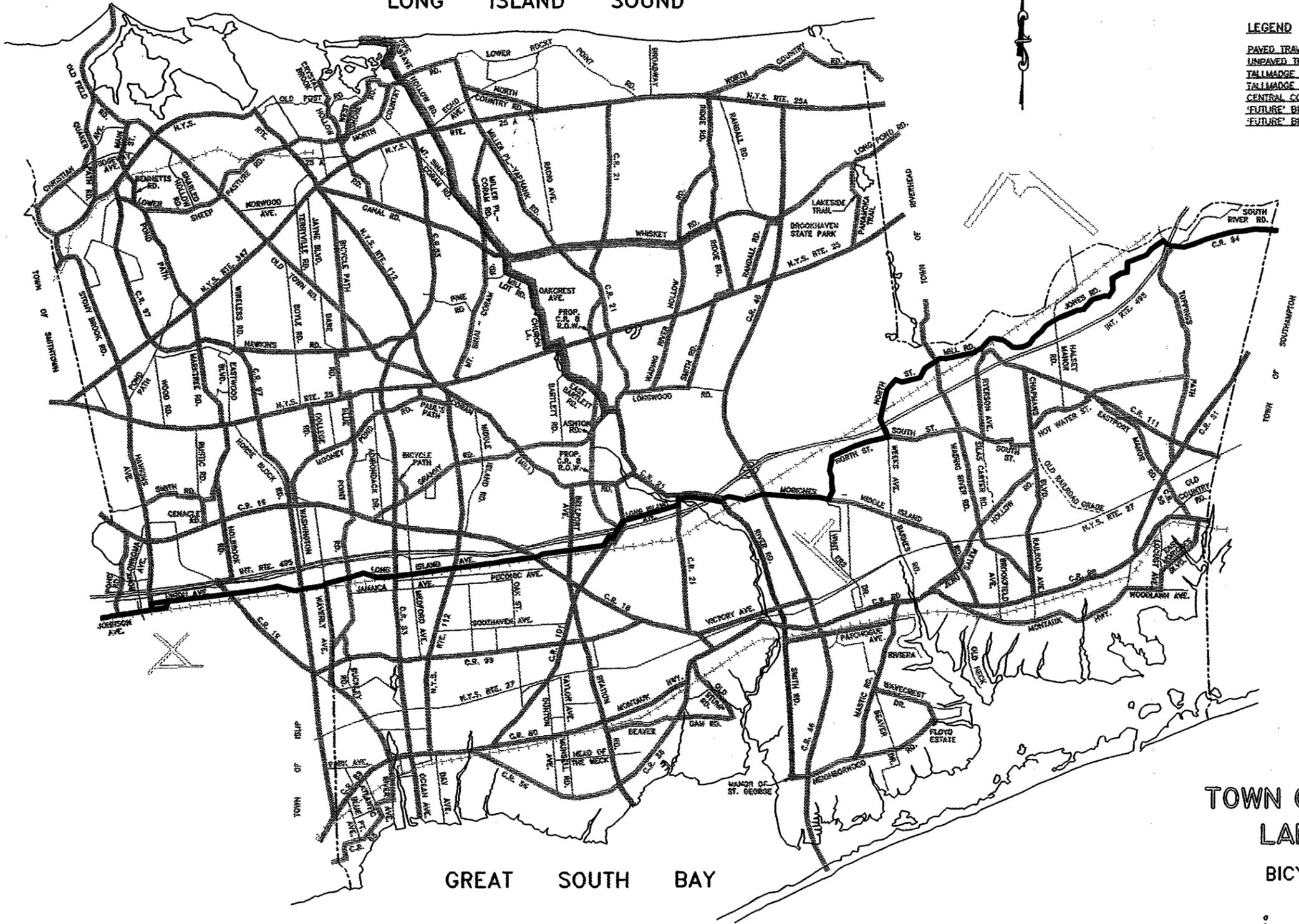
The Town has commissioned a Bicycle Advisory Committee made up of representatives from the Town and local bicycle advocates, including the Paumanok Bicycle Club, to address issues regarding the creation and maintenance of bicycle routes in Brookhaven. This Committee and its efforts should be referred to for further information regarding bicycle routes in the Town of Brookhaven. Bicycle route design criteria is currently under consideration by the Committee. In addition, maintenance responsibility and liability exposure are additional issues that must be addressed.

## **6. BUS TRANSPORTATION**

Bus transportation in Brookhaven Town is provided by Suffolk County Transit. This system of twenty interconnected bus routes including feeder routes is operated by private bus companies under contract with the County which owns the buses and leases them for operation (these routes are shown in Plate 12). Approximately 14,000 riders a day utilize the County-wide system with over 50 percent of the riders using the bus to commute to and from work. This system primarily serves a transit-dependent population, those who lack a driver's license or do not have access to an automobile (80 percent of bus ridership). The current bus routes currently access institutions and employment centers as well as shopping, rail and ferry facilities.

Overall ridership is well below capacity and the entire program is subsidized by approximately 79 percent government funds with 21 percent coming from passenger fares. Potential levels of ridership revenues will not meet capital and operating expenses without continued government financial support.

LONG ISLAND SOUND



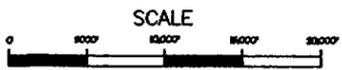
**LEGEND**

- PAVED TRAVELWAY
- UNPAVED TRAVELWAY
- TALLMADGE HISTORICAL TRAIL
- TALLMADGE - LONGWOOD BICYCLE ROUTE (Existing)
- CENTRAL CORRIDOR BICYCLE ROUTE
- 'FUTURE' BICYCLE ROUTES (COMMUTER)
- 'FUTURE' BICYCLE ROUTE (RECREATION)



PLATE 11

TOWN OF BROOKHAVEN  
LAND USE PLAN  
BICYCLE ROUTE MAP



APRIL 1996

INCREASE SERVICE FREQUENCY FROM 60 MINUTES TO 30 MINUTES

# LONG ISLAND SOUND

**LEGEND**

- REGULAR ROUTE
- FEEDER ROUTE ONLY
- PROGRAMMED IMPROVEMENT

INCREASE SERVICE FREQUENCY FROM 60 MINUTES TO 30 MINUTES (PEAK PERIOD)

NEW SERVICE

INCREASE SERVICE FREQUENCY FROM 60 MIN. TO 30 MIN. (PEAK PERIOD)

NEW SERVICE

HIGHER SERVICE FREQUENCY/ COORDINATE WITH L.I.R.R. SERVICE

NEW SERVICE

INCREASE SERVICE FREQUENCY FROM 60 MINUTES TO 30 MINUTES

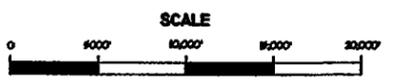
INCREASE SERVICE FREQUENCY TO 60 MINUTES

# GREAT SOUTH BAY

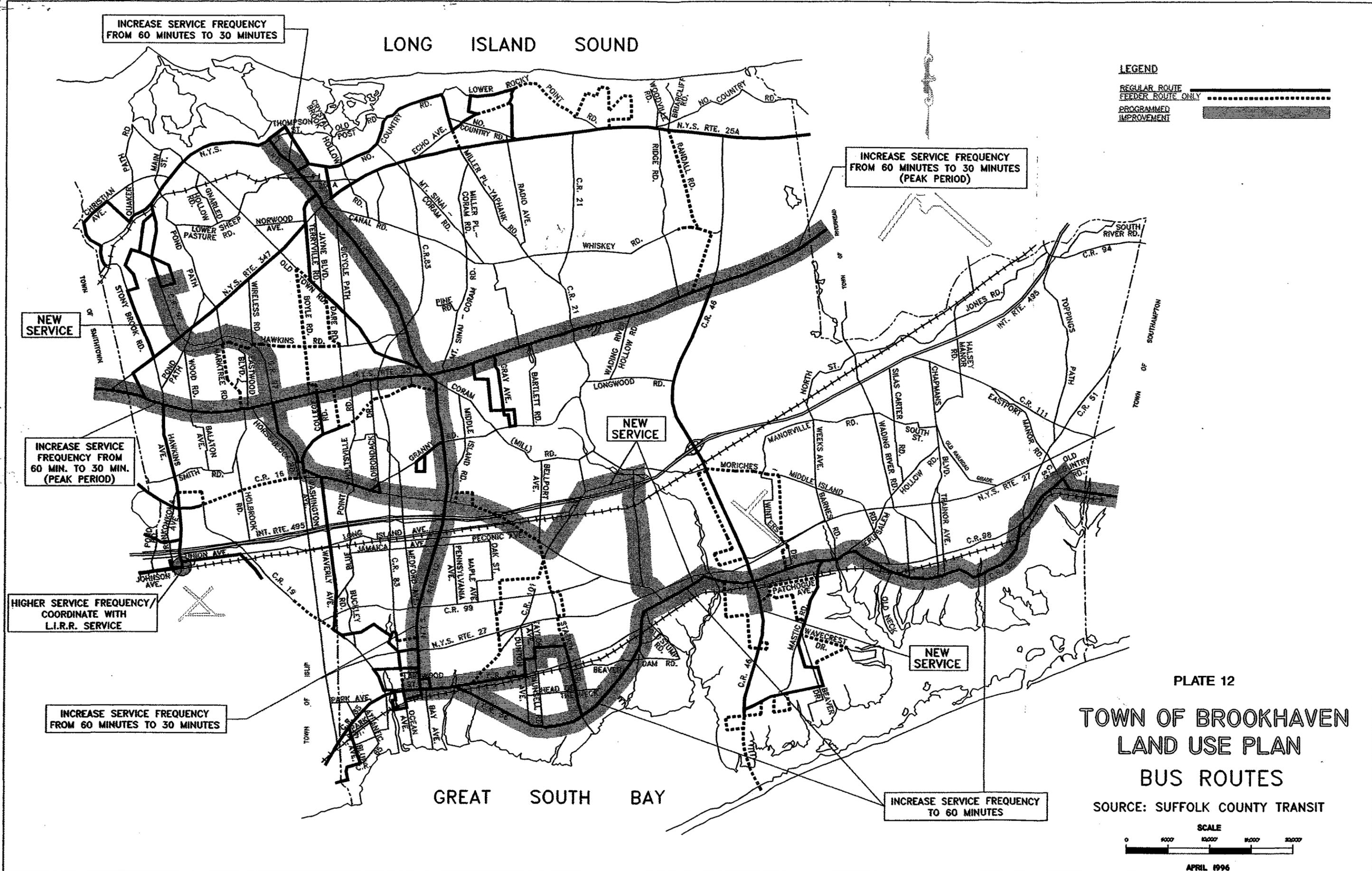
PLATE 12

## TOWN OF BROOKHAVEN LAND USE PLAN BUS ROUTES

SOURCE: SUFFOLK COUNTY TRANSIT



APRIL 1996



Bus service in Suffolk County, and therefore within Brookhaven Town, has been constrained by several factors. Population density in many of the areas of the County is too low to support bus service. Generally, at least 5,000 person per square mile are required for minimal service which is one hour headways (headways are the frequency of service, e.g. a bus coming to the same stop once every hour). The length of the island coupled with dispersed activity centers requires long routes thereby increasing the cost per vehicle mile and the cost per passenger. The overall budget constraints have curtailed some routes and limited expansion. With the exception of the Patchogue to Walt Whitman Route 54 (peak hour headways of 30 minutes) all routes run on one hour headway or greater, both on and off peak. The span of service is typically the work day. Service normally begins around six in the morning and ends around eight in the evening. Particular attention has been given to servicing the college and university, hospitals, social service agencies, railroad stations, major shopping areas and minority communities. Saturday service is reduced and there is no Sunday service.

## **7. RAIL TRANSPORTATION**

Brookhaven is served by three branches of the Long Island Rail Road (LIRR): Port Jefferson, Ronkonkoma, and Montauk with ten rail stations as shown on Plate 8.

Electrification of the Main Line to Ronkonkoma was completed in 1988. Reduced travel time helped to increase ridership along the Main Line and reduce ridership along the Port Jefferson and Montauk branches. Overall, there has been a 55 percent increase in rail ridership.

The Town and Metropolitan Transportation Authority (MTA) have worked together on the Ronkonkoma Hub District Improvements. In addition, side platforms have been completed to provide full access to both sides of the tracks from either the north side or south side (Town of Islip) parking areas. Additional surface parking is proposed at this station.

The Port Jefferson and Montauk Branches are under utilized by commuters. The inconvenience of switching trains at Jamaica will be addressed by the MTA and LIRR. The Port

Jefferson and Montauk Branches are planned for improvement, depending on the availability of capital funds. The Long Island Rail Road anticipates the implementation of double decker coaches and dual mode locomotives after 1997 to improve service and absorb some ridership from the Main Line which has exceeded capacity of the trains servicing that line on typical commute days. In order to accommodate these new trains, high level platform work has commenced along the Port Jefferson and Montauk Branches.

Parking demand at the Stony Brook, Port Jefferson, Ronkonkoma and Shirley train stations exceeds capacity. At these stations, a lack of parking causes an under utilization of the available trains for commuting purposes. The LIRR is evaluating existing parking facilities and is considering expansion at Stony Brook and Port Jefferson. At Port Jefferson Station, a pedestrian overpass from the municipal parking area (Town of Brookhaven) south of the tracks to the train platform is being considered.

In general, future expansion of the current railroad service, e.g. establishing a new eastern terminal at Yaphank east of Ronkonkoma, will require major system reconstruction. The single track east of Farmingdale and the limits created by available capacity at Penn Station will have to be addressed.

## **8. FERRY TRANSPORTATION**

### **A. Cross-Sound (Long Island - Connecticut)**

Existing ferry service is provided by the Port Jefferson/Bridgeport and Orient Point/New London operations. Passenger growth at each has been addressed by the recent improvements to the Bridgeport terminal and an additional passenger-only ferry at the Orient Point facility. However, these operations are limited by physical constraints at or near each terminal. These constraints affect parking expansion at or access improvements to each facility. All users of the Orient Point/New London ferry west of the Townships of Riverhead and Southampton must pass through the Town of Brookhaven.

## **B. Great South Bay - (Brookhaven - Fire Island)**

Seasonal ferry service is provided from Patchogue to the Davis Park and Watch Hill communities on Fire Island. These communities do not have year-round residents. Other Brookhaven hamlets on Fire Island do have year-round residents. These are Fire Island Pines and Cherry Grove whose access is provided by ferry service from Sayville. Access to the other Fire Island communities with the Town, Point O'Woods, Ocean Bay Park and part of Seaview, is provided from Bay Shore.

## **9. AIRPORTS**

Airport facilities servicing the Town of Brookhaven include a major commercial airport (Long Island Mac Arthur), located within the Hamlet of Ronkonkoma (Town of Islip) to the west of the Town of Brookhaven. A smaller commercial airport (Brookhaven Calabro Airport) is Town-owned and designated as a "reliever airport" by the Federal Aviation Administration (FAA). This facility is located in the Hamlet of Shirley. This site is located along the east side of William Floyd Parkway (CR 46) north of Sunrise Highway (NY 27). Residential streets (Dawn Drive and Maple Avenue) provide further direct access to the airport. Brookhaven Calabro Airport has undergone improvements since 1987, including the expansion of taxiway facilities and the installation of an Instrument Landing System (ILS).

The Town had completed a Brookhaven Municipal Airport Master Plan Update during 1990. This document should be referred for details of further airport improvements and development. An important traffic-related recommendation in the document proposes that the airport's ground access be revised with the creation of direct airport access to the North marginal road of Sunrise Highway and the William Floyd Parkway.

Two privately owned air strips, Spadaro and Lufkers, are contiguous to each other along the north side of Montauk Highway in the Hamlet of East Moriches. These two air strips mainly service private recreational flights.

## **10. OVERALL RECOMMENDATIONS:**

### **A. Transportation Centers**

Future development should within the Ronkonkoma Hub District should be continued in accordance with the Town's Hub Plan. These include widening of Hawkins Avenue, Railroad Avenue, Union Avenue and improvements to the Long Island Expressway service roads.

A Yaphank Transportation Center should be considered at or near the southwest quadrant of the Long Island Expressway and William Floyd Parkway (CR 46). This location is suitable due to its close proximity to Brookhaven Airport, major highway access and the Long Island Railroad. Planned multi-use development in the Yaphank area has been identified for significant expansion. This includes the proposed regional shopping mall at the northwest quadrant of the Long Island Expressway and CR 46, adjacent to the County facilities along Yaphank Avenue (CR 21); further development of the project known as North Shore Properties; the potential construction of a new Seventh Precinct in the area and industrial expansion at the Brookhaven R&D Industrial Park and Sills Industrial Park. The recent development of Dowling College's National Aviation and Transportation Center located at the Brookhaven Calabro Airport further supports the development of a transportation hub in this area. In addition, a high technology incubator has also been proposed for development at the NAT Center in a cooperative economic growth venture between the Town and Dowling College and therefore adds further impetus to this transportation center proposal. In conjunction with the Yaphank development, the State should continue its plans for continuous LIE service roads east of the interchange at Exit 65. Additional crossings of the railroad between Sills Road (CR 101) and CR 46 may need to be considered.

### **B. Bicycle Routes**

The Town has developed a series proposed bicycle routes which are mapped as shown on Plate 11, including the Tallmadge-Longwood Route, the Central Corridor Route, the Historic Tallmadge Trail and commuter and recreational routes suggested by the Paumanok Bicycle Club. It is recommended that these be developed where feasible.

The Central Corridor Bicycle Route should continue to be developed. Additional consideration is needed to encourage bicycle use for commuting purposes by providing bicycle route access to railroad and bus facilities.

Issues regarding design criteria, construction costs, maintenance responsibility and liability exposure need further review. The efforts of the Town Bicycle Advisory Committee should be supported and continued.

### **C. Bus Transportation**

Suffolk County needs to continue to evaluate existing and future needs of the bus transit system as demands change. New origins and destinations of riders will require modification and/or improvements to segments of the system. The County plans to enhance service on several lines; S-61, S-58 and S-66 and provide a new line between the Mastic/Shirley area and University Hospital at Stony Brook.

Designated bus stops have been established and bus shelters should be provided at major stops where there is dense activity. The Town should generally adhere to the recommendations established in its *Bus Shelter Installation Study (1990, Town of Brookhaven Division of Traffic Safety)*. Public/private participation should be considered for the installation and maintenance of bus shelters at the priority locations listed in the Town Study.

The County needs to consider express bus service along specific routes that warrant such service. In addition, as transportation centers, industrial developments and retail centers expand, the County needs to remain flexible in its evaluation of the overall bus system to satisfy the demand of the ridership. Bus route information is illustrated on Plate 12.

## **D. Rail Transportation**

Expansion of intra-Island and reverse service should be considered as the commuting needs of Long Islanders change. The Metropolitan Transportation Authority (parent of the LIRR) should continue to obtain funding for improvements to station facilities within Brookhaven. The Rail Road should revisit the feasibility of promoting increased freight operations to relieve some of the strain on the existing roadway infrastructure and to allow for increased access to off-Island markets for Brookhaven's manufacturers.

The Town and Metropolitan Transportation Authority (MTA) should continue to work together on the Ronkonkoma Hub District Improvements. Additional surface parking should be provided at this station.

The inconvenience of switching trains at Jamaica by Port Jefferson and Montauk Branch commuters should be addressed. The Long Island Rail Road should continue improvements, including the implementation of double decker coaches and dual mode locomotives after 1997, to improve service and absorb some ridership from the Main Line. At the Stony Brook, Port Jefferson, Ronkonkoma and Shirley train stations, the MTA and LIRR should expand parking opportunities to provide for access by more commuters and again relieve overuse of Ronkonkoma.

Establishment of a new eastern terminal at Yaphank, east of Ronkonkoma, should be considered to take advantage of the planned development and economic growth opportunities there.

## **E. Ferry Transportation**

Future demand for cross-sound ferry service will best be served by an additional ferry providing service between Shoreham and New Haven. In November 1993, The Suffolk County Planning Department prepared a report **Long Island to Connecticut - Location and Placement of a High Speed Ferry Service**. This report concluded that a high speed privately funded ferry

service from the LILCO Shoreham site to New Haven, Connecticut was feasible. The Suffolk County Planning Commission, by resolution, recommended to the County Executive and the Legislature that they support the proposal. Particular attention must be given to the access road and its connection with CR 46 so that NYS 25A does not become a truck access road to the terminal. Private initiatives regarding new ferry service at this location should be encouraged and fully explored.

Input from various hamlet studies suggest that additional seasonal ferry service be considered from Mastic Beach and Center Moriches to Great Gun Town Park on the Fire Island barrier beach near Moriches Inlet. These routes would cross Moriches Bay at points originating from Home Creek (off Forge River), Mastic Beach, and Senix Creek, Center Moriches, and terminate at the existing Town facility on the barrier beach. Currently, Great Gun Town Park is directly accessible by private boats with available docking facilities for the day only. Access is also possible via four-wheel drive and pedestrian access is possible from Smith's Point County Park.

The concept of additional (seasonal) ferry service as suggested may have merit but would involve a variety of impacts at both the origin and destination sites. A feasibility study should be considered to determine if demand exists. If so, additional engineering and environmental studies should be undertaken to address ferry docking and service operations, vehicle parking areas and access roadway mitigation.

## **F. Airports**

The Town should continue to implement the recommendations in the Brookhaven Municipal Airport Master Plan Update and consider changing the location of the airport's ground access to the North marginal road of Sunrise Highway and the William Floyd Parkway. In addition, the Town should continue to pursue redevelopment of the Ronkonkoma Hub to take advantage not only of the Hub's location adjacent to the Ronkonkoma rail station, but also its location adjacent to Islip MacArthur Airport.

## 11. FUTURE STATE AND COUNTY IMPROVEMENTS

Highway improvements fall under three jurisdictions, the State of New York, Suffolk County and the Town of Brookhaven. In addition, the Long Island Expressway is an Interstate Highway (I-495) and is funded as an Interstate. The Town is least likely to be able to afford major highway improvements. Nevertheless, it's system represents the greatest mileage. However, it is generally estimated that 80% of traffic is carried on 20% of the road mileage. These roads are normally constructed and maintained by higher levels of government, the State and County. Major road improvements are financed through general obligation bonds over a period of time as regulated by the State Finance Law. State and County funding is augmented by Federal aid distributed by agreement through the Transportation Improvement Program 1993-1998 (TIP) by the Transportation Coordinating Committee (TCC) consisting of the County Executives of Nassau and Suffolk, the Metropolitan Transportation Authority (MTA) and New York State Department of Transportation (NYSDOT) and subsequently by the Metropolitan Planning Organization (MPO), a regional body. Funding of this nature (80% of eligible costs) comes from the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). Table 17 outlines the proposed improvement to State and County highways through program year 1999.

**Table 17**

### SUMMARY: BROOKHAVEN TIP THROUGH 1999

Note: See Plate 13 for location of reference numbers (Ref. #)

Ref. #	Project Summary
110	NY 112 - IMPROVE INTERSECTIONS CHERUB, HALLOCK, TERRYVILLE NY 25 (TIP #1141)
111	NY 112 - RECONSTRUCT, ADD 2-WAY LEFT TURN LANE
115	NY 25 - RECONSTRUCT AND WIDEN 2 TO 5 LANES (TIP #4197)
117	NY 25 - GRADE SEPARATE MODIFY CLOVERLEAF CR 97 & NY 25 (TIP #4201)
122	NY 347 - RECONSTRUCTION NY 25 TO CR 97 (TIP # 5412)
125	NY 27 - SERVICE RD. CONSTRUCTION EAST AND WESTBOUND PHYLLIS DR. TO STATION RD. (TIP #5890)
136	I-495 - RECONSTRUCT AND PAVE EXITS 61 TO 64 (TIP #22861)
137	I-495 - SERVICE RD. CONSTRUCTION, LEFT TURN LANES INTERSECTION IMPROVEMENT EXITS 63 TO 64 (TIP # 22862)
139	I-495 - EASTBOUND SERVICE ROAD CONSTRUCTION, EXITS 65 TO 67 (TIP #22865)

**Table 17 (continued)**

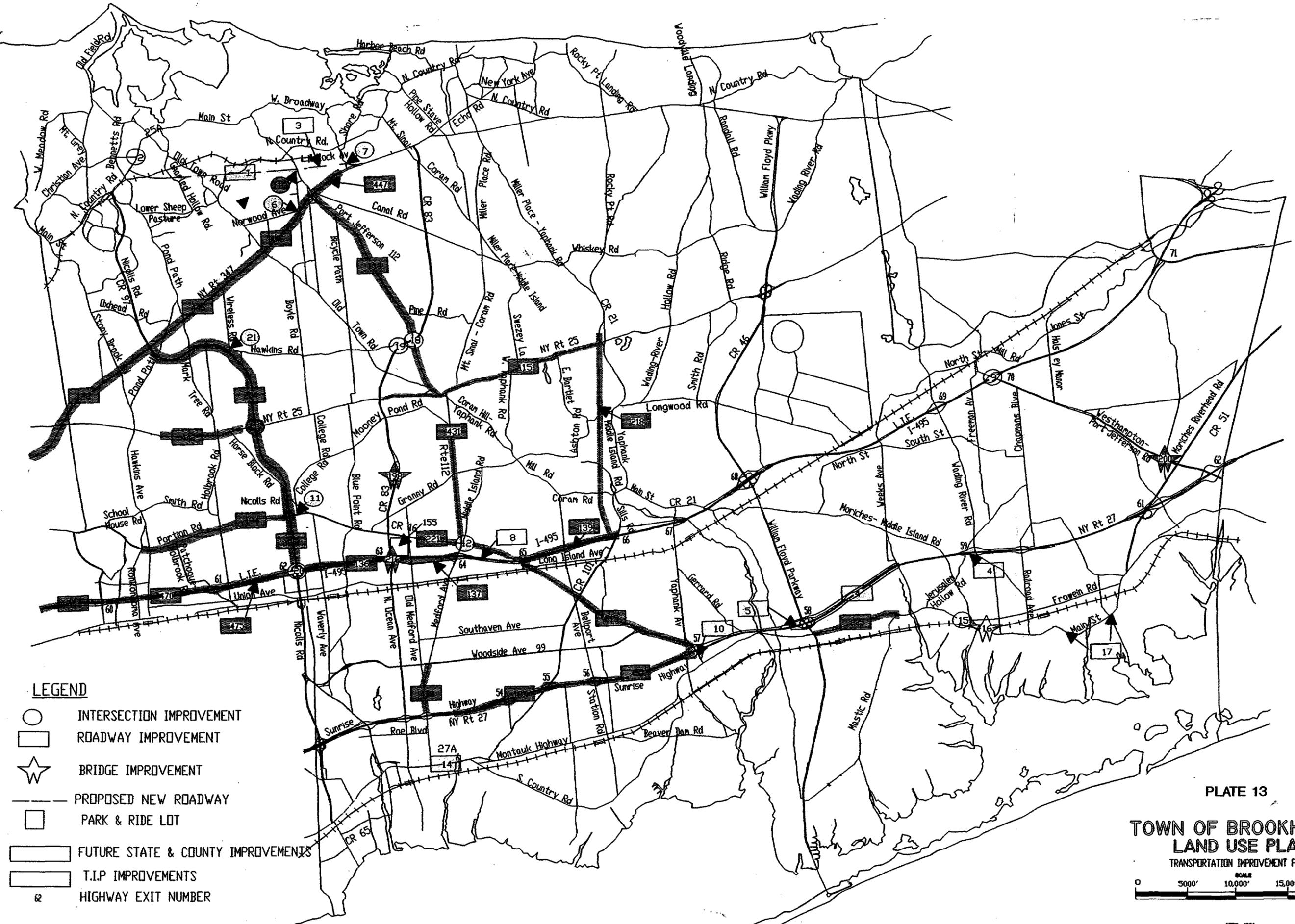
**SUMMARY: BROOKHAVEN TIP THROUGH 1999**

<b>Ref #</b>	<b>Project Summary</b>
155	RESURFACE, FENCE, LIGHTS PARK & RIDE LOT @ EXIT 63 (TIP # 80445)
194	CR 16 - PORTION RD. - 16 RECONSTRUCT TO 4 LANES, DRAINAGE - RONKONKOMA AVE. TO CR 97 (TIP #75598)
198	BRIDGE REPAIR CR 83 @ BICYCLE PATH (TIP #75651)
200	BRIDGE REPAIR CR 111 @ TOPPINGS PATH (TIP #75653)
204	CR 97 - LIE TO NY 347 - RECONSTRUCT FOR TURN LANES (TIP #75660)
205	CR 97- RECONSTRUCT, 2 ADDITIONAL LANES (TIP #75661)
216	CR 83 @ EXIT 63 -BRIDGE WIDENING (TIP #TO950)
218	CR 8 - YAPHANK BY- PASS STUDY (TIP #TO0960)
219	CR 16 - LIE TO CR 21 RECONSTRUCT TO 5 LANES, LIRR OVERPASS
221	CR 16 - CR 83 TO LIE, RECONSTRUCT TO 4 LANES WITH LEFT TURNS
225	CR 80 - CR 46 TO MASTIC BLVD. RECONSTRUCT TO 4 LANES WITH CENTER TURN LANE, CURBS, SIDEWALKS, DRAINAGE, SIGNALS
430	NY 112 - NY 27 TO WOODSIDE AVE. RECONSTRUCT, WIDEN TO 5 LANES WITH CONTINUOUS LEFT TURN
431	NY 112 - I-495 TO NY 25 REHAB PAVEMENT DRAINAGE, ADD LANES, SIGNALS
442	NY 25 - SAFETY IMPROVEMENT - OAK ST. TO N. HOWELL 2-WAY LEFT TURN, SHOULDERS, UPGRADE SIGNALS (TIP # 4202)
445	NY 347/454 - NSP TO NY 25A PRELIMINARY ENGINEERING
446	NY 347 - CR 97 TO NY 112 RECONSTRUCT, ADD LANES
447	NY 347 - NY 112 TO NY 25A - RECONSTRUCT
453	NY 27 - RECONSTRUCT AND PAVE HOSPITAL RD. TO HORSE BLOCK RD. (TIP #5885)
467	I-495 - CAPACITY IMPROVEMENTS N/S LINE TO EXIT 64
470	I-495 - 4TH LANE, SEC 3 (TIP # 22860)
475	I-495 - CONSTRUCT 4TH LANE EXIT 61 TO 64
484	NY 25A - RECONSTRUCTION NO. COUNTRY RD. TO RANDALL RD. (TIP #32778)
485	NY 25A - RECONSTRUCTION ECHO AVE. TO NO. COUNTRY RD. (TIP #32779)
486	NY 25A - RECONSTRUCTION - RANDALL RD. TO EAST OF WM. FLOYD (TIP #32780)
503	I 495 - N. SERVICE RD. CONSTRUCTION, EXITS 64 TO 65, WIDEN S. SERVICE RD., AT EXIT RAMPS EXITS 63 AND 64 (TIP #80368)
682	CR 21 - REALIGNMENT OF YAPHANK AVE. AT MILL RD. (TIP # SC 5152)
690	CR 83 - RECONSTRUCT LIE TO GRANNY (TIP# SC 5513)
692	CR 46 - RECONSTRUCT AT VICTORY AVE. (TIP #SC 5515)
698	REHAB SMITH POINT BRIDGE (TIP #SC 5838)
701	RECONSTRUCT BRIDGES CR 99 @ WAVERLY, BUCKLEY, IRS RD (TIP SC 5845)

Note: See Plate 13 for location of reference numbers (Ref. #).

Locations subject to further review for funding and inclusion in a future T.I.P. document include the following:

- NYS 25 - widening to four lanes between CR 83 and CR 21 and interchange improvement at Nicolls Road (TIP item 4197)
- NYS 27 - service roads between Phyllis Drive and Station Road (TIP item 5890)
- NYS 112 - Widen between NYS 25 and Woodside Avenue and Woodside Avenue to NYS 27 and grade separate at NYS 25 (TIP item 1618)
- NYS 347 to NYS 25A - Widen to six lanes and grade separate at NYS 112, NYS 25 and CR 97 (TIP items 5405, 5409, 5410, OTO945)
- CR 46 (William Floyd Parkway) - widen to six lanes from LIE north service road to Victory Avenue and improve interchange at NYS 27
- CR 97 (Nicolls Road) - widen to six lanes from LIE south service road to NYS 347 (TIP item 75661)
- CR 83(Patchogue-Mt. Sinai Road) - widen to six lanes from CR 16 to NYS 25



**LEGEND**

-  INTERSECTION IMPROVEMENT
-  ROADWAY IMPROVEMENT
-  BRIDGE IMPROVEMENT
-  PROPOSED NEW ROADWAY
-  PARK & RIDE LOT
-  FUTURE STATE & COUNTY IMPROVEMENTS
-  T.I.P IMPROVEMENTS
-  HIGHWAY EXIT NUMBER

PLATE 13

**TOWN OF BROOKHAVEN  
LAND USE PLAN  
TRANSPORTATION IMPROVEMENT PLAN**

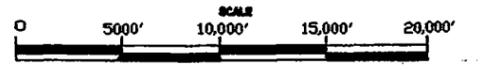


Table 17 is used in conjunction with Plate 13. The plans for improvement including cost estimates and implementation years are shown on the TIP, Brookhaven portion. Most of these Federal funds go to State and County projects. In addition, the State provides 100% state funds appropriated annually, moneys from the 1988 Action Bond Issue and State Dedicated Funds. Moneys are also allocated from State and Federal sources to Suffolk Transit and the Long Island Rail Road. The mass transit five year capital program also is included in the TIP.

As noted above, the current State-County Transportation Improvement Program (TIP) identifies and tentatively schedules roadway improvements along State and County roads for the years 1994 through 1999. Projects beyond 1999 for future TIPs must be considered. Funding for future TIPs not currently available beyond 1995 will need to be determined in order for a revised TIP to be drafted and programmed. See Plate 13. The following locations, as shown on Table 18, within the Town of Brookhaven, must be considered as items for a future Transportation Improvement Program. These items are not listed in any priority order. They are grouped by State and County jurisdiction in numerical order.

These projects will be required to proceed through environmental review, citizen participation, design, possible land acquisition and public hearings before implementation. Probably the most controversial improvement under study for the past several years is proposed County Road 8. A corridor analysis has been conducted by Suffolk County considering several alternatives to provide for anticipated volume growth in the CR 21 corridor. These alternates have been met with mixed reviews and additional recommendations have been made by local civic groups.

In January 1992, the consulting firm of Louis K. McLean Associates, PC in consultation with the Transportation Plan Technical Advisory Committee prepared a Draft Transportation Plan. This report studied all aspects of transportation within the Town and made appropriate recommendations. It is suggested that interested parties refer to that document for specifics. The plan covers a period of twelve years in four year prioritized segments. While several of the key recommendations, particularly along State roadways are funded in the current TIP, many are not. The time frame for implementation for the phase I projects is over an extended period. The Town

must maintain a presence during the TIP development process to insure that the necessary funding is allocated.

**Table 18**  
**FUTURE STATE & COUNTY IMPROVEMENTS**

HIGHWAY	TAMULI	DESCRIPTION*
NY 25A By-Pass	Setauket	Feasibility Study
NY 25A @ Ridgeway	Setauket	Intersection Improvement
NY 25A between NY 112 - NY 347	Pt. Jeff. Station	Reconstruction
NY 27 North/South Service Roads (Station Rd to CR 51)	Bellport-Eastport	So. Service Rd between CR 46 & Barnes Rd; -So. Service Rd between #59Exit Ramp & Wading River Rd; - No. Service Rd @ Gateway Ramp Relocation
NY 27 @ CR 46	Shirley	Extend So. Service Rd and relocate EB Exit Ramp
NY 347 @ Terryville Rd/Norwood Ave	Pt. Jeff. Station	Intersection Realignment Study
NY 347 @ Crystal Brook	Pt. Jeff. Station	Intersection ImprovementsHollow Rd
I 495 Additional Lane	Medford	Extend east to Exit 65 (Main line)
I 495 @ CR 111	Manorville	Interchange Improvements
I 495 North/South Service	Town of Brookhaven	-between Exit 66-67 s/s Roads-between Exit 69-70 (relocate ramp)
CR 16 (item 194 current TIP)	Ronkonkoma	Reconstruct to 4 lanes with center turn lane
CR 16 (item 221 current TIP)	Medford	Reconstruct to 4 lanes with Center turn lane
CR 16, LIE to CR 80	Yaphank	Reconstruction to 4 lanes with center turn lane
CR 16 @ College Rd	Farmingville	Intersection Improvements (Washington Ave)
CR 16 @ Middle Island Blvd.	Medford	Intersection Improvements
CR 65 (Middle Ave)	Blue Point	Reconstruct (Islip Town To Patchogue Village)
CR 80 Improvements	East Patchogue	Capacity and Signal System Patchogue Village to CR 101
CR 80 @ CR 98	Center Moriches	Interchange Improvements
CR 80 @ LIRR Bridge	Center Moriches	New Bridge (Wilcox Ave)
CR 80 Various Locations	Moriches-Eastport	Alignment Improvements
CR 83 @ NY 112	Coram	Intersection Improvement
CR 83 @ Hawkins Path East	Coram	Intersection Elimination
CR 97 @ I 495	Holtsville	Interchange Improvements
CR 97 @ Hawkins Rd and Wireless Rd	Centereach	Intersection Improvements

\*Emergency Pre-emption Equipment should be added as part of any traffic signal improvement project.

## **12. RECOMMENDED TOWN ROADWAY NETWORK IMPROVEMENTS**

The Town's roadway network improvements represents the greatest quantity of road miles. Town roads provide the connection between the State and County highways as well as direct access to all Town residences. Two important factors considered when evaluating improvements along Town roadways are vehicle volumes and accidents.

In general, volumes of less than 2,000 vehicles per day are typical along local residential streets. Town collector roads typically carry between 2,000 - 5,000 ADT. Finally, Town arterial roads will usually carry greater than 5,000 ADT.

Vehicle accident history along State, County and Town roads are shown on Plates 14 and 15. These maps indicate accident history for various locations. High accident locations (greater than five per year) depict areas where safety improvements may need to be considered.

The future traffic circulation system is an important, integral element of the Brookhaven Land Use Plan. This transportation element of the Plan recognizes and reflects the types of communities, the quality of life and the safe and efficient movement of people and goods that the Land Use Plan is designed to achieve.

New local roads will be designed, and existing local roads will be remedially redesigned, where feasible, so that they cannot serve as a direct, quick short cut from one surrounding collector road to another. The network of local roads within each "box" of collector roads should generally have at least two access points on these perimeter collectors, for public safety purposes; but the locations of these access points must be designed to preclude short cutting traffic.

New collector roads, whenever possible, will be different from those current roads that have come to serve as collectors even though they weren't designed to. The new collectors, as much as feasible, will traverse undeveloped land, primarily as two-lane roads with a parkway-type setting. Houses will not front on them and driveways will not feed into them; all developed parcels along these roads will be protected by a continuous buffer such as an earth berm and foliage, and the houses or other development will be well set back. Residential driveways will

access onto interior sub-division streets. Such design will accommodate higher speeds and volumes than on local sub-division streets, both without noise pollution and safety problems for nearby residents. The improved network of collector roads will service the local residential roads within them.

Road improvements in the Town also have an objective of separating different types of traffic from each other. For examples, commercial traffic will be prohibited from local residential roads (except for deliveries to residences); the construction of more sidewalks will provide more pedestrian safety on selected residential blocks, at school bus stops and in commercial areas and school areas and bicycle routes, lanes and paths will be established where feasible.

Road improvements in each of the numerous communities or hamlets in the Town will be a satisfactory combination of that community's desired quality of life, their "sense of place," and the need for safe and efficient travel. Streets need to be designed with not only one function in mind but should enhance a sense of community responsibility, belonging and interaction while assuring the highest level of safety and function for all that may use it, including motorists, bicyclists and pedestrians. In addition, the roadway environment should also be inclusive of aesthetic considerations. There is a need to preserve and enhance visual quality, especially along roads, as a key component of the sense of place and quality of life.

Preserving and enhancing the aesthetic views along major Town roads is extremely important, particularly the preservation of existing street trees and planting of new street trees. The establishment of improved coordination and cooperation among Town, County and State agencies should be fostered to ensure there is consistent policy among the agencies regarding road aesthetics, especially street trees. Such policy should address the conflicts inherent in the goal of establishing and maintaining aesthetically pleasing neighborhoods, a sense of cohesion, harmony, a sense of community identity and pride with the removal, preservation and planting of street trees; the requirements of utilities in maintaining their infrastructure in right-of-way; the need for traffic safety to be maintained for all who use roads (including pedestrians and cyclists) and the potential conflict with maintaining proper motorists visibility and sight distances.

It should be noted that trees over four (4) inches have been categorized as "fixed objects" by literature in the profession and therefore their use should be avoided too close to the roadway.

on arterials. However, on lower design speed local residential streets, some trees can be considered to be located considerably closer to the edge of the road as long as they do not interfere with motorists and pedestrian sight distance or other safety needs. In the case of planning concepts such as Neo-traditional Neighborhoods, consideration could be given to locating some trees at the edge of the roadway, as long as all necessary precautionary steps are taken to protect motorists from striking trees. Utility lines should preferably be underground or in backyards. However, where that is not possible or feasible, utility poles along roadsides should always be outside of the clear/recovery zone of any particular road, as all types of roads. This will contribute to creation of aesthetically pleasing neighborhoods and will enable the Town to provide an area with a sense of cohesion, and harmony, and thus, move forward on the goal of creating a sense of community identity, and pride.

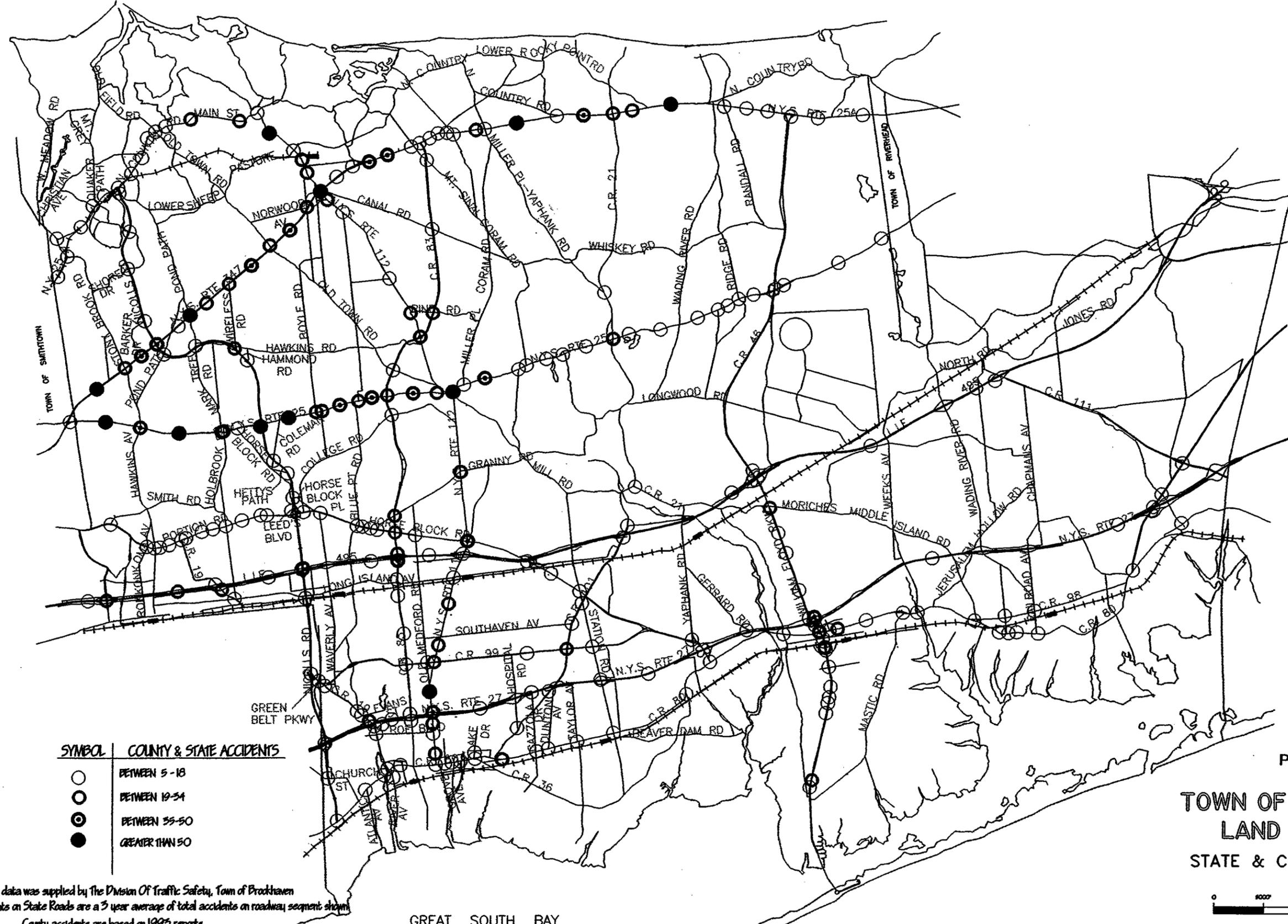
In addition to the considerations noted above, potential effects of road widenings on commerce in retail areas, especially in downtown or hamlet center locations should be considered. There is the utmost need to provide a roadway environment that assures the highest level of safety and function for all that may use it, including motorists, bicyclists, and pedestrians in an aesthetic manner.

From just a purely traffic-oriented viewpoint, the network of Town roads will be improved by reconstructing numerous existing roads and intersections, and constructing new connector roads, new bridges and new short by-passes. All these are categorized as "Road Improvements" and are shown in Plate 16. These improvement locations were chosen based on: traffic circulation needs; congestion and capacity problems; the need to replace equipment at numerous traffic signals that are as much as a quarter of a century old; identified traffic public safety concerns; and the list of high frequency accident locations on Town Roads.

The general priority order in which locations will be improved has already been determined. However, when the improvement work at each of these locations will actually be implemented is subject to various factors such as: 1) change in conditions at a location which would then raise or lower its ranking and the ranking of all the other locations on the "priority



LONG ISLAND SOUND



SYMBOL	COUNTY & STATE ACCIDENTS
○	BETWEEN 5 - 18
◌	BETWEEN 19-34
●	BETWEEN 35-50
●	GREATER THAN 50

NOTE:  
 All data was supplied by The Division Of Traffic Safety, Town of Brookhaven  
 Link accidents on State Roads are a 3 year average of total accidents on roadway segment shown  
 County accidents are based on 1995 reports  
 State accidents are based on 3 year average

PLATE 14

TOWN OF BROOKHAVEN  
 LAND USE PLAN  
 STATE & COUNTY ACCIDENTS



APRIL 1996

GREAT SOUTH BAY





list," 2) the availability of funds, which fluctuates from year to year and which may move construction up or back, and 3) other, unexpected contingencies. Any changes to be made in the priority ranking of when a location will be improved will always involve consideration of the relative benefits to be achieved by the proposed improvements.

The type and amount of improvement to be made will vary from one location to another. Work at one location may involve pavement marking improvements or replacing some equipment at an existing signal. At another location, the work may be major such as building a new collector road. Other locations may require a moderate degree of improvement such as installing a new traffic signal, adding turning lanes, or dead-ending an existing road to improve overall circulation and traffic safety.

The determination of when each of the various Town road locations are scheduled to be improved is based mostly on the factors mentioned above, with accident reduction being the primary goal. Accordingly, these are discussed further in the following section, Programmed Improvements, which includes the years 1996 through 1998, consistent with the Town's three-year capital budget. In this discussion the locations are arranged in alphabetical order.

## **B. Programmed Improvements - 1996 through 1998**

This category contains two groups of road improvement projects: 1) those already underway in 1996; and 2) those to be started later in 1996, 1997 and 1998.

### **i. Road Improvements Already Underway in 1996**

**Suburban Highway Improvement Program (SHIPS)** - The purposes of this State-funded, one-time program are to improve Town roads by restoring them to meet their originally-intended functions and resolving current and projected capacity problems they have (see Plate 16). The type of improvements at any one location are primarily for the installation of a new traffic signal or the upgrading of an existing signal, the addition of turn lanes, the addition or upgrading of related pavement markings, curbs and drainage. For example, at Hospital Road Bridge over the Sunrise Highway, a new signal

system is being installed to clear congestion from this narrow two-lane roadway before it reaches critical levels. This will provide quicker access to Brookhaven Hospital for ambulances and other emergency vehicles using the roads at this location.

**Intersection Traffic Signal Pre-emption for Emergency Vehicles -**

Brookhaven Town is in the initial stages of working with the State and the County to implement a Townwide Emergency Preemption System at all signalized locations within the Town. This is a system which allows emergency vehicles to safely change traffic signals to allow the emergency vehicle's passage through intersections. There are 38 separate fire departments and 11 ambulance companies in Brookhaven which have more than 4,000 volunteers. In 1994, these 49 volunteer services responded to more than 13,546 fire calls and 27,707 ambulance runs. Presently, there are approximately, 2,400 miles of state, County and Town roadways within Brookhaven Town which include more than 400 traffic signal controlled intersections through which these emergency vehicles must travel. The rapid and safe movement of emergency response vehicles is hindered by heavy congestion on these roadways. A proven New York State approved Traffic Signal Preemption System will reduce response times and provide safer travel for emergency vehicles through signalized intersections. The installation of this equipment throughout the Town has been prioritized into three phases to be implemented over the next six years. All new traffic signals installed by the Town and/or private developers are required to include emergency preemption equipment.

**Highway Department Resurfacing of Collector Roads -** The Town of Brookhaven Highway Department currently has two significant maintenance projects underway: Canal Road, between NYS Route 112 and Mount Sinai-Coram Road; and Old Town Road, between Gables Blvd. and Boyle Road and NYS Route 347. These projects are primarily limited to repaving and related maintenance work, within the width of the existing right-of-way. They do not provide for improvements of the traffic safety problems that have previously been identified at numerous locations along these roads (such as adding left turn lanes at selected intersection). Similar maintenance work is already programmed for other Town Roads.

The Highway Department has also identified fifteen other collector roads for which similar maintenance is appropriate within the next five years.

**ii. Road Improvements From 1996 Through 1998**

Most of the locations scheduled for improvement work during this three year period, are prioritized from the Town's yearly list of High Frequency Accident Locations. Other locations are illustrated on Plate 15.

Some of the Town collector roads have several locations that appear on the current List of High Frequency Accident Locations. They also have higher volumes of traffic than other locations. It is therefore more effective to deal with those locations by doing a Comprehensive Traffic Study of that entire collector road, rather than just an individual study for each location. An example of this is the College Road/Mooney Pond Road collector, which carries as many as 17,000 ADT. Therefore, this collector road is scheduled for phased improvements to begin within the 1996 - 1998 period. Another example is the Mastic Road collector. In addition to the SHIPS programmed improvements on Hospital Road, Brookhaven Memorial Hospital has a project underway to construct a new roadway which will provide direct access to the emergency room from County Road 101. This will further clear congestion from the bridge roadway and allow many ambulances to actually by-pass this road altogether.

Another project is to provide pedestrian safety, in residential or commercial areas, by constructing a "sidewalk/crosswalk extender." It involves taking an existing crosswalk such as one at a corner of a two-lane Town road in a communities' shopping district, and building sidewalk right over the crosswalk, extending out from the existing sidewalks on both sides of the main road for about eight feet into the paved shoulder parking lane. This type of construction would not permit vehicles to park within 20 feet in advance of a crosswalk, thus improved visibility for pedestrians to oncoming traffic and for drivers as well. With this sidewalk/crosswalk extender, traffic safety will be significantly improved by a very cost/beneficial "minor" improvement.

**iii. Conclusion**

Transportation efficiency and safety in the future are dependent upon the ability to adequately address future traffic needs. These needs may be the result of traffic volume projections and become more realistic as the future comes upon us. Means of addressing the needs of the transportation system must be flexible enough to adjust to changes in the roadway infrastructure and the demands of the surrounding community.

The preceding "Road Network" section of this 1996 Comprehensive Land Use Plan is the "overview" of a more detailed and specific comprehensive Traffic Safety and Circulation Plan which is being developed by the Town's Division of Traffic Safety. The future safety, efficiency and effectiveness of the road network within the Town is dependent on this Plan, as well as on how the State, the County and the Villages are planning for the future.

The Town should consider a residential traffic management position. Residential traffic management may include issues associated with, but not limited to, all-way stop intersection studies, truck routes, area-wide traffic studies, roadway closures and traffic enforcement.

A 1995 before and after study, entitled All Way Stop Intersection Study, showed a decrease in the percentage of vehicles exceeding the speed limit by 10 miles per hour or more. In other words, on selected roadways excessive speeds were reduced by the installation of all-way stops.

The Town of Brookhaven should establish guidelines for future All-Way Stop installations that would benefit from the information in this study. As a result of roadway classifications and area traffic studies, locations can be considered for new all-way stops (currently, a draft proposal of guidelines has been prepared).

Area traffic studies should be initiated throughout the Town in order to complete comprehensive traffic management plans. By using Hamlets, grids, geographical limits, etc., traffic studies can be completed incorporating resident concerns and traffic problems for a common area, rather than addressing one intersection or segment of road. This information can be used to install area traffic control devices such as truck exclusions and stop patterns (including all-way stops).

Transportation planning during the development review process is important. Coordinated efforts in this area can help prevent many future community concerns from becoming problems. As part of this effort, the potential for inclusion of a recommendation to develop activity centers should be examined based on the concepts and techniques of Traditional Neighborhood Development. Such activity centers would be targeted to receive density from sensitive environmental areas to create a sense of place and preserve sensitive areas while simultaneously enhancing the feasibility of mass transit with the proviso the consideration must also be given to the unique characteristics

of each site and area. Adequate infrastructure for circulation and efficient design standards that maximize safety must be adhered to. Projects and developers should adhere to their responsibility to assure adequate traffic safety as well as the right to build their projects. A roadway classification system that identifies all Town roadways is helpful to identify the level of future traffic needs. Town roads classified as arterial (greater than 5,000 ADT), collector roads (between 2,000 to 5,000 ADT) and local roads (less than 2,000 ADT) would provide the guidelines for necessary rights-of-way.

Population asymptotes could and should be used in developing traffic projections in conjunction with land use factors including current and anticipated zoning and quantity of existing vacant land.

Transportation System Management (TSM) strategies can improve mobility on existing systems for transportation users. This method of addressing transportation issues becomes critical when considering the high cost of constructing new facility capacity and the current and projected increase in travel by all users. It is essential that the usefulness and effectiveness of existing facilities and services be maximized. TSM is the application of construction, operational and institutional actions to make the most productive and cost effective use of existing transportation facilities, services and modes. Travel supply and demand management elements are included in a successful transportation system management strategy.

The supply side is addressed by incorporating traffic engineering and signal improvements throughout the transportation system. This is accomplished by identifying critical roadway segments and/or intersections and proposing capacity and safety improvements. The results of this effort are found in the Town Roadway Network Improvements section of the transportation component of this Comprehensive Land Use Plan.

Travel Demand Management (TDM) strategies specifically address the need to move more people with fewer vehicles. Voluntary participation is less than desirable, necessitating regulations mandating compliance with certain federal or state standards. The 1990 Federal Clean Air Act was one such set of regulations applying to areas of ozone non-attainment. A program known as the Employee Commute Options (ECO)

Program was implemented in New York State identifying all Long Island as an area of non-attainment. Steps are being considered to regulate the number of drive-alone vehicles (one person per vehicle) to the work place during the morning (A.M.) peak period commute. This effort, in conjunction with the construction of High Occupancy Vehicle (HOV) lanes on major arterial highways is part of the travel demand strategy being implemented. In addition, consideration should be given to developing scenic walkways and bikeways to link new as well as existing residential areas to shopping and activity centers in order to help reduce auto traffic in residential areas and to bolster Travel Demand Management (TDM). Furthermore, consideration should be given to developing parking management strategies for new business sites. Strategies could include a reduction in the number of required parking spaces when a developer offers offsetting measures to manage vehicle trip growth (such measures may be carpool/vanpool programs, transit shuttle services from offsite parking area, transit circulator services between and among shopping malls) and providing incentives for developers to create transit and pedestrian friendly designs to encourage non-automobile trips.

Transportation management strategies are effectively implemented when governmental agencies and the private sector work together in resolving mutual problems. This team approach is accomplished by establishing a Transportation Management Association (TMA). TMAs enable their members to consolidate their efforts and resources and reduce the overall cost of complying with local requirements. As transportation issues arise, TMAs can be a valuable source of input and support. These efforts should be supported.

## **VIII. LAND USES AND ZONING**

### **1. EXISTING LAND USES AND ZONING INTRODUCTION**

The Town of Brookhaven is a large and diverse town and has the largest land area of any municipality on Long Island with 260 square miles, exclusive of lands under water. It is larger than Nassau County, but has less than half the population and comprises one-third of the land area of Suffolk County. Approximately 75 percent of Brookhaven's area (almost 170,000 acres) is either developed or committed to open space preservation. Of the developed land, the predominant use is residential with a fair balance of 80 percent single-family detached housing and 20 percent rental, condominium or cooperative. Commercial uses are found on virtually every primary (arterial) and secondary (collector) road throughout the Town. Industrial uses are located in almost every school district.

In western Brookhaven, development is similar to the more densely populated areas of the four western Suffolk towns. The eastern portion has the characteristics of the Forks, more rural in nature. Therefore, development and the control of it follows two vastly different scenarios. There is an old and new Brookhaven; an east and west Brookhaven. The early suburbanization up to the 1980s has saturated development from the Islip-Smithtown borders to just east of Route 112.

One of the major causes of Brookhaven's land use and zoning pattern today is past trends and the Town's prior responses to those trends. In the thirties, when the zoning ordinance was originally conceived, automobile ownership was more of a dream than a reality. Few would have imagined that every home would have an auto, much less two or even three. At that time there were three categories of zoning: residential, commercial, and industrial. The residential zoning was mainly small lots, forty or fifty feet in width. The major streets of the Town were zoned for commercial uses, usually to a depth of 100 feet. Industrial zoning was placed along the railroad tracks or adjacent to the harbors.

Over the years, government improved zoning by incremental and often piecemeal changes. As land use demands changed, so did the zoning ordinance. Commercial uses changed

from main street strips to commercial centers and requirements for the development of large tracts of land for commercial uses were introduced. The auto played a large role in these new centers and mandates were imposed, requiring that certain land be set aside for customer parking and to accommodate deliveries. Landscaping and buffering requirements were added to the zoning ordinance to improve the aesthetics of commercial development.

In response to environmental and community planning concerns, the Town Board in the past several years has made great strides in improving zoning requirements. First and foremost was the institution of five and ten acre residential zoning to protect the undeveloped portion of the Central Pine Barrens. In addition, many small concentrations of inappropriate commercial and industrial zoning have been eliminated.

As the result of all of the aforementioned changes, zoning has become more detailed and sophisticated. Every new use or approach to land development has resulted in a more complex ordinance. The original three major categories created in the 1930's have evolved into a multiplicity of sub-groups. For example, the residential category includes not only single-family but multi-family which in itself includes senior citizen housing and planned retirement communities. The commercial category includes single-purpose office districts, shopping centers, neighborhood business, highway business and gas station districts.

These past trends, rezonings and zoning ordinance changes have produced Brookhaven's existing land use pattern. These existing land use concentrations and variety can be seen on Plate 17 (the intent of the copy in this plate is to show existing land use as faithfully to the original as possible - however, it should be noted that the reproduction and size reduction process does produce some disparities). The aforementioned plate depicts separate distinctive categories of lands uses. While these broadly based categories cannot be directly compared to the Town's zoning districts, they can be defined as having certain values. A key to the various land use categories is provided below:

- **No Data** - No information on the parcel available to reveal existing use.
- **Agricultural** - Used as farmland or for horticultural purposes.
- **Low Density Residential**: Residential development with an overall net density of 1 dwelling unit or less per acre.



PLATE 17

Land Use in the Town Of Brookhaven

LEGEND	
 No Data	 Commercial
 Agricultural	 Recreation-Commercial
 Low Density Residential	 Institutional
 Medium-Low Density Residential	 Industrial
 Medium-High Density Residential	 Public Services (Govt.)
 Vacant Land	 Preserved Open Space
 Retail-Commercial	 Recreation Open Space

- **Medium-Low Density Residential:** Residential development with an overall net density of less than 1 dwelling unit per acre, but more than 2 dwelling units per acre.
- **Medium-High Density Residential:** Residential development with an overall net density of 2 dwelling units or more per acre.
- **Vacant Land** - Land which is undeveloped and is not utilized for any use. This may include woodland, old field and bare earth sites.
- **Retail-Commercial** - Commercial uses devoted to the sale of retail merchandise such as department stores and specialty shops.
- **Commercial** - Commercial uses which are not devoted to retail such as auto services, professional offices (accounting, law), etc.
- **Recreation-Commercial** - Commercial use devoted to recreational activities such as indoor sports complexes, racket clubs, batting facilities, etc.
- **Institutional** - Public and private non-profit uses including municipal offices, fire departments, ambulance, churches, schools, colleges, Brookhaven National Laboratory, libraries, hospitals and post offices.
- **Industrial** - Manufacturing, warehouses, concrete producers, corporate offices and related uses.
- **Public Service-Utility** - Electric power-generating & transmission, public water supply facilities including wellfields, telephone & telecommunications facilities, etc.
- **Preserved Open Space** - Public and private land which has been dedicated for public use and primarily passive preserve and which has not been developed.
- **Recreation Open Space** - Public and private land which has been dedicated for more active public recreational uses and which will not be developed.

As one can see in the previous discussion, zoning has been and will continue to be a major mechanism for carrying out land use planning and is the prime tool of the Town Board of the Town of Brookhaven for implementing this comprehensive land use plan. Obviously, conditions exist that make implementation of the zoning ordinance to the letter impossible. In these cases, the Board of Zoning Appeals (BZA) is empowered by State Law, and the Planning Board is authorized by Town Code, to issue variances or special use permits.

A review of Brookhaven's existing zoning ordinance indicates that some of the differences between the requirements of districts within a major category are minuscule; the height requirement may vary by one-half story, the setback by five feet, the permitted uses by

only a few. There is a need to reduce the complexity of portions of the zoning code. The needs and recommendations are discussed in the following sections.

The conduct of this zoning and land use analysis includes a review of existing residential development with emphasis on certain key aspects, and a current review and analysis of all vacant commercial and industrially zoned land throughout the Town. There were several motivating factors for this last review which included extensive input from the hamlet studies, economic trends in the Town and on Long Island, the identification of excessive and overabundant commercial zoning in the Town, the presence of inappropriate spot zoning, the isolation of some existing industrial zoning from major roadways or other industrial areas or are accessed through residential streets, the development of new opportunities including the enactment of the Central Pine Barrens Comprehensive Land Use Plan, and vacancy rates in some areas. In addition, one of the most important considerations expressed by a wide range of citizens was the desire to either attain or enhance a "sense of place" in their communities and hamlets. "Sense of place" is a qualitative term which refers to the distinct characteristics of a community which render the community unique; make it easily discernible from adjacent communities (e.g. it has a well-defined beginning and ending point); provide positive, traditional visual and cultural resources such as tree-lined streets and downtown business areas which people in general find attractive and grant its residents a feeling of identify, belonging, satisfaction, community pride and comfort.

Each of the main categories related to land use and zoning are discussed on the following pages and begins with existing conditions, following by a discussion of problems and needs and then finally recommendations for future land use and zoning.

## **2. EXISTING RESIDENTIAL LAND USES AND ZONING DISCUSSION**

The existing residential land use patterns depicted on Plate 17 illustrate the general trend of medium-high residential development in the western half of the Town and medium-low/low residential development in the eastern half of the Town. This trend can be directly attributed to the waves of urbanization and that occurred in the 1950's, 60's, 70's and the late 80's. While other factors were involved, this trend is generally attributed to the spread of urbanization

outward from New York City, whereby the western half of the Town represented the farthest distance commuters were and are willing to travel to commute to New York City. Exceptions to this trend are the medium-high density residential development along the north and south shores, along major roadway arteries, and along railway lines. These areas were either more attractive to home buyers, provided more direct commuter access to major roadways or railroads or were an outgrowth of seasonal homes which were converted to year-round permanent residences.

During the 1970's the Town also saw the advent of development of condominium, multi-family and planned retirement communities. These types of residential developments provided unique housing opportunities and fulfilled various needs for specific segments of the Town's population. These needs varied from providing attractive affordable and medium income housing to zero maintenance - recreation oriented facilities for the Town's seniors.

High density residential areas in Brookhaven consist of multi-family classifications and two-family housing. The permitted densities range from 7 units per acre (MF-1 and PRC) to 20.5 units in the Planned Retirement Congregate Housing Community (PRCHC). In many cases, actual development is less dense. According to a 1993 survey by the Suffolk County Planning Commission, the Town has 3,010 cooperative units, 12,262 condominium units, 1,677 subsidized units and 6,623 apartments. Cooperatives have resulted from conversion of 2,830 former apartment units. Not all of the condominium units are multi-family. Some units are detached, but operate under condominium or home owner associations. The 1990 U. S. Census reported 13,832 units in structures with more than three units. Renter occupied units comprised 19.5 percent of the housing supply. Currently the Town has about 650 acres of vacant land zoned for multi-family housing that could supply an additional 5,000 units.

The Existing Land Use Plate designates the low-density residential category as one acre or less single family residential. While it is recognized that much of the town is fully developed at densities greater than one acre, most of these areas are not served by waste water treatment plants and any infill of future residential development will be governed by the Regulations of the Suffolk County Department of Health. Lots of less than the minimum of the Residence C Zone (9,000 square feet) exist within the Town as

a result of decades old zoning policy and old filed maps predating the zoning code. These are addressed on an individual basis by proof of single and separate ownership.

The very low residential density category consists of five and ten acre lot sizes. The ten acre classification has been used to doubly protect lands considered to be in permanent open space. Municipal and State lands designated for parks and open space are protected by New York State Law. However, lands of the U. S. Government are not controlled by this "park trust" provision and have therefore been placed in a Residence A-10 zone (minimum lot size of ten acres). This serves as protection for any future development of these properties.

For the most part, the remaining undeveloped residential lands are zoned for two acre single family development and are located inside the Central Pine Barrens Compatible Growth Area. Elsewhere, scattered larger parcels of land generally fronting on stream corridors have also been classified as two acre. This zoning reduces the impact of septic systems on the adjacent waterways by reducing the quantity of leachate.

Brookhaven has been in the forefront in the utilization of the cluster principles of development. As a result, many lands have been protected by the set aside for open space. At the same time, varied housing types have been constructed, golf courses have become a part of developments and the cost of utility installation has been reduced.

### **3. EXISTING COMMERCIAL LAND USES AND ZONING DISCUSSION**

The accomplishment of this commercial analysis required a field survey of all commercially developed parcels of land within the Town. Tax maps with zoning superimposed were made into strip maps for the major roadways and individual parcels. Furthermore, uses of the property were not compared to the permitted uses within the district. This discussion is divided into two sections. The first is a review of specific commercial development along certain major roadways which include the following:

- New York State Route 25 (Middle Country Road)

- New York State Route 25A
- New York State Route 347
- New York Sunrise Highway (State Route 27)
- Montauk Highway (State Route 27A & County Route 80)
- Portion Road (County Road 16)
- Horseblock Road (County Road 16)
- William Floyd Parkway (County Road 46)
- New York State Route 112
- Ronkonkoma and Hawkins Avenues

The second section of this commercial land use discussion contains a specific analysis of commercial center uses, as they are perhaps the most significant and major component of commercial land use and zoning in Brookhaven. (It should be noted that some of the data and information presented in the following discussion is outdated. This information may be updated during the comment period, current information will appear in the final plan as appropriate).

## **A. Commercial Development Along Major Roads**

### **i. New York State Route 25 (Middle Country Road)**

The overall characteristic of Route 25 is that of a typical major highway found anywhere in the United States. Depending on when the uses were constructed, they vary from sidewalk locations to setbacks of hundreds of feet. This pattern is indicative of the development over time from main street strip commercial to shopping centers. A review of existing land uses starting from the Town line on the west to CR 83 on the east reveals very few vacant parcels. The largest single users are the Centereach Mall and, in Selden, Independence Plaza, College Plaza and Selden Plaza. In addition, there are a series of neighborhood and strip centers. Just west of CR 83 are several vacant blocks that contain narrow zoning (J-2). Crossing CR 83 additional vacant land exists, some of it with greater zoning depth. There is a large vacant D-1 parcel on the south side. Further to the east in the Coram vicinity there is a large tract with multiple owners all zoned J-3.

Beyond Mill (Coram-Yaphank) Road is the large Coram Plaza and three vacant J-3 tracts of land, along with scattered vacant narrow strips of J-2 zoning. Just to the west of the pet cemetery in Middle Island are two large parcels of commercially zoned land, both built upon, one recently re-developed with a national discount store, Wal-Mart, and the other with the potential for redevelopment. The depth of commercial zoning in this area varies depending on lot size. Many properties are zoned for the entire tax lot depth, but this is not consistent throughout. Continuing east on the north side immediately adjacent to a K-Mart, there is a large D-1 parcel, proposed for a shopping center and single-family residential development in the rear. Just to the east is Strathmore Center with significant vacant space. Beyond this point the character of Route 25 changes dramatically as one proceeds into Ridge. The roadway takes on a rural character with small retail uses; a modern bank, 7-11, Taco Bell and a McDonalds and vacant land including a large parcel zoned J-3. Beyond McDonalds, commercial development is sparse, easterly to the Town line. The remaining uses consist of gas stations, real estate and insurance offices, pizza, video, veterinarian, excavating, nursery, contractor's yards, collision, and florists, to name a few.

**ii. New York State 25A**

Route 25A, through most of Long Island and Brookhaven, is noted for its distinct hamlets and rural nature with scattered concentrations of commercial development. The first business introduction occurs with the intersection of Main Street and 25A, where the corners are commercially developed with two office buildings, a museum, restaurant, real estate and insurance. A side trip down Main Street leads to the Stony Brook Central Business District (CBD), where there are two small shopping centers, a bank, gas station, the Three Village Inn, and cottages.

Progressing easterly along 25A, the next commercial development is adjacent to the Stony Brook Railroad Station. The existing business zoning is almost completely developed. The Stony Brook School owns a large piece of property fronting on the roadway and further on, railroad parking exists on residential property.

Just beyond Nicolls Road there is an island of commercial development containing a variety of uses. A side trip down North Country Road leads to the historic Main Street where a small group of buildings are located on "J" zoned property. This is a

mix of real estate, auto repair, art gallery, bar, Long Island Research Institute, and an isolated parcel with a travel agency.

Back on 25A there are three contiguous shopping centers consisting of 38 stores, all occupied. Further on is the commercial center of Setauket. It is a conglomeration of zoning categories, lot shapes, business depths and a wetland. For all intents and purposes there are no vacancies in these shops. Before entering the Village of Port Jefferson, there is an auto repair shop and animal hospital and LILCO high tension electrical transmission lines.

After leaving the Port Jefferson Village line and at the intersection of 25A and State Route 347 is the Mount Sinai Shopping Center, a community center on about 15 acres anchored by a King Kullen and supported by a wide range of stores. Most of the zoning in this area is J-2, but is not continuous, often broken by small residentially zoned properties. On the north side the zoning does not cover the complete depth of ownership, although visual observation indicates the properties are commercially used.

At the intersection with Miller Place-Yaphank Road in Miller Place there are two neighborhood shopping centers. The other three corners have large underutilized tracts zoned J-2 and J-3; however, the northeast corner is now proposed for a shopping center. There is also a vacant parcel zoned J-3 in front of a vacant parcel zoned MF-1. Proceeding eastward the zoning and land use then become inconsistent, varying in depth and occupancy until the intersection with North Country Road (County Road 20). At this location, on the south side of 25A, the Town has rezoned large publicly-owned properties to A-10 (ten acre residential within the State-owned Rocky Point Natural Resources Management Area - also known as the RCA Preserve), which abuts some small J-2, J-1, and A-1-zoned parcels. Across the street is a J-2 zoned golf driving range located on the site of the former Rocky Point Drive-in theater.

The next community center further east is Point Plaza at the intersection with Rocky Point-Middle Island Road (County Road 21) in Rocky Point. This center, also with a King Kullen, includes a Caldor, along with the typical stores found in this type of center. From Rocky Point Point-Middle Island Road until the elementary school the zoning is a mix of J-2 and B-1, further complicated by the lot pattern. There is a large vacant parcel zoned A-2 Residence on the south side. Moving easterly, there is J-2 zoning on the south side.

The central business area of Rocky Point has developed on small lot patterns typical of the 1930s. This area has taken on a character of its own and may be enhanced in the future by the Route 25A bypass currently under construction by the NYSDOT. On the northeast corner of 25A and Randall Road is an vacant light industrial facility zoned L-1/J-4.

**iii. New York State Route 347**

Route 347 represents all that is good and bad with modern day development. It is a four-lane divided highway with turning lanes at major intersections (with the exception of six lanes in the vicinity of Smithaven Mall and Moriches Road. A number of community shopping centers have located on this road, including a relatively new site at the intersection of Moriches Road. In addition, there are also neighborhood centers and several car dealerships. This study did not include the significant development around Smithaven Mall because it is in the Incorporated Village of Lake Grove. There are many small parcels developed; containing pool supplies, real estate and insurance, diners, banks, and other small offices. Many of these small parcels are probably be remnants of the road widening. There are seven parcels zoned D-1, six of which are vacant and the seventh constructed with a K-Mart complex, and a J-3 zoned parcel. Two of the vacant D-1s have received Special Exception approvals. They are all significant in size and three of the D-1s are in the South Setauket SGPA as is the J-3 parcel.

East of New York State Route 112 (Patchogue-Port Jefferson Road), the lot pattern reverts to old filed maps in which some assemblage of the single and separate lots within these maps into larger development projects has occurred. Two office complexes have developed as well as multi-family housing. Many of the small lots north of Route 347 remain residential in a B-1 zone.

**iv. Sunrise Highway-New York State Route 27**

Sunrise Highway has been widened and grade separated within the Patchogue corridor of the Town. As a result, it represents a new challenge for zoning. In the west, some small parcels remain as a result of the widening. Moving easterly, vast expanses of vacant land exist that can either be a problem or an opportunity as development progresses.

From the Islip Town line to Waverly Avenue, the commercial land on both sides of Sunrise Highway is developed. On the north, Gateway Plaza I and II have been constructed and abut an industrially-zoned vacant, cleared site. Of significance is that a supermarket vacated the Waverly Avenue Shopping Center and a large supermarket has located in Gateway Plaza II. This is a pattern that is occurring in other areas of Town as well. Major tenants are vacating old centers for new ones.

Due to the widening of Sunrise Highway at the southeast corner of Phyllis Drive an old parking lot pavement remains, absent a building, and lies just west of a large, vacant, partly-disturbed J-2 zoned site which also is situated on the east side of Swan Creek. On the north side there is a vacant J-4 parcel, a subdivision and a club zoned J-1. The zoning is excessively long for the use. At the interchange with Hospital Road there are vacant business properties on the northeast and southwest. The northeast corner, though, which is zoned J-3 and J-4, has been proposed for a shopping center. East of the hospital, surrounding the nursing home, are a series of small vacant parcels zoned J-4. This lot pattern, coupled with a 9,000 square foot minimum lot size, could result in a multiplicity of small office buildings. At Bellport Station Road, the Bellport Outlet Center, has been constructed. Phase I of this center is located on at the southwest corner of the intersection adjacent to a diner and Phase II of this center, zoned J-3, is located at the northwest corner of the intersection and is currently under construction. On the opposite side of the road is a vacant A-1 parcel of some size recently sold by the County. In the immediate area there is a large amount of industrial L-1 zoning. Between Sunrise and Horseblock Road, near the landfill, there are two vacant J-2 parcels.

From this point eastward, with the exception of a vacant parcel zoned J-2, J-3 and J-4 on the north side of Sunrise Highways near Moriches-Middle Island Road, there are no other commercial uses along Sunrise eastward to the Southampton Town line with the exception of a gas station in East Moriches on the north side of Sunrise Highway at East Moriches-Riverhead Road (County Road 51).

**v. Montauk Highway (New York State Route 27A and County Road 80)**

Montauk Highway serves the same corridor as Sunrise Highway. It represents the old, while Sunrise represents the new. That is, Montauk traverses the older Central Business Districts (CBDs) such as Patchogue, East Patchogue, Shirley, Moriches, Center

Moriches, and Eastport. In these communities it presents a land use pattern of small lots with typical service stores. Outside these, shopping centers have developed where adequate space was available. Much of the remainder, between centers, is still rural in nature with old gas stations, country restaurants, and antique shops.

Between the Islip Town line and the westerly limits of the Village of Patchogue, commercial zoning along Montauk Highway is narrow (J-2) interspersed with Residence B zone that is occupied by residences. East of Patchogue, the north side finds significant depth extensions intruding into the back yards of residential properties. On the south side, between the railroad, a narrow strip of business is backed by a considerable depth of L-1 industrial zoning. In this area there does not appear to be clear demarcations between industrial and commercial use; some residences even exist.

East of Lake Drive, a community center, Swan Nursery Commons, is present. Another center just to the east contains a Caldor and a Pergament.

Beginning in the vicinity of Bridgeport Avenue occurs some of the worst development in the Town. This is likely the result of the proximity of the road to the railroad. The parcels on the south side are lacking in depth, while those on the north were expanded, but reflect a zone line parallel to the road rather than following lot lines. The zoning itself is mostly J-2, with some L-1 and an occasional gas station. East of Station Road in North Bellport there are scattered commercial uses with the majority of commercially zoned property not occupied.

Nearing William Floyd Parkway, more intense commercial development becomes obvious with a Pathmark-anchored Shirley Mall at the southwest corner of the intersection. This center is currently undergoing redevelopment. To the east on the north side of Montauk Hwy., is the Southport Plaza, with a complex of 30 shops.

From Shirley east to Mastic Road the development pattern is well established. The land use can be categorized as strip with the exception of the Southport center on the north side of Montauk Highway. The J-2 zone varies in depth but is generally narrow and the uses are mixed with scattered parcels and a few dwellings. From Mastic Road to Moriches-Middle Island Road the commercial zone is dispersed and of varying depth and uses including the Monarch shopping center.

Center Moriches has developed more of a traditional central business district than some of the communities to the west. Beyond the corner of Atlantic Avenue in East Moriches those uses in the business zone are essentially residential in character.

Heading toward Eastport, commercial zoning is scattered and of varying depth. Some small centers have been developed. A parcel of D-1 zone exists at the southeast corner with the railroad. Two airports occupy significant lands on the north side of the road. Eastport is a rather compact community. One small center exists; the remainder is strip commercial. Despite access to a railroad, most of the L-1 zone is vacant.

**vi. Portion Road - County Road 16**

Commercial activity on Portion Road begins with the intersection of Ronkonkoma Avenue and ends at Horseblock Road. It is typical strip commercial, although some of the parcels are deeper. There are a series of strip, neighborhood, and a community shopping center. There are also several large vacant parcels - some zoned for business, some not.

At the northeast corner of Hans Boulevard, a bank is surrounded by vacant land, the frontage zoned J-2 and the rear A-1. Immediately to the north is a planned retirement community zone (PRC). Contiguous to the east is a large vacant J-3 parcel, next to Lake Shore Plaza, a community shopping center. The easterly corners with Holbrook Road are also vacant, zoned Residence B, and J-2/Residence C. Further east, starting from Avenue D there is a variety of commercial uses mixed with residential including a neighborhood center. On the south side there are five residential structures with commercial. There are three centers on the north side, adjacent to one another. All three have some vacancies. A trapezoid formed by Portion, Nicolls, and Horseblock Roads, mostly zoned A-1, is vacant on the north side except for a racquetball club and small garage. On the south side there is a soccer club, gas station, funeral home office park, and vacant commercial.

**vii. Horseblock Road - County Road 16**

Just east of Nicolls Road, Portion Road transitions into Horseblock Road. It is characterized by all types of zoning the depths of which generally follow lot lines. While there are vacant parcels and residences along the roadway, the commercial pattern is

established. East of Granny Road the patterns are diverse and include vacant land, fast food, convenience store, shopping centers, a Sam's Wholesale Club just north of the LIE, garden-related uses, gas stations and vacant wooded and disturbed land.

**viii. William Floyd Parkway - County Road 46 (including Neighborhood and Mastic Roads)**

The northerly portion of this multi-lane, partially grade separated highway that serves the less populated part of the Town. Furthermore, the northerly section of the roadway has not seen any commercial development. However, two parcels in this section of the road have been proposed for commercial development. The first, a J-3 zoned parcel located at the northwest corner of Longwood Road, is Parcel 9 of the proposed North Shore Properties and is now within the Core Preservation Area of the Central Pine Barrens. The second is another parcel zoned J-3 at the intersection of the Long Island Expressway for which a project known as Brookhaven Town Center has been approved for a regional mall.

Though there are some small commercial uses at the intersection of Moriches-Middle Island Road and scattered model homes and accessory professional offices between this road and Sunrise Highway, commercial activity for the most part begins south of Sunrise Highway. Some of this activity has previously been discussed in the Montauk Hwy. analysis. South of the Shirley Mall there are ten blocks in the shape of a crescent zoned J-2. These parcels are of mixed use and was the subject of a special study in the Mastics Hamlet Plan. Proceeding south there is an isolated J-1 parcel occupied by a Carvel.

Then, there is a concentration of businesses in the form of strip commercial and strip centers. On the east side of a road is a center called, "The Green", a neighborhood center, and a community center ("William Floyd Plaza". Within these four blocks some of the J-2 zoning remains vacant.

At the entrance to a single family subdivision, two parcels are zoned J-4, one vacant and the other containing AT & T. All other land is A-1 until the Maplewood Drive, Neighborhood Road intersection. Here, islands of J-2 zoning exist, most of it unoccupied. This zoning pattern continues easterly along Neighborhood Road with a few developed parcels along the way. At Commack Road (becomes Mastic Road) northerly

to Baker Road, the central business district of Mastic Beach consists of a mix of commercial, vacant and residential properties.

**ix. New York State Route 112**

Route 112 is a major north/south commercial State highway in the Town, beginning in Port Jefferson and ending in Patchogue. In fact, connecting these two important incorporated villages. Between the Port Jefferson Village line and Route 347, an interesting commercial pattern has evolved. The east side is a mix of zoning types and uses. The west has two shopping centers. Faced with the small lot pattern, this is an unexpected occurrence. At the Route 347 intersection the complex zoning continues with some A-1 residence added. Soon the pattern changes as parcels become larger. The zoning expands to encompass these large parcels, some occupied, some not. The variety continues as L-1 industry, nursing homes (NH) and multi-family (MF-1 and MF-2) are added. The configuration of the roadway results in the creation of triangular parcels of land zoned J-2/J-3 but vacant.

The next activity occurs at Pine Road where a shopping center is surrounded by a vacant Planned Retirement District. After crossing CR 83, the Suffolk County Water Authority has established offices on the site of the former Tanglewood Commons shopping center. The center is also occupied by LILCO and the U.S. Geological. Construction is near completion on a large MF-1-zoned parcel across the road.

After passing through Coram, the road takes on a semi-rural characteristic--a church, County office, a large despoiled parcel zoned D-1, a large house on a J-2 parcel and a scrap metal dealer on a L-1 parcel, then a cemetery and telephone company parcel across the street.

At Granny Road, the pattern again changes, deep lots (400 feet on the west) back up to a cluster residential parcel. The use pattern is widely mixed, as represented by a zoning pattern of J-2, L-1 and A-1. On the east, the zoning is deeper although narrowing as a result of the approach to Middle Island Road. The two major occupants of these large parcels are Playland and the Town offices.

South of the LIE to the northern border of the Incorporated Village of Patchogue the J-2 zone dominates and most of the land is occupied in an established pattern of strip commercial, small to medium sized shopping centers and car dealers.

**x. Ronkonkoma and Hawkins Avenues**

These two commercial roadways stretch from Portion Road southerly to the Islip Town line. While Hawkins Avenue is the primary artery in the area, two shopping centers front on Ronkonkoma Avenue. The patterns on both these roads are well established within the J-2 zone. However, on Ronkonkoma Avenue there are many single-family homes in the J-2 zone.

South of the LIE, the Ronkonkoma transportation center is developing. This is a result of the electrification of the Long Island Rail Road. The Town developed a special J-7 Transportation zoning district to encourage improvement in the area. However, strips of J-2 still exist, and a Residence C strip, surrounded by commercial, remains as does another strip zoned J-2 but residentially developed.

**B. Shopping Centers**

Plate 18 depicts the location of shopping centers by type. Those strip centers not defined were aggregated into a general strip land use category. These appear along the major roadways of the Town. In categorizing various centers, the definitions as outlined by the Long Island Regional Planning Board (LIRPB) were used and are described in the analysis of each type of shopping center below. In addition, the LIRPB's definitions of various types of centers established service radii for each, the circular area surrounding the center from which it attracts customers. There are some areas that do not fall within the service radii, but services are provided by strip commercial and the older CBD's

In 1981 and 1990 the LIRPB conducted field studies of commercial development within Suffolk County, by town. While no two surveys are conducted in a totally consistent manner, it is possible to use the data to compare changes over time. These historic data are now compared below with the 1993 field study. The most important aspect of this comparison will be to reveal the number of centers that have been added to the inventory and to measure the difference in occupancy over the years. In this manner it will be possible to measure conditions of commercial development thereby enabling the Town to make short term judgments on the need for additional commercial space. As mentioned previously, this data is somewhat out of date. New information

will be compiled throughout the review process and included in the final document as appropriate. Based on these trends, the Town will also be able to determine if the zoning allocation of business is adequate.

**i. Regional Shopping Center**

A Regional Shopping Center is a shopping center of greater than 750,000 square feet with over 100 stores and at least two anchor tenants. These malls are easily accessible by major highway. The regional shopping center serves approximately 250,000 people within a 5 mile radius of the center and within a 15 to 30 minute drive. (Brookhaven's only regional center, Smithaven Mall is in the Incorporated Village of Lake Grove, however a regional mall has been approved, but not constructed, at the north-west corner of William Floyd PKY., and the LIE.)

**ii. Community Shopping Center**

A Community Shopping Center is a shopping center larger than 100,000 square feet, but less than 750,000 square feet in size, containing at least one major anchor. Historically, the community center was built with a junior department store or a variety store as its anchor. Today, typical community center anchors are a home improvement center, large supermarket, discount department store or flea market. The community shopping center provides for the sale of convenience goods and personal services as well as apparel or appliances and parking is ample. The community shopping center's service radius is three miles and the population served is between 20,000 and 100,000 people.

Single store stand-alone retailers with gross leasable areas of more than 100,000 square feet are a separate type of community shopping center. These are retailers that are providing a wide variety of a type of product or a wide variety of products within one store. These immense stores act as a community shopping center; large single retail stores have a service radius of three miles. However, there are a handful of large single

1. The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that this is essential for ensuring the integrity of the financial statements and for providing a clear audit trail. The text also mentions that proper record-keeping is necessary for compliance with various regulatory requirements.

2. The second part of the document focuses on the role of internal controls in preventing fraud and errors. It highlights that a strong internal control system is crucial for protecting the organization's assets and ensuring the reliability of its financial reporting. The document suggests that management should regularly review and update these controls to address any changes in the business environment.

3. The third part of the document addresses the need for transparency and communication in financial reporting. It states that providing clear and concise information to stakeholders is key to building trust and confidence in the organization's financial performance. The text also notes that effective communication is important for identifying and resolving any issues that may arise during the reporting process.

4. The fourth part of the document discusses the importance of staying up-to-date with the latest accounting standards and regulations. It notes that failure to do so can result in non-compliance, which can have serious consequences for the organization. The document suggests that management should invest in ongoing training and education for their accounting staff to ensure they are well-versed in the most current practices.

5. The fifth part of the document focuses on the role of technology in modern accounting. It highlights that the use of accounting software and other digital tools can significantly improve the efficiency and accuracy of financial reporting. The text also mentions that technology can help organizations to better manage their cash flow and identify potential areas for cost savings.

6. The sixth part of the document discusses the importance of having a clear and consistent accounting policy. It states that this is essential for ensuring that all transactions are recorded and reported in the same way, which is necessary for the reliability of the financial statements. The document suggests that management should regularly review and update these policies to reflect any changes in the business environment.

7. The seventh part of the document addresses the need for a strong internal control system. It highlights that this is crucial for protecting the organization's assets and ensuring the reliability of its financial reporting. The document suggests that management should regularly review and update these controls to address any changes in the business environment.

8. The eighth part of the document focuses on the role of transparency and communication in financial reporting. It states that providing clear and concise information to stakeholders is key to building trust and confidence in the organization's financial performance. The text also notes that effective communication is important for identifying and resolving any issues that may arise during the reporting process.

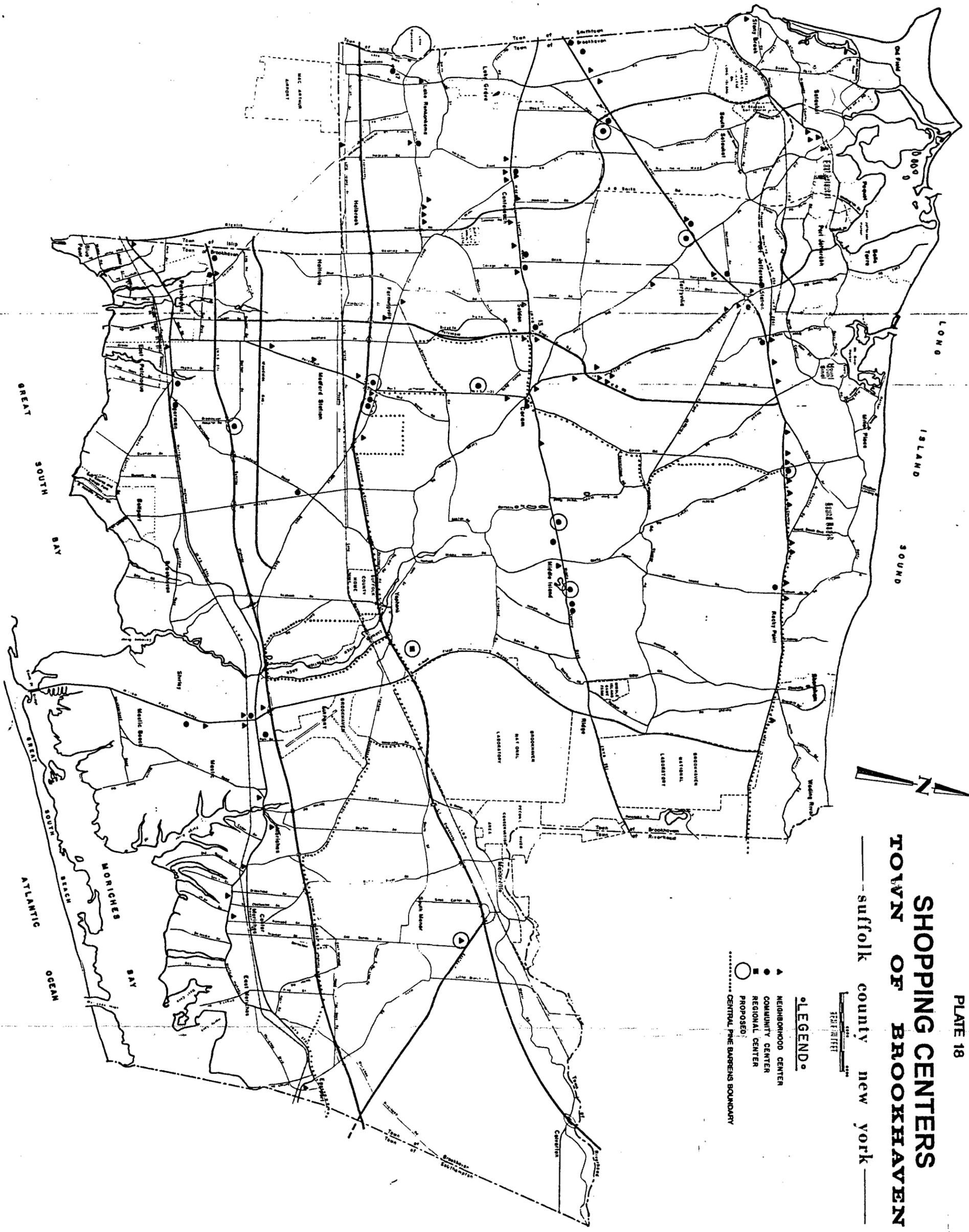
# SHOPPING CENTERS TOWN OF BROOKHAVEN

—suffolk county new york—

FEET 1000 500 0

### LEGEND

- ▲ NEIGHBORHOOD CENTER
- COMMUNITY CENTER
- REGIONAL CENTER
- PROPOSED
- ..... CENTRAL PINE BARRENS BOUNDARY



retail stores that offer a unique selection of goods, or a unique shopping experience.

These have a service area of five miles.

In the 1981 study, 11 centers were characterized as a community center. They contained 273 stores with only 17 vacancies (6%), a normal vacancy. By 1990, the 11 had doubled to 22 and contained 550 stores. Despite this doubling, the vacancy rate actually dropped below 6 percent (5.5%). This included an estimated 12 vacancies at the Centereach Mall. Changes in store layout and the addition of four new centers, Southport, Independence, Strathmore and Swan Nursery provided a total of 631 stores in 1993. Of these, excluding Centereach Mall, there were 104 vacant stores. This represented 16% of the supply, a three fold increase in three years. A visual inspection of the Centereach Mall indicated the vacancies were substantial (at least a dozen). However, it should be noted that some of the vacancies reported by the 1993 study have been since occupied.

## ii. **Neighborhood Shopping Center**

A **Neighborhood Shopping Center** is a grouping of stores that sell convenience goods and personal services. The neighborhood center is smaller than 100,000 square feet and usually larger than 15,000 square feet, with a parking field in front. There is usually an anchor store that is larger than the remaining stores in the center. This anchor is often a supermarket, discount store, large drug store, or home improvement center. The neighborhood center also contains small stores such as a restaurant, dry cleaner, hair stylist, clothing store, or bank. A free standing supermarket is considered a neighborhood center because of its large sales volume. A neighborhood shopping center's service area is the area within a 1.5 mile radius and within six minutes driving time of the center. A neighborhood center usually serves a population of 7,500 to 20,000 people.

Between 1981 and 1990 the number of neighborhood centers nearly doubled from 39 to 75. The number of stores expanded from 572 to 1,017. In the next three years, four new centers were added with 59 additional stores. The 1990 survey reported 90 vacancies. It did not consider vacancy in four centers listed as having 108 stores as vacant, since they had never been occupied. In 1993, these same four centers were 75% vacant. Absent these, the vacancy rate was nine percent. However, if the 108 newly

constructed stores were included, that vacancy rate increased to 19%. In those three years, there had been reconfiguration of stores reducing the total number to 969. Of these, 247 (25%) were vacant. Adding those recently constructed resulted in 36 more vacancies of the 59 additional stores. Therefore, the vacancy rate was 28%, a 50% increase in three years. However, it should be noted that some of the vacancies reported by the 1993 study have been since occupied.

iv. **Strip Shopping Centers**

**Strip Shopping Centers** provide the same type of facilities as the neighborhood center, but with no anchor store. A strip center is a group of at least four similarly sized stores that are owned and managed as a unit. It usually contains less than 15,000 square feet and fewer than ten stores. Strip shopping centers contain small parking lots in front. These centers have been built in linear fashion along major roads in intensely developed areas. This intense development has precluded the possibility of establishing neighborhood centers and downtown central business districts.

Since 1990, 14 additional strip centers have been constructed adding 135 additional stores. Of these additions, 27 stores are vacant (20%). In 1993, there was a total of 140 strip centers within the Town. Since strip centers were not tabulated in 1981, no comparison was made. Between 1990 and 1993 there was an 11% increase in the number of centers and 15% in the number of stores. The 1993 study enables a random comparison of vacancy. Fifty-six strip centers (45%) were compared for vacancy from 1990 to 1993. In 1990, these centers had a four percent vacancy. In 1993, these same 56 centers had a vacancy of 19%. In raw numbers the comparison is 18 versus 92 stores. The new centers result in 27 additional vacancies increasing the total to 119 or 20%, a five fold increase in three years.

v. **Quantitative Summary**

Consolidating all of the different types of centers discussed above, regardless of classification, results in a total of 245 centers, a ten percent increase in three years. Of the 2,190 stores sampled (only 45% of strip commercial was sampled), 470 are vacant. This represents 21.5% of the supply compared to 10.4% in 1990. Most discouraging was the vacancy that remains in new construction despite the previously mentioned

relocation from old centers to new. This meant that to reach a vacancy rate of 6 percent, 186 strip stores, 189 neighborhood and 66 community must be occupied. To attain a ten percent vacancy rate, 133 strip, 160 neighborhood and 41 community stores would have to be occupied. However, as mentioned previously, some of the 1993 data may be out of date and some of the vacancies reported by the 1993 study have been since occupied. Some of the reduction in vacancies can be attributed to recent Town Board commercial rezoning actions

#### **4. EXISTING INDUSTRIAL LAND USES AND ZONING**

The purpose of industry is four-fold. First, it provides jobs for residents of the community; it provides services for residents, it provides locations for the construction and assembly of products for export, and fourth, it provides a portion of the tax base through the valuation of the land and buildings.

All vacant and occupied industrial zoning within the Town has been mapped. In this manner, it is possible to separate those lands that are committed to industrial use and those substantially uncommitted (mostly vacant) that can be evaluated for appropriateness within current constraints, for example, locations within environmentally-sensitive areas such as the Central Pine Barrens or SGPAs. There are several concentrations of industrial zoning within the Town. Existing industrially-zoned lands, both vacant and occupied, are shown on Plate 19. It is noted that the heaviest concentration of industrially-zoned land is in the center of the Town, especially along the Long Island Expressway and the main line of the Long Island Railroad, with the remainder found in various locations throughout the Town along State and County roads, primary Town roads and the Port Jefferson and Montauk branches of the Long Island Railroad.

Many parcels of industrial zoning are located within the Central Pine Barrens, but only two are within the Core Preservation Area. One of these contains the American Physical Society, the other an asphalt company and a rifle range. In the SGPAs, industrial land has also been reduced especially in the South Setauket SGPA where the Town has undertaken a large

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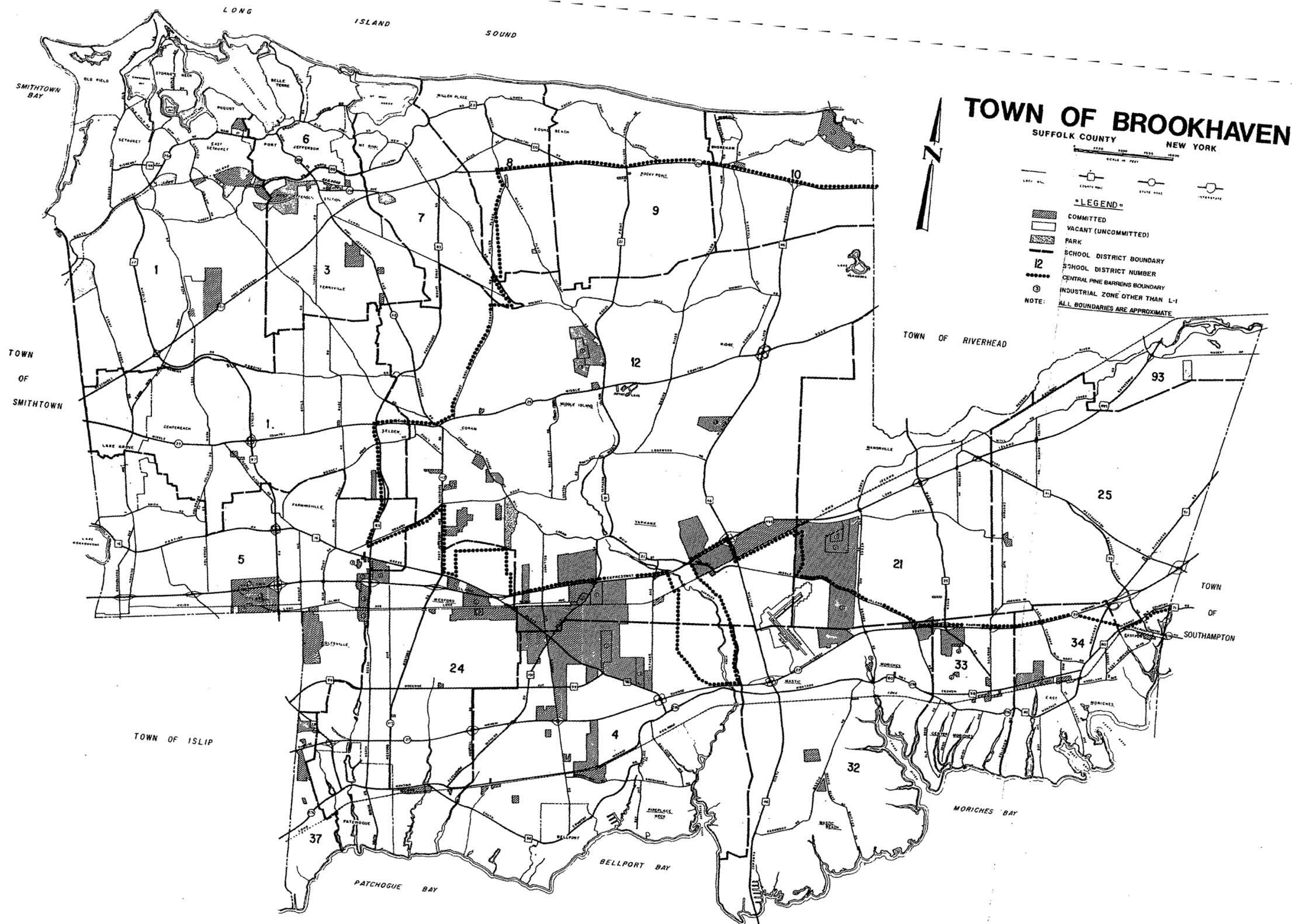
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# TOWN OF BROOKHAVEN

SUFFOLK COUNTY NEW YORK

SCALE IN FEET



**LEGEND**

- COMMITTED
- VACANT (UNCOMMITTED)
- PARK
- SCHOOL DISTRICT BOUNDARY
- SCHOOL DISTRICT NUMBER
- CENTRAL PINE BARRENS BOUNDARY
- INDUSTRIAL ZONE OTHER THAN L-1

NOTE: ALL BOUNDARIES ARE APPROXIMATE

## VACANT AND OCCUPIED INDUSTRIAL ZONED LANDS

rezoning effort to lower-density residential and has preserved significant quantities of environmentally-sensitive lands.

## **5. EXISTING MIXED-USE LAND USE AND ZONING**

The Town has two major mixed-use zoning categories, the D-1 Residence Zone which was last amended in 1992 and the Planned Development District (PDD) which was more recently enacted by the Town Board.

Clearly, the intent of the D-1 zone is to provide for flexible development along seven major roadways in the Town. Its flexibility was enhanced by an amendment in 1992 when its permitted uses were expanded to include the uses permitted in the J-3 (shopping centers), J-4 (offices) and MF-1 (multi-family) zones. The district also permits as of right one-family dwellings on 15,000 square foot lots as regulated in the B Residential Zoning District. The D-1 zoning category has been limited to twelve locations in the Town. Of these, two have been developed commercially, ten are vacant (five of which have received D-1 Special Exception approval by the Town Board) and the others are currently under consideration. Ten of the twelve parcels in the D-1 zone were previously zoned J-3 Business, one was zoned J-2 Business and the twelfth Residence B/B-1.

The Planned Development is embodied in the relatively new Planned Development District (PDD), is a concept recently adopted by the Town Board. The PDD is intended to create the type of planning and zoning flexibility which is necessary to achieve environmentally sensitive, economically beneficial and socially desirable development. It encourages development which is more creative and imaginative in its land uses and design than is possible under the more rigid, conventional zoning regulations currently in place. Benefits to the public and the property owner are achieved by shifting and modifying the development permitted by the underlying zoning. Incentives are offered to encourage comprehensive and coordinated planning and design, and the creation of developments and communities which are visibly attractive, fiscally responsible, economically feasible and environmentally sensitive. It is intent of the

Planned Development District that master plans meeting some or all of the goals listed below could have positive economic, environmental and social effects in the development of the Town.

The Planned Development District has a number of important goals which include:

- To help Implement the Pine Barrens Plan.
- Encourage the preservation and protection of the Town's natural resources, including groundwater quality and quantity, and significant habitat areas for rare, endangered, threatened and species of special concern.
- Encourage the preservation of large, undisturbed, contiguous areas of naturally vegetated open space.
- Improve or enhance scenic vistas, visual quality, rural character.
- Create a sense of place.
- Offer balanced array of housing types.
- Encourage high quality, environmentally sensitive industrial and commercial land uses.
- Encourage the properly planned revitalization, rehabilitation and/or redevelopment of existing downtown's, shopping centers, strip commercial and industrial areas.
- Reclaim and allow the proper redevelopment of environmentally impacted sites.
- Prevent inappropriate development on stale, previously filed subdivision maps.

The PDD is defined by the Town Code as a floating zone specifically designed and approved by the Town Board to allow the unified and coordinated development of a parcel(s) of land in the form of a master plan, including the transfer of density from the Core Preservation Area of the Central Pine Barrens, as well as from one portion(s) of the site to another portion(s), the granting of zoning incentives to achieve special public benefits and other flexible design features.

The PDD ordinance includes a Special Public Benefit which is defined as a feature or amenity offered by a PDD applicant which exceeds the minimum requirements and any other applicable regulations. Examples include increased land preservation; the construction or

improvement of public facilities, services or utilities; the provision of special design amenities and other such public benefits which exceed normally applicable requirements.

The PDD ordinance also includes a Zoning Incentive defined as an increase in density or change of use offered as an incentive by the Town Board to PDD applicants to purchase Pine Barrens Credits and to provide special public benefits.

## **6. CENTRAL PINE BARRENS COMPREHENSIVE LAND USE PLAN AND ZONING:**

The Central Pine Barrens Comprehensive Land Use Plan was adopted by Brookhaven, along with the Towns of Southampton and Riverhead, Suffolk County and New York State, in 1995. This plan is a subset of the Comprehensive Town Land Use Plan described herein and is therefore incorporated throughout this document. The plan controls land use in the area of Brookhaven Town known as the Central Pine Barrens and provides for the preservation and protection of groundwater, endangered and threatened plants and animals and unique natural resources. In addition, the Central Pine Barrens Comprehensive Land Use Plan recognizes the need for balanced growth and development. The Plan has been designed to redirect development from an area known as the Core Preservation Area, thereby allowing for the Core's preservation. All undeveloped lands within the Core Preservation Area contribute to the protection and preservation of the ecological and hydrological functions of the Central Pine Barrens and the preservation of the Core Area is therefore an essential component of the Plan. Preservation will be accomplished by a strategy of government land acquisitions, the transfer of development rights, conservation easements, gifts, land swaps and donations, and to allow for reasonable and appropriate patterns of development within the Compatible Growth Area including the use of Pine Barrens Credits derived from private parcels in the Core. The Compatible Growth Area has been designated to permit uses which are compatible with protecting the essential character and natural resources of the pine barrens. Development Standards and Guidelines have been established consistent with the protection of water resources and the habitat preservation goals provided for in the Pine Barrens Protection Act.

The Plan established the Pine Barrens Credit Program in order to maintain the value of lands designated for preservation. The Pine Barrens Credit Program for the Town is designed to redirect development from residentially zoned lands within the Core Preservation Area to receiving districts throughout the Town.

The Town recently enacted its Central Pine Barrens District, as required by the Central Pine Barrens Comprehensive Land Use Plan, to meet the goals and implement the objectives of the Central Pine Barrens Comprehensive Land Use Plan. This district is also designed to promote development which is compact, efficient and orderly, and which is designated to protect the quality and quantity of surface water and groundwater, and the long term integrity of the pine barrens ecosystem.

Creative planning techniques such as Residential Overlay Districts, Planned Development Districts (described previously) and Incentive Zoning will allow for the transfer of development credits. The code utilizes Residential Overlay Districts in all A Residential 1 and A Residential 2 zoned lands in the Town with increased density contingent upon the purchase of Pine Barrens Credits. The use of the Planned Development Districts and Incentive Zoning are utilized to allow an increase in intensity with the purchase of Pine Barrens Credits. All parcels within the A Residential 1 and A Residential 2 Districts are considered potential receiving districts for the purpose of providing for the transfer of development rights from those parcels within the Core Preservation Area, subject to certain criteria set forth in the Code. The Residential Overlay Districts may increase density according to a methodology in the Code and permitted upon submission and approval of a subdivision, land division or flag lot concept application to the Planning Board. A change in zoning or land use and/or an increase in density or intensity may be permitted through the use of Incentive Zoning based upon the purchase of Pine Barrens Credits, subject to the approval of the appropriate Board. Incentive zoning may also be permitted as part of any PDD application.

## **7. EXISTING PARKS, OPEN SPACE AND RECREATION**

In 1906 the National Recreation and Park Association developed its first set of standards to guide communities in providing adequate park and recreational facilities to

serve the population. Over the years the analysis has become more detailed as leisure time has increased and certain recreational activities have become more popular. However, the basic guidelines have remained relatively unchanged for nearly a century. There are six basic categories of parks:

**i. Playlots:**

This is a small area designed for small children, less than an acre in size, generally found in high density areas as a substitute for a back yard. They are expensive to maintain and difficult to administer.

**ii. Vest Pocket or Mini-Parks:**

These are also small parks usually devoted to a single need and the location is determined more by the availability of land. They are also expensive to maintain.

**iii. Neighborhood Parks:**

These are the backbone of the local park system. They should have a minimum of five acres and be located within one-half mile of the population they serve (2,000 to 10,000 persons). They should provide for court games, ball diamonds, well landscaped and lighted if possible. Historically the neighborhood park was located in conjunction with an elementary school. Further, it is generally recommended that neighborhood parks be provided at a ratio of 2.5 acres for every 1,000 population.

**iv. District Parks:**

These should have a minimum of twenty acres and provide for a greater range of facilities over a larger service area including a swimming pool, tennis complex, community building and off-street parking. These should also be generally provided at a ratio of 2.5 acres per 1,000 population.

**v. Large Parks**

The minimum recommended size is 100 acres and should be generally provided at a ratio of 5 acres per 1,000 population. They will provide active sports facilities, boating, swimming, hiking, picnicking in an otherwise passive park.

vi. **Regional Parks:**

These are normally provided by county, state and federal governments and serve the region as a whole. These are normally at least 250 acres with a standard of 20 acres per 1,000 population. They are usually left in a natural state or provide camping, golf courses, botanical gardens or water areas. Many times they provide particular features such as ocean beaches.

All of the aforementioned parks categories can be divided into two basic types of parks, active and passive. However, these terms are generally descriptions of recreational activity and the term "*passive park*" seems to have evolved into "*open space*". Open space areas allow some unobtrusive forms of recreation such as hiking, nature trails, and may even include swimming, boating, camping and bridal paths. But, for the most part, open space areas are being considered as forever wild and its availability to the public at large is restricted. In recent years, governments on Long Island have moved to acquire significant amounts of land for parks. Suffolk County has devoted one-quarter percent of sale tax revenues for the acquisition of land. The State acquired the RCA property and acquisitions in the Central Pine Barrens will lead to an ever increasing inventory of open space as lands are acquired in the core area through various methods.

The 1984 Data Book for Suffolk County listed eight County parks totally or partially in Brookhaven. A 1993 study lists 67 parks, preserves and County owned land totaling 8,412 acres. Only ten of these, totaling 504 acres, are improved as active park land, but in reality are of a passive nature, the information is summarized in Table 19 below.

Table 19

**PARKS, PRESERVES AND COUNTY OWNED LAND  
RECOMMENDED FOR PARK DEDICATION**

<b>Protected Park Land</b>	
Nature Preserve	988.76 acres
Watershed	2,399.25 acres
Bird Sanctuary	23.50 acres
<b>Active Park Land (includes 2,013.2 acres in Historic Trust)</b>	
Improved	503.84 acres
Unimproved	4,497.38 acres
<b>Total Acreage</b>	<b>8,412.71 acres</b> (67 sites)

*Source: Long Island Regional Planning Board*

A 1992 study by the Long Island Regional Planning Board found 13,852.49 acres of Federal and State open space in Brookhaven. This includes significant lands such as Fire Island National Seashore, William Floyd Estate, Wertheim National Wildlife Refuge, Rocky Point Preserve, Middle Island Game Farm and Brookhaven State Park.

Only the highest praise can be given to the Town for its open space acquisition program. Coupled with County, State and Federal properties, Brookhaven can be justly proud. Approximately 27,000 acres, or 10 percent of the total land area, is permanently preserved by the Federal, State, County and Town jurisdictions as dedicated park areas. The preponderance is in passive use. A detailed discussion of passive open space is found in the Environmental Resources segment of this report. Plate 20 depicts existing open spaces and the pine barrens boundaries. Lands will continue to be set aside for open space through cluster development, transfer of development rights and further acquisitions, see Plate 3, proposed open space.

In 1988, the Town of Brookhaven completed **Park Facilities Inventory** and has updated it from time to time. This document provides map location, parcel identification number, area, site improvements and a sketch of the property. This inventory enables Brookhaven facilities to be compared with the national "standards". It is important to recognize that these are suggested standards and that few municipalities meet all of them. While acres per thousand population is a

guideline, actual facilities may be a more accurate measurement of the type of recreation provided by the Town. After assembling properties provided in the inventory (i.e. combining greenbelt parcels), these are 206 parks under Town jurisdiction. These total 2,903.9 acres. Of these active and passive sites, 89 (43%) are listed as not improved. Improved and unimproved parks, by size, are shown below in Table 20. Many of the large parks are shown as improved, but have minimal improvements.

**Table 20**  
**TOWN PARKS IMPROVED AND UNIMPROVED, BY SIZE**  
**(ACTIVE AND PASSIVE)**

	Total Parks		Unimproved	
	Number	% Total	Number	% Total
less than 0.5 acre (ac.)	31	15	12	39
0.5 ac. to less than 1 ac.	21	10	15	71
1 ac. to less than 2 ac.	33	16	19	58
2 ac. to less than 5 ac.	46	22	14	30
5 ac. to less than 10 ac.	29	14	13	37
10 ac. to less than 20 ac.	19	9	6	32
20 ac. to less than 50 ac.	12	6	3	25
50 ac. or more	15	7	7	47
<b>Total Parks*</b>	<b>206</b>	<b>NA</b>	<b>89</b>	<b>NA</b>

*Source: 1988 Park Facilities Inventory*

\*Note: For purposes of this study, adjacent parcels have been combined

The previous table reveals that 25% of the park land is less than one acre in size and another 38% is less than five acres. There are 22 improved, active recreation parks within the Town that meet the neighborhood park standard of 5 to 20 acres. These comprise approximately 210 acres, about one-fifth the recommended acreage. This is the most important category of recreational facilities, since it services the community on a localized, day to day basis. It is here where softball, Little League baseball, pick-up basketball, and handball are played. A review of the "inventory" reveals 37 softball and Little League fields, 8 handball, 22 basketball, 1 bocci, 3 football, 3 soccer and two tennis facilities. The Moriches Athletic Complex has two new baseball diamonds and other parks are undergoing improvements. Remembering that this inventory is

eight years old, it indicates that there are minimal athletic facilities in the Town. On the other hand, there are three swimming pools. All but a few of the 55 parks that provide "active" recreation have multiple facilities. Unfortunately, there are few active recreation areas east of a line drawn north/south through Yaphank. While an expensive venture, it is noted that there is no Town owned golf course for a population of over 400,000. There are twelve private golf courses in the Town and two in villages. Four are private homeowner courses, two are private membership clubs, two are protected private courses (transfer of development rights) while three are private daily fee courses. The Tall Tree Club was to be transferred to the Town, but has not. There are four nine hole courses, eight eighteen hole courses and two 27 hole courses. (Golf courses present a particular problem because of groundwater pollution.) Town facilities meet 35% of the standard for district parks and 75% of the large parks goal.

Schools, particularly junior and senior high schools also service the community by providing active recreation facilities. There are normally baseball fields; tennis, basketball and handball courts available in off hours to the general public. While they can be considered in the general inventory, these facilities are sometimes lost when schools are closed and properties sold.

Plate 20, existing open space, depicts the active and passive recreational facilities within the Town. Holdings of the Federal and State governments are similarly indicated as are Town and County lands. Schools are denoted by squares and small parks by triangles. Golf courses, cemeteries, well sites and private open space are also shown.

While there may be small inconsistencies in the gathering of data among organizations, Table 21 below summarizes information compiled by the Long Island Regional Planning Board (LIRPB), in 1992. This table presents a tally of all forms of open space ranging from small well sites to parkways to large preserves and indicates both public and private lands. These total over 30,000 acres and represent almost twenty percent of the total land within the Town. Further, it represents a ratio of 77 acres per 1,000 population, well in excess of the National Recreation and Park Association standard of 30 acres per 1,000 population. However, as the Association states, *"The mere provision of open space or park and recreation acreage does not automatically insure a good park and recreation system."*

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Table 21  
**EXISTING OPEN SPACE (ACRES) -- 1992**

Land Use Category	Acres	% of Town Land
Land Locked Parcel	563.68	0.34
Underwater Land	235.30	0.14
Golf Course	1,325.94	0.80
Camp	41.58	0.03
Cemeteries	594.08	0.36
Wellsites	255.57	0.15
Sail/Hunt Clubs	177.67	0.11
County Ownership-Old Filed Maps	826.06	0.50
State-Federal Preserves	13,848.53	8.34
County Preserves	3,336.15	2.01
Town Preserves	2,145.93	1.29
Village Preserves	77.77	0.05
Private & Semi-private Preserves	354.07	0.21
Parkways	3.45	0.00
State-Federal Public Parks	3.96	0.00
County Public Parks	4,881.10	2.94
Town Parks	1,959.13	1.18
Village Parks	429.78	0.26
Private & Semi-private Parks	215.66	0.13
Nature Conservancy etc.	66.88	0.04
County Development Rights	50.33	0.03
Town Development Rights	0.00	0.00
<b>Total</b>	<b>31,392.62</b>	<b>18.91</b>

*Source: Long Island Regional Planning Board, 1992*

## 8. INSTITUTIONAL USES

The Brookhaven National Laboratory, SUNY at Stony Brook, the Suffolk County Community College and the Dowling National Transportation (NAT) Center constitute the largest institutional land uses in acreage (over 4000 acres), and number of people employed or consumers of the facilities. The largest number of institutional uses are primary and secondary schools (60 elementary and 26 junior and senior high schools), followed by municipal, library, fire, ambulance and water district buildings and structures. Churches, private schools and

colleges, fraternal organizations, civic organizations, and hospitals constitute the private institutional uses.

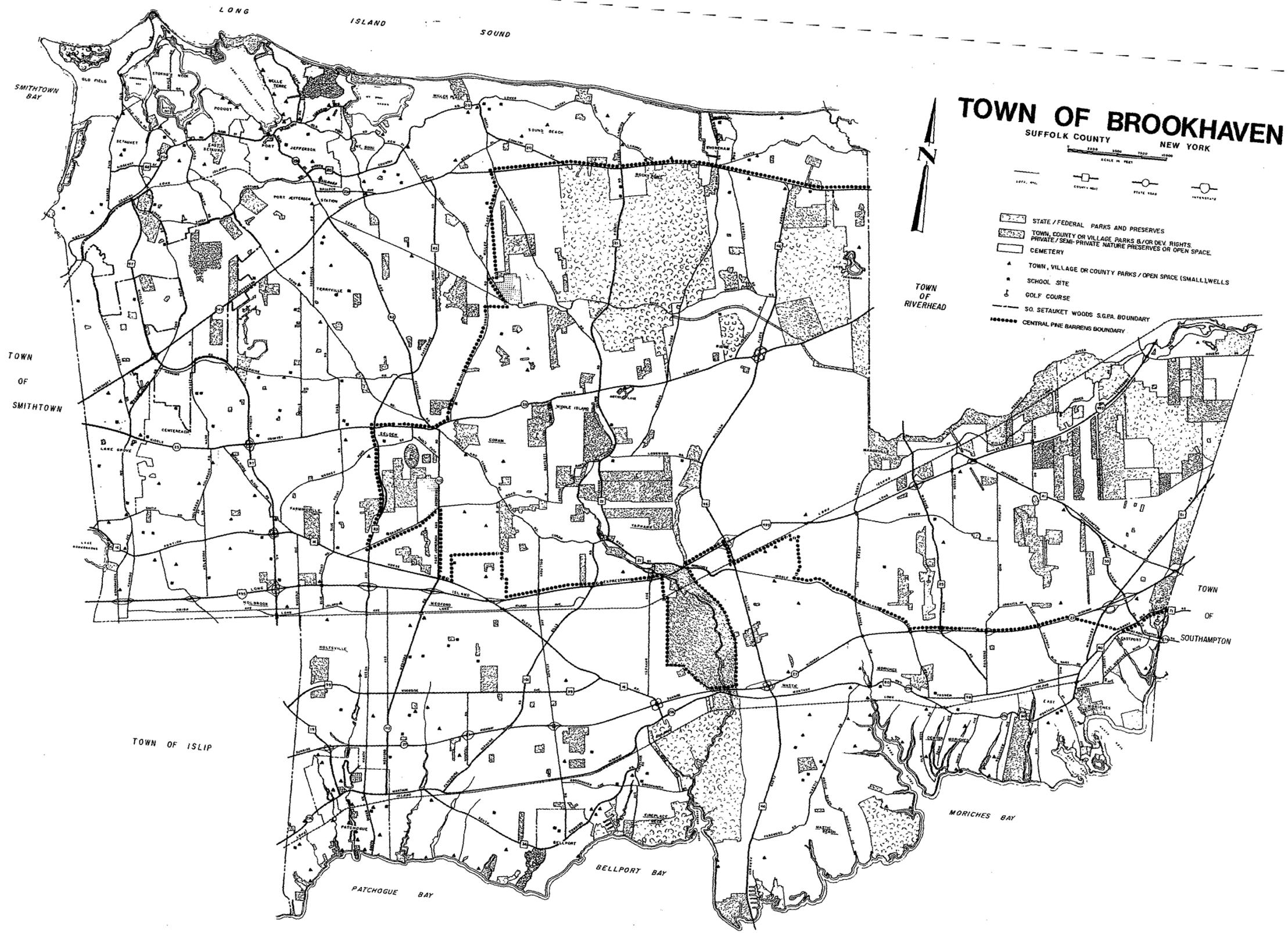
## **9. PROBLEMS AND NEEDS - OVERALL LAND USE AND ZONING**

The economic slowdown that has faced the nation has seriously impacted Long Island. As a result, activity over the past several years has declined. However recent activity has indicated the first signs of recovery have begun and developers are beginning to launch into new ventures. In the last year and a half the Town has seen a moderate increase of the rate of development applications. Some of these will occur on existing zoned lands. However, it is most likely that the major thrust will be in the form of requests for rezonings on vacant residentially zoned properties. As the review of these requests is made, several things should be kept in mind:

- The requests will almost always be for an increase in density or intensity.
- The architectural renderings or conceptual site layouts will probably not represent the finished project.
- The so-called "highest" use may not be the best use.
- The property may end up being used for the most onerous permitted use in the district.

Accordingly, for any proposed rezoning, a close analysis must be made of the application and its merits and the potential impacts it may have on the area surrounding the parcel for which the rezoning is intended. Consideration should be given to developing specific criteria both in the zoning code and in written Town policy for review of such applications.

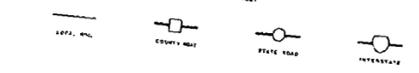
A general analysis of zoning in the Town found that there are inappropriately zoned sites and sites which have spot zoning. In some case the zoning for a parcel does not reflect the existing land use on that parcel. An excess of commercial zoning was found and in other areas inappropriate zoning was found to be intruding into areas with other zoning.



# TOWN OF BROOKHAVEN

SUFFOLK COUNTY NEW YORK

SCALE IN FEET  
 0 2500 5000 7500 10000



- STATE / FEDERAL PARKS AND PRESERVES
- TOWN, COUNTY OR VILLAGE PARKS &/OR DEV. RIGHTS, PRIVATE / SEMI-PRIVATE NATURE PRESERVES OR OPEN SPACE
- CEMETERY
- TOWN, VILLAGE OR COUNTY PARKS / OPEN SPACE (SMALL), WELLS
- SCHOOL SITE
- GOLF COURSE
- SO. SETAUKET WOODS S.G.P.A. BOUNDARY
- CENTRAL PINE BARRENS BOUNDARY

TOWN OF RIVERHEAD

TOWN OF SOUTHAMPTON

TOWN OF ISLIP

MORICHES BAY

BELLPORT BAY

PATCHOGUE BAY

EXISTING  
**OPEN SPACE**

OPEN SPACE DEPICTED IS AS OF 1993 RECENT ACQUISITIONS MAY NOT BE INCLUDED

In the current zoning code itself, there are general issues which should be considered. One of these areas concerns definitions. The current zoning code has been amended from time to time with the addition of new districts. These amendments included definitions related to that district, but sometimes conflict with the same term defined elsewhere in the zoning code. This is particularly true of Article XVI (Great South Beach in Fire Island National Seashore) where some definitions contained in this Article may be worthy of inclusion in the ordinance at large. In other cases in the zoning code, certain districts expand upon a definition contained in the general section, while other districts define the word differently. In other cases, a definition may actually be a regulation as in the cases: the definition for Adult Entertainment Establishment; the definition of Residential Street which prohibits the parking of commercial vehicles; and the definition for Motel or Motor Lodge which establishes a parking requirement and prohibits cooking. The word "sign" is defined differently twice in the zoning code and differently in Chapter 57 that regulates signs. These issues need to be rectified.

In other cases of definitions, some terms used in the zoning code or commonly referred to in development discussions are missing from the zoning code. Among these are:

- Antiques
- Boathouse
- Bed and Breakfast
- Private Club
- Kennel
- Floor Area Ratio
- Cluster
- Marina
- Employee Housing
- Parking Structure
- Small Car Parking Space
- High Technology
- Mining
- Planned Development
- Transfer of Development Rights

Finally there are other definition considerations which should be analyzed and include the following:

- The terms **Agriculture** and **Duck Ranch** could be better defined.
- The definition of **Commercial Vehicle**, excepting "such vehicles are run only on rails or tracks" is confusing.

- The "C" provision of the **Mobile Home** definition appear to define factory housing, which is not a mobile homes, and references "repeated transporting".
- A **Loading Space** is defined as an "*off-street area not less than twelve (12) feet wide and twenty-two (22) feet long with an overhead clearance of at least fourteen (14) feet ...*" However, twenty-two feet is inadequate for tractor trailers and this should be increased to thirty-five (35) feet.
- In the **Nursing Home** category consideration should be given to including an extended facility operated by a hospital.
- In regard to the fence definition, it should be determined if a fence higher than six (6) feet is a structure and if so, if it is governed by setback requirements.
- Most zoning codes use **building** and **structure** synonymously, as does Brookhaven. However, there are two definitions for these and they should be reconciled.
- Consideration should be given to amending the definition for **Trailer** or **House Car** to include recreational vehicles.
- The definition of **Transfer Station** should appear in definitions.

It must be mentioned that there are outside considerations beyond appropriate land use that controls development. While a property might be better suited for one use rather than another, or be surrounded by smaller lots, Suffolk County Department of Health Regulations may eliminate that use or development of smaller lots from further consideration. Restrictions in regard to lot size, density of population and commercial versus residential all enter into the determination as to the final use of the property. The ability to provide sanitary disposal and water supply is also a determinant.

Currently, there are a number of policies utilized in the Town and applied to various types of developments. These policies represent good planning and environmental procedures such as requiring that large commercial developments attempt to preserve a minimum of 30% natural or replanted vegetation and setbacks from wetlands. These polices do not currently appear in the Town Code and consideration should be given to amending the Code to include them, thus providing developers with one location in which to determine what development requirements are needed and helping to reduce delay in application processing. However, it may be useful to have an appeals procedure to be applied in certain cases when warranted, to be

implemented by one of the Boards or the Commissioner of PED, to grant variances from some of these policies.

There is a need to preserve and achieve rural character throughout the Town, including the preservation of buffers adjacent to roadways and historic character. There is a need to consider alternatives to the old, Euclidean grid-type zoning prevalent in parts of the Town as this type of zoning, while it has some advantages, also has disadvantages in that it does not always account for the fostering of a sense of place or works with the local topography or other existing environmental conditions. However, equally of concern is the prevalence of cul-de-sac use which limits choices and funnels a large amount of traffic onto the same collector roads. Regardless of the characteristics of these types of roadway designs, the most important consideration is the desire by many to return to narrow, tree-lined streets and the preservation of rural, scenic byways. Accordingly, the Town may need to consider ways of addressing this concern including scenic overlay districts and creation of certain standards to address this need.

## **10. PROBLEMS AND NEEDS - RESIDENTIAL LAND USE AND ZONING**

It is important to realize that the waves of urbanization during the 1950's, 60's, 70's and late 80's that were responsible for development patterns of the western half of the Town occurred pursuant to historic zoning that was in place during that time period (generally 1/4 and 1/3 acre lots).

Future residential development will be fundamentally different than the patterns of development established by the previous waves of urbanization. This change in development patterns is desirable from both a land use perspective as well as an environmental perspective. For example, any additional development of the eastern half of the Town will occur pursuant to the zoning of today and the future, which are very different than those of the past. This is due to a number of factors including: (1) that much of the Town's large tract vacant residential lands are now zoned for large lot development (1, 2 & 5 acre lots); (2) that section 278 of the New York State Town Law permits the of clustering of subdivisions so as to create permanent open space areas; (3) that the Town's new Planned Development District should also bring opportunities for

both open space preservation as well as innovative and unique development which can foster a sense of place and allow for the siting of work places near employees residences; (4) that with the implementation of the Central Pine Barrens Comprehensive Land Use Plan, significant portions of Brookhaven Town will be preserved as open space; and (5) that the work force destinations (as noted in the Demographics section) have shifted from New York City to more local work sites thereby allowing more people to move into the Town and to either work within the Town as well or in nearby locales. These fundamental changes in development patterns should also be kept in mind as different aspects of this Land Use Plan are explored.

While the previous discussion indicated a beneficial change in residential development patterns, by no means should it be construed that the current residential zoning districts of the Town have no room for improvement. They do. These improvements range from simple Town Code language changes to potential wholesale deletion of old zoning districts and creation of new zoning districts. Some of the improvements that the Town may considered in the future are:

- The Town has a strong desire to support and promote senior citizen housing. However, indications from the hamlet studies, civics and private sector imply that the current Planned Retirement Districts need to have more flexibility so as to better meet the needs of seniors. There is a growing need for diversity in the types of senior housing available, especially Congregate Care, akin to assisted living communities, which is an intermediary between Planned Retirement Communities and Nursing Homes. The Mastics Tri-Hamlet study recognized a need for more planned retirement housing in that community. In the Longwood Mini-Master Plan, the siting of higher-density senior housing adjacent to activity centers would help to fulfill that region's sense of place as well and allow for active seniors to have greater pedestrian access to these centers. A component of the senior housing needs to be affordable as well to ensure that this segment of the Town's population can remain in the Town without undue economic burden.
- The current Multi-Family Districts were generally intended more for multi-story garden apartments, while development of these districts has tended to be oriented toward owner-occupied single-story condominiums. Lately there has also been some demand for single-family housing in these districts. In addition there are discrepancies in recreational requirements, both indoors and outdoors, between districts and there is some confusion in regard to height, stories, and elevators. Many of the requirements would be more appropriately addressed in the building code. An additional 550 acres of vacant land could be designated for high density residential that could create between 4,000 and 6,000 additional units depending on permitted density. Therefore, of the additional 30,000 estimated additional residential units to be constructed in the Town, one-third would be in the form of high density units. These recommendations are based on the need to

locate receiving areas for units displaced from the Core Preservation Area of the Central Pine Barrens, a preference for high density residential rather than additional shopping centers along already congested highways and adjacent to activity centers to create a sense of place, and the need to continue to provide a choice of housing types for an aging population desiring to remain in the community as well as affordable housing for the young. Additionally, these units tend to be occupied by fewer people, therefore limiting population growth (average 2.62 persons vs. 3.20).

- There has been some problems with “double frontage lots” along collector roadways and major arteries. These double frontage lots have lead to erection of unsightly stockade fencing along the roadways along with the inevitable graffiti.
- In-filling of old filed maps in existing developments continues to be a problem in various communities of the Town. One concern is the clear-cutting of existing trees on small, single and separate lots which cumulatively may have impacts on the scenic, rural and neighborhood qualities of surrounding areas.
- The only difference in permitted uses in the residential districts is that convents and monasteries are not permitted in the A Residence and A-1 Residence zones.
- The Residence D District, which permits owner-occupied two family dwellings, has a confusing intent. It discusses a coexistence relationship between residential and commercial development, but seems to encourage commercial while emphasizing single-family dwellings. Furthermore it requires four parking spaces for a two family dwelling and two spaces for a single family unit, while only one parking space is required in all other single-family districts. In addition, there are very few locations zoned Residence D in the Town.
- The Mobile Home Community District contains a continuing reference to “lot” when individual building lots may not apply. In addition, it is not clear if there is a requirement that a subdivision be filed for a mobile home park.
- Unlike other districts, parking requirements are found in Article XIV, this district’s section rather than Article XXXIV, “Off-Street Parking and Loading.”
- Horse Farm (HF) Residence District does not contain a reference to Residence A-5 and A-10 in 85-151 A.
- In the Residential District (RD) in the Great South Beach Article (Fire Island National Seashore) there is a prohibition against condominiums which perhaps should be examined.
- Particular attention must be given to land and subdivisions that occurs adjacent to limited access roadways. By design, these roadways carry heavy volumes at substantial speeds resulting in noise. In western Suffolk and Nassau County the State has constructed noise walls to reduce the impact on adjacent properties. These walls are unattractive and expensive. As lands develop along these roadways in Brookhaven, special consideration should be given to provide sound

reduction in other ways. Utilizing clustering, housing could be located as far away as possible, while landscaped berms could be constructed close to the roadway. Adequate attention to this issue now will prevent costly and possibly confrontational solutions in the future.

- There is a need to preserve and achieve rural character throughout the Town, including the preservation of buffers adjacent to roadways and historic character. There is a need to consider alternatives to the old, Euclidean grid-type zoning prevalent in parts of the Town.
- There is a need to rezone environmentally-sensitive land to larger lot residential district.

The above are just some examples of the potential problems and improvements of the Town's residential zoning districts. There are more. However, it should be realized that it is not practical or desirable to address all of the potential improvements to the Town residential zoning districts in the context of this Land Use Plan. These future improvements are all deserving of separate consideration as well as public and private input. The Town should endeavor to address these problems and improvements now and in the future.

## **11. PROBLEMS AND NEEDS - COMMERCIAL LAND USE AND ZONING**

A review of the basic guidelines for selecting appropriate commercial rezoning indicated that the Town has addressed many basic issues, although possibly not in the most efficient manner.

Commercial land use patterns in Brookhaven, not unlike the rest of Long Island, have been established along the major highways of the Town. As a result, strip commercial uses predominate, interspersed with neighborhood and community shopping centers. The Incorporated Villages of Patchogue, Port Jefferson and Bellport among others have a "sense of place" in the form of the traditional downtown area. These are historic in nature, having been developed at the outset of urbanization. The availability of transportation, water and rail, made them ideal centers. While not developed in the traditional grid pattern, blocks are small enabling a pedestrian oriented community to evolve which is important as the strength of a downtown is its ability to be pedestrian oriented. Smaller communities, particularly Center Moriches and Eastport, while along Montauk Highway, developed in a pedestrian oriented manner. The same did not happen at Shirley near the railroad, but did occur in Mastic probably to serve summer residents. While many moved to the suburbs to leave the city behind, there is still a desire for the amenities that downtowns provide. Unfortunately, it does not appear feasible to create a "sense of place" in existing developed unincorporated portions of the Town. Only through the use of Planned Development concepts does this appear to be realistic and perhaps only in areas that have not yet been developed. In this manner, through design, centers can be achieved. Brookhaven has several previously mentioned potential locations for PDD's. Coram was given a hard look, but the complexity of the street system and the mix of land uses, each accompanied by individual parking fields and the physical separation of uses, make this virtually impossible.

The commercial analysis revealed the presence of excessive and overabundant commercial zoning throughout the Town which including an overabundance of shopping centers

within the Town. The radius of service, using accepted standards substantiates this. The vacancy rate, (number of stores) is a substantial (21.5%), although a number of vacancies have been occupied since the 1993 survey date. Additional centers have been approved on Route 347 in an already- saturated area and others are advancing toward implementation. Some of these latter ones will serve to fill some of the existing service area voids. When the service radii of neighborhood, community and central business districts are overlaid, the populated areas within the Town are adequately served. Also, a regional center at William Floyd and the LIE is awaiting development. This regional center's radius of five miles is tangential to that of Smithaven Mall and will serve the entire east end of Suffolk County. As a result of the core area designation within the Central Pine Barrens and low density zoning elsewhere, its population within a five mile radius will always be less than the 250,000 recommended standard. However, its transportation access opens it to markets in all directions, particularly the South Fork.

If all the lands currently zoned Residence D-1 developed under the J-3 regulation (a possibility) along with vacant J-3 parcels, the proliferation of shopping centers would outpace possible population growth. Further commercialization in Brookhaven is likely to add to the vacancy rate. Therefore, consideration should be given to the rezoning of many of these parcels to permit higher density residential uses that can be used as receiving areas for the transfer of development rights from the core area of the pine barrens and other purposes including the strengthening of community centers. This also retains much of the perceived value of the land represented by the present zoning. In addition, this ensures that the supply of commercial development, especially retail uses, is keyed to the current and future demographic trends of the Town, as noted in the Demographics section, i.e. the population of the Town should be sufficient to support the commercial uses in existence. Since there is ample commercial zoning in the Town, it is recommended that some commercial be removed. Any remaining areas unserved by commercial will be accommodated by the mixed uses permitted in PDD's. Additional professional offices can also be located within existing shopping areas or the PDD's.

Closely related to the previous analysis of existing shopping centers is the reuse and revitalization of existing shopping centers. Currently, there is a trend for larger and more

specialized supermarkets. The 20,000-40,000 square-foot supermarkets of the old are being replaced by 55,000-85,000 square foot markets. These new supermarkets boast wider aisles, and specialized deli, bakery, and seafood departments. Many now provide full service banking as well. This trend for larger stores also include drug store chains and big box retailers such as K-Mart, Caldor and WalMart. This tendency for larger facilities has had a significant impact on the Town's neighborhood shopping centers. In the past, major retailers would simply close their old store and move their operation into a new shopping center that offered a larger tenant building. This move unfortunately left behind a old neighborhood shopping center without a major tenant to attract consumers. Consequently the old neighborhood shopping center's ability to compete was severely curtailed. In the past the Town has promoted and the civics have supported efforts to revitalize existing old commercial centers. They has been joined by the private sector in this effort. This has recently resulted in the revitalization of several old commercial centers. The revitalization usually involved an addition to a major tenant that "anchored" the center, particularly the aforementioned supermarkets, as well new architectural facades for the entire center, a revamped parking lot, and new and additional landscaped/green areas. The typical addition to the major tenant that "anchored" the center, is usually necessary in order to make the major tenant competitive in today's retailing market. Examples of successful revitalization include the following centers, The K-Mart Center @ Middle Island, Walmart Centers @ Middle Island as well as in Centereach, Caldor Centers @ Coram and Setauket, Bobs Center at Selden, TJ Maxx center @ Selden, etc. Others are slated for revitalization such as Edwards Center @ Setauket, Waldbaums @ Setauket, King Kullen @ Rocky Point, Stop & Shop @ Farmingville, etc.

By revitalizing existing shopping centers, this cycle of leaving behind the old for the new can be broken. The benefits of revitalization are many and the Town should continue to promote revitalization. The Town acknowledges that area and dimensional variance(s) may be necessary and appropriate to promote the revitalization effort. In some cases fast tracking of the proposal may also be appropriate.

In the field study of commercially-used parcels, it was observed in some cases that the commercial use of the property extended beyond its existing commercial zoning and the depth of these lots also extended beyond the existing commercial zoning. These parcels may have been

granted a variance for a use extension or may have just expanded without authorization. In many cases these commercial uses were surrounded by residential zoning that landlocked the parcel, making it essentially useless without the non-permitted commercial use.

In other examples of problem commercial zoning, it was found that the certain parcels had been rezoned to commercial zoning categories thereby causing an intrusion into residential areas. In some cases, some of these parcels had tails or corners that had access to predominantly residential side streets. This established an adverse precedent of intrusive zoning, and in several cases, isolated residentially zoned properties between two commercial parcels. In some circumstances, some commercial lands such as a number zoned J-3, were below the minimum lot size.

The field review also found that many gas stations are not in the appropriate designated J-5 service station zone since this category post-dates many gasoline service stations. Other auto related uses may be nonconforming. (A nonconforming use is one that is not permitted in the zoning category on the parcel in which the use is present. In many cases these uses predate the ordinance or were "zoned out" when permitted uses were changed over the years.) For example, several commercial uses were found in residential zones.

There is also a pattern throughout the Town of intermixing different commercial zoning categories or mixing commercial categories with inappropriate residential and industrial categories. While it may not be inappropriate to place a J-2 zone next to a J-4, it is less appropriate to introduce an industrial type zone. An example of this is present along portions of Route 112 where existing residential zoning is interspersed with commercial and industrial zoning.

During the conduct of the commercial analysis, disparities between the actual use of land and that presumed to be objectives of the Zoning Ordinance were noted. Some of these discrepancies can be attributed to variances granted by the Board of Zoning Appeals (BZA) over the years and some uses probably predate the regulations. Past attempts to reconcile use to zoning produced instances of "spot zoning" wherein an individual parcel is placed in a district

different from the majority of adjacent and nearby parcels. In some cases the spot zone is an industrial classification and in others, the "J", "J-1", or "J-6" zones have been interjected. It is obvious that most of these were accomplished to provide greater control of the land. However, the impact of these actions are insignificant in the maze of typical strip commercial development that exists along the arteries of the Town.

There are also eleven commercial zoning districts regulated by the Zoning Ordinance of the Town of Brookhaven. They cover the gambit of possible districts ranging from a Neighborhood Business District through a Central Business Transportation District. There may be too many commercial districts as some may be duplicates of one another with only minor differences, others may be too restrictive to even allow the specific uses they were designed to attract, some may be confusing and others may not properly control commercial development.

There is a need to promote more sharing of parking between commercial facilities and interconnections between parking lots to reduce congestion on roadways. A desire has been expressed for more consistent architecture and architecture that matches the character of the community in which it resides. There is a need to explore means of addressing these issues in the zoning code.

Three districts, the "J", "J-1", and "J-6" Zones, essentially control the same uses, a reduced impact commercial. Each also regulates fewer than ten locations within the Town. Permitted uses are very limited and almost every normal business use requires approval by a board prior to implementation. Currently the J district is used in Setauket and Center Moriches and may be appropriate for use on Montauk Highway. The "J-1" District (Neighborhood Business) also has limited use. Some of the permitted uses: telephone exchanges, undertaking establishments, and special permit uses (BZA); motels, clubs, fraternities, lodges, public garages and automobile body shops, outdoor storage, depots; and the fast food restaurants (allowed via a Town Board special exception) are not appropriate "neighborhood" uses. It is randomly scattered among "J-2" zones, at the intersection of Horseblock Road and the LIE, and in Shirley. These, locations and uses, are not related to neighborhoods. It may be appropriate for use in areas of Miller Place, Mount Sinai, Manorville, and strip commercial north of Route 25A. The "J-6" zone is a "floating zone" with confusing objectives. It states "Properties which are of sufficient size

and which are so situated that they can be realistically used for residential purposes should so be used. In this regard, cluster residential development shall be encouraged. Where residential development cannot be cited properly, limited, carefully regulated business development should be permitted." Yet, the use of the zone as shown on the District Map are small sites. The Residence B-1 regulations apply (22,500 square feet, 125 foot width), but with an overlay requirement of a 75 foot front yard.

The "K" zones, used for duck ranches, is also a district designed to control and regulate specific uses - duck ranches. It also regulates fewer than ten locations within the Town and another existing district may be more appropriate.

The "J-7" Transportation District was also introduced to control and permit specific uses - a transportation center to support the Long Island Rail Road and to encourage improvement in the area near the Ronkonkoma Railroad station. It was envisioned that the area would develop into a hub with large attractive office buildings and industrial development which would take advantage of the proximity of two major transportation centers, the Long Island MacArthur Airport and the significant, electrified Ronkonkoma station. Some major improvements have already occurred including a new multi-story parking garage and retail area. However, the other development proposed for the area has not yet occurred. In addition, strips of J-2 are present along with a C-Residence strip which is surrounded by commercial development. Although a small "J-7" parcel in Port Jefferson has been developed adjacent to that hamlet's railroad station it may not have the development attributes to allow it to take full advantage of the district and to accomplish the goals of the district. Accordingly, some changes have been suggested for this district which provide for development bonuses for land assemblage in Ronkonkoma. In this manner it is hoped that better economics will result in better development.

In some areas of the Town, there are commercial uses which at times may seem almost industrial in nature. Examples of these types of uses include automobile repair; autobody shops; windshield repair; contractor's yards; outdoor storage of materials, vehicles and equipment out door storage, and distribution centers. Some of these uses have become concentrated in certain parts of the Town or intermingled with other uses and zonings such as along portions of Route 112. In order to address this concern the Town may wish to consider another potential change to

the commercial zoning code - the addition of a new Commercial/Business district. In this new district uses such as would be permitted. The rationale behind this new district is that these types of uses are probably not appropriate to be mixed in with general business and retail uses. As an example, a contractor's outdoor storage yard may not be appropriate next to a medical arts building. Currently, however, these two land uses are permitted uses in both the L-1 Industrial district and the J-2 Business district, though it should be noted that the contractor's yard would need special permit in the J-2 Business district. If the Town considered this new district it would give the Town the ability, through zoning, to restrict these uses only to those areas deemed appropriate.

The Town contains a number of various private recreational facilities including golf driving ranges, indoor sports facilities and roller rinks. These facilities provide a much needed recreational outlet for Town residents. However, there may be pressure from the private sector to redevelop these recreational properties with more intensive commercial uses such as shopping centers and big box developments which may make for greater use of the parcel and may be more profitable especially if the existing recreational use is seasonal only. Furthermore, the existing recreational use may not be in a zoning district which allows it remain commercially viable or which provides for all of its needs. Currently these uses would require either commercial or industrial zoning that have no specific regulations for these specific uses. In addition, many people currently go outside the Town to visit many of these types of recreational uses instead of the Town being a destination for visitors, especially tourists. Accordingly, the Town may wish to consider the creation of a Commercial/Recreation or Commercial Entertainment zoning district. This district would control such uses but could also help to attract new types of private recreation such as sports complexes, amusement and theme parks, movie theme parks, ice hockey and ice skating rinks.

With the desire to attract tourism to Brookhaven, especially to take advantage of our local history and natural resources including the Fire Island National Seashore and the Central Pine Barrens, it may be appropriate for the Town to establish a Bed-and-breakfast ordinance within the zoning code. Such an ordinance should be designed to fit quietly into neighborhoods in order to maintain the integrity of the area while striking a balance between the reasonable needs of neighbors and the thoughtful, realistic requirements of the small business owner. The ordinance

would need to both encourage healthy, safe neighborhoods and stable business. Signage, parking, owner residency, length of stay, cooking facilities, service of meals, minimum dimensional requirements, fire, building, health requirements and sanitary facilities all would need to be considered in an amendment to the Code. Such Bed-and-breakfast uses may be most appropriate in the residential zoning code as an accessory use to the permitted principal use such as is the case for an office of a physician, dentist, lawyer, etc. Principal design standards could also be applied requiring the exterior appearance of the building and premises could be typical of the character of the neighboring residential units and the principal building should have an outward appearance of a single family residence. Typical single family residences with a range of four to five bedrooms, could be used as a bed and breakfast, where the owners live on-premises, offer overnight lodging and serve breakfast to guests. However, there may be concerns regarding adequacy of parking, exceeding rated sewage flow allowed by the Suffolk County Department of Health Services, noise and potential intrusiveness of a commercial use into a residential area. These concerns would need to be adequately addressed in the Code.

As noted earlier, the Town has many attractions that should attract more active tourism. However, in some cases it seems that the Town is not a destination for tourists but a way station for those on the way to the East End, New York City or other areas. Accordingly, the Town may wish to consider ways to promote the tourism industry in Brookhaven through its zoning and land use powers and possibly through establishment of a related tourism function in the Division of Economic Development in the Office of the Supervisor. Consideration could be given to potential fast-tracking of tourism-related growth projects.

Many hamlets of the Town have traditionally been active boating communities. Their marinas and waterfront related uses provide a safe haven for out of town visitors, serve local residents, provide access to our marine waters, provides significant maritime jobs and supports the maritime trade and industry. In addition, such marine-dependent uses are a unique part of the Town, and are an integral part of the Town's island heritage. Marine and related business activities are vital to the economic well-being and prosperity of the Town and are an important recreational resource. Due to the fact that these activities must necessarily be located where there is direct access to the water, it is important that appropriately situated properties on the waterfront be made available for marine related uses. In order to ensure the proper citing of these land uses

without unduly impacting adjacent land owners a marine related business district could be applied. In addition, it should be noted that increasingly many traditional marine-dependent uses are being threatened with more intensive, more economically-profitable development, thereby reducing public access to the water. A Marine Commercial zoning classification could address the need for balancing the development of additional water-dependent facilities and restoring and/or improving existing water-dependent uses, with increased concern for environmental protection. There are areas of the Town where a Marine Commercial zoning designation may be more appropriate than existing J-2 Business zoning and/or non-conforming categories.

Based on the aforementioned discussion there are parcels of commercial zoning within the Town that should be considered for change, parcels suitable for commercial zoning which do not currently have this zoning category and various parts of the Town zoning ordinance which should be amended to provide for better control of commercial development and land uses and to attract other types of businesses needed in Brookhaven. These recommended changes must be equitable and must reflect the planning policies of the current government administration.

## **12. PROBLEMS AND NEEDS - INDUSTRIAL LAND USE AND ZONING**

A study by Greiner-Maltz, a major company dealing in industrial and commercial real estate, revealed an ever increasing industrial space vacancy rate. Its study states that 24 percent of the region's manufacturing jobs have been lost since 1987. Industrial vacancy in Nassau increased by 15.62 percent from last year and in Suffolk by 1.60 percent. However, Suffolk's vacancy has more than doubled since 1988. Nassau has slightly more than eight million square feet of vacant industrial space and Suffolk slightly less than twelve million. Regional vacant office space is reported at 19.14 percent. Since 1985 to the present, only in the year 1989 was the regional supply of industrial occupied space indicated to be declining; all other years resulted in greater availability from the previous year either as a result of increased supply and/or decreased demand.

This continuing pattern of a reduced demand for industrial space is further aggravated by the end of the "cold war" and the resulting reduction of defense-related manufacturing.

Furthermore, Brookhaven is faced with competition from industrial areas located to the west in Plainview, at Route 110 and Hauppauge, with each area containing vacant buildings as well as vacant zoned land and having comparable access to the LIE. In spite of this, there is a need in Brookhaven to provide for and attract strong industries, promote economic growth and create high quality jobs.

Past industrial site selection may also have been problematic. While industry has located adjacent to the Long Island Rail Road Branches, the railroad does not play an important role in site selections since most uses are not rail dependent. Freight service provided by the Long Island Rail Road is also extremely limited. Although most of the industrial zoning abuts the Long Island Expressway all of it is not served well by interchanges. In addition, attractive corporate headquarters and high-tech uses have desired the assurance, which has not always been achieved, that unattractive industrial uses will not be situated next door and that the thoughtful architecture and layout they have sought to achieve will not be adversely impacted by such inappropriate uses next door.

Inappropriate spot industrial zoning is present in certain locations in the Town. In other cases, the existing industrial zoning is located too far from major roadways and other major transportation access to be considered viable. Some industrial zoning was found to be inappropriate because it was surrounded by or intruded into residential areas.

Furthermore, the location of industrial zoning does not necessarily reflect industrial development, particularly manufacturing. A field survey of industrial land reveals very little manufacturing when related to the amount of land available. Two locations are occupied by multiplex theaters and several others by active and inactive sand mines. Many other locations and portions within buildings are occupied by commercial uses. Commonly found examples of commercial uses within industrial zoned areas are industrial-like commercial uses such as auto repair-related businesses (collision repair, wheel alignment, tire repair etc.), fuel storage facilities, salvage or junk yards, truck terminals and distribution centers. Other types of commercial uses found on industrial property include handsome office structures and a warehouse club. Many other buildings are of multiple occupancy ranging from machine shops to general offices to a distributor for *Tupperware*.

It is, therefore, incumbent on the Town to wisely select industrial locations. The worst scenario is to have a series of industrial buildings scattered throughout the Town on a myriad of potential sites. Surrounding land then becomes sterilized for other users not willing to locate near industry. Transportation and public services are strained by the inability to concentrate capital expenditures because any form of mass transportation (e.g. bus) cannot serve these scattered locations. A land use plan does not have to move to the implementation stage immediately because constant review will enable the Town to make mid-course corrections as the situation warrants, but if scattered industrial development has evolved, these options are lost.

In many cases the tax base issue has become the impetus for the location of industry rather than a relationship between the amount of industrial zoned land and the potential demand, regardless of whether or not it is located properly to serve the intended use (proximity to transportation such as highways, water and rail) and in some cases, without consideration of its impact on adjacent properties or the environment. As a result, however insignificant, most school districts have a parcel of industrial zoned land. This "fiscal" theory of zoning (that each school district requires some industrial zoning) however becomes counter-productive as the taxing district may benefit from the scattered industrial users (although the tax benefits of industry are often over-stated) but the Town loses in its attempt to rationally control development.

Also, most industrial zoning districts are not designed to enable them to adequately control other uses such as retail sales. Multi-users of parcels require more parking to provide for additional administrative personnel and the loading and unloading demands are increased as well.

Article XXVIII through Article XXXII of the Town zoning code attempt to control industrial development within the Town. A review of these articles reveals that some parts contain confusing, contradictory, over-regulated, under-regulated group of controls. The ordinance, as written, is a negative one, prohibiting uses rather than permitting them. This is an historic method of writing industrial zoning. However, it has limitations, particularly in a society where industrial development and research changes dramatically. Fat rendering and sauerkraut manufacturing are less likely to occur than scientific testing of items still to be discovered. The

regulations, when combined with the Zoning District Map which shows those properties where some type of industrial development is permitted, indicate some concerns in regard to industrial development within the Town.

Essentially, industrial zoning in the Town is based mostly on and controlled mainly by the L-1 District (Light Industry) which permits any "lawful business or industrial use" except that which is prohibited. This district has been the "catch all" industrial district within the Town. As a result, there are numerous parcels zoned L-1 and a myriad of uses occupied these lands. These factors are also confirmed by comparing field inspections of existing use of industrial zoned properties with the zoning district map. The list of prohibited uses in the L-1 District is five pages long and contains all of the obnoxious manufacturing processes known to mankind. Therefore, it would appear that the L-1 District requires some reworking. The height, area, and bulk regulations for this district should remain and the prohibited uses could also remain. However, it would be better if a list of permitted uses were introduced as a matter of right; with the Board of Zoning Appeals given the power to determine if an unlisted use is similar to a permitted one. The zoning code also describes special requirements for "L-1" property within the sensitive hydrogeological zone which include reduced building area and increased lot area, frontage, and setbacks. However, the list of prohibited uses does not increase and therefore may not provide more protection for groundwater resources, especially in the SGPAs, Central Pine Barrens and Hydrogeologic Zone 3, which was its intent. In these cases, permitted uses for the sensitive area may need to be described and emphasized, not aesthetics.

In addition, both the L-1 district and the L-2 District (Heavy Industry) are closely interrelated in terms of uses prohibited in each district. In order to distinguish between the two, changes for both districts should be accomplished by reviewing the L-1 district in conjunction with the "L-2" district.

The L-2 (Heavy Industry) zone permits twenty-two of the uses prohibited by the L-1 District. The L-2 zone only prohibits gasoline filling stations; commercial centers as defined in Section 85-1 of the Town Zoning Code; personal service shops or stores for the sale at retail of consumer merchandise or services, or both, residential uses of any kind, including all types of dwellings; and uses which are not in conflict with any other provisions of the Code of

Brookhaven. These permitted uses are qualified, however, by a provision which states that no "building or occupancy permit shall be issued for any of another list of uses until and unless the location of all buildings and all other appurtenances of the use shall have been approved by the Planning Board and shall have been authorized by special permit from the Town Board." The meaning of this section of the Code is unclear and it is also uncertain as to whether or not all the uses prohibited in the "L-1" District are permitted in the L-2 District. Furthermore, all the uses listed in the L-2 code as requiring a Special Permitted from the Board of Zoning Appeals are prohibited in the L-1 district so again it is unclear what can be constructed as a matter of right under the L-2 Code.

Only seven L-2 locations are delineated on the Brookhaven Zoning District Map and one of these is vacant and two are mined. The sites are the Northville tank farm on Union Avenue, two parcels of a larger tract on County Road 21 currently being sand mined, a parcel off Horseblock Road, a small parcel off Brookfield Avenue, a parcel near North Street in Manorville adjacent to Parcel 19 of North Shore Properties and two parcels along Peconic Avenue utilized as a salvage yard. In some circumstances, some L-2 lands were below the minimum lot size. These "heavy industry" uses are present in the L-2 zone while similar heavy industry uses are present in the Town also but on sites zoned L-1, such as along Peconic Avenue in Medford, and even though such heavy industry uses are prohibited in the L-1 district. Other areas of the Town zoned L-1 and containing other prohibited uses include Setauket along Parsonage Road, adjacent to Montauk Highway in North Bellport and along portions of Route 112.

Although consideration may be given to amending the Brookhaven Zoning District Map to reflect those uses in L-1 zones considered to be heavy industry by including them in the "L-2" zone (such as concrete facilities, sand and gravel facilities, petroleum storage, bus storage, junk yards, recycling facilities, and the like) there is a concern that when these former L-1 zoned uses cease to exist other undesirable uses may replace them. In those areas where uses are considered to be inappropriate and their phasing out is desired, they can be made nonconforming. (However, it must also be remembered that because a use is present in an attractive building in no way makes the use less environmentally onerous.) In the case of sand and gravel mines which are zoned L-1 it may not be appropriate to rezone them to L-2 because when the sand and gravel resources are exhausted, the site may attract an undesirable heavy industrial use and the site may

not be reclaimed. Furthermore, where such existing mines are located in sensitive groundwater areas and where the mine bottom is nearing the water table, one may not wish to attract a heavy use that could introduce contaminants. In addition, the language of the L-2 district should be clarified through appropriate listing of permitted, specially permitted and prohibited uses.

The "L-3" Industrial Park District has two paragraphs of regulation, one outlining the purpose - to attract "limited" industrial use that will not disturb "the general character" of the surrounding neighborhood; the second, establishing permitted uses as "any lawful business or industrial use" except those prohibited in the "L-1" zone. Five general locations exist in the Town where "L-3" is mapped, most are vacant. Field inspection of the lands zoned "L-3" reveals that they have not been developed as intended by the district's requirements and only some of the sites have been developed at all. Of all L-3 lands, only two, the Symbol Technologies site on the LIE and the American Physical Society building on William Floyd Parkway have attracted "limited industrial uses" intended by the L-3 district. The New York Power Authority property (a heavy industry) on Union Avenue in Holtsville is zoned "L-3". Sam's Wholesale Club and the various truck related uses on Horseblock Road, the multiplex theater south of the LIE and the nurseries and other users on Patchogue-Mt. Sinai Road and the industrial-like commercial uses on the west side of Belle Mead Road in Setauket, although they are zoned L-3, are more commercial in nature than the L-3 ordinance would appear to intend.

Some other industrial problems are as follows. In some cases some L-2 lands were below the minimum lot size. On the other hand, the "L-1" District, in certain locations, has developed in a pattern somewhat akin to that desired in the "L-3". For example, the L-1-zoned industrial subdivision on the east side of North Belle Mead Road in South Setauket has developed in the form of a modern industrial park with lots varying in size from 1.9 acres to 6 acres. Similarly, the L-1 zoned lands between Waverly Avenue and Blue Point Road have developed in a fashion similar to L-3 with most lots over two acres. Another industrial subdivision on Old Dock Road has developed nicely with most lots under two acres. A fourth modern industrial development is at the southeast corner of William Floyd Parkway and the LIE in which most lots are over two acres. While these tracts have developed as modern industrial subdivisions, many of the lots have buildings with multiple occupants with a wide range of users from doctors' offices to auto repair shops. This pattern of small users predominates within the Town. This pattern is not inconsistent

with that found by a 1978 Nassau County study wherein 46 percent of the industrial and industrial-like commercial users on industrially zoned land occupied 5,000 square feet or less of building space.

Accordingly, it is recommended that the "L-3" District become a true industrial park district. The minimum lot size could be established at two acres (instead of three), the minimum street frontage reduced to reflect the typical existing lot frontage and a list of clearly permitted uses should be established through expanded district regulations. Existing uses should be reconciled with the L-3 district in a number of ways. The aforementioned four industrial parks could be rezoned to the L-3 district; however, the industrial park on the east side of Belle Mead Road in South Setauket may not meet all of the lot area, setback and related requirements thereby causing it to be nonconforming. The lands on the west side of Belle Mead Road could be considered for rezoning to the proposed Commercial/Business District or remain in a restructured "L-1" zone. Most of the remaining vacant industrial land within the Town could be placed either in the L-3 district or the L Industrial District (Planned Industrial/Office Development) and proposed to be increased to 20 acres. Another option, though, could be the elimination of the L-3 District and the modification of the L-1 District to accomplish the L-3's goals.

The "L" Industrial District (Planned Industrial/Office Development) is unmapped. It requires a ten (10) acre minimum site size, but allows lots of two acres with an average of three acres with the additional provision that this lot size requirement can be decreased with approval of the Planning Board. The permitted uses are restricted to professional offices, labs and research, and those "high technology" light industrial uses (not defined) permitted in the "L-1" District. This could be difficult to administer, since the "L-1" District only lists prohibited uses, and should be rectified.

The fifth industrial classification is "L-4" and currently applies only to LILCO at Shoreham. Consideration may be given to applying this other related parcels, including the New York Power Authority parcel in Holtsville.

The relationship of retail in industrial zones presents a problem as it is governed by the district regulations and "...premises may be used for any lawful business or industrial use...".

This results in a retail consumer warehouse or fast food store being located on industrial land. In some cases, this is not inappropriate, but may be best controlled by special permit or specified permitted use.

Clearly, one cannot undo decades of inconsistent industrial development. It would be unfair and unrealistic to attempt to remove many of the uses from the Town. It is unfair to make all of them nonconforming, thereby requiring Board of Zoning Appeals action for improvement or expansion. Yet, within the context of fairness and recognition of existing conditions, it is possible to redirect industrial development in a manner that recognizes the past and protects the future.

The Town may wish to consider strengthening requirements related to environmental and human health concerns, especially to keep pace with technological discoveries and new data. One possible mechanism to address this issue for industry would be to develop performance standards within amended code which control fire and explosion hazards, radioactivity, smoke, air quality, wastes, vibrations, noise, odors, and glare. However, one would also need to consider how this could be accomplished without pre-empting State or County jurisdiction and without placing additional burdens on Town resources. Additional cross-referencing to other related chapters of the Town Code would also help to further this goal (e.g. incorporate requirements of these into the zoning code).

It has been suggested by planners and environmentalists that all industrial zoning should be removed from the Central Pine Barrens Area and Special Groundwater Protection Areas. This proposal will require careful analysis if it is proposed in the future. One of the claimed drawbacks of industrial developments is the potential for organic contamination. However, organic contamination comes from various sources, not just industry. Organic contamination is mainly a result of improper disposal of household, commercial and industrial chemicals, poor management practices, and spills and illegal discharges. A single incidence of improper use or disposal of an organic chemical could imperil a significant portion of the underlying groundwater aquifer. A recent United States Geological Survey study linked increased organic contamination to higher land use density, i.e. the chance of an occurrence of indiscreet disposal of organics into the ground increases with density. However, from a regulatory perspective, Suffolk County

Department of Health Service and New York State Department of Environmental Conservation regulations prohibits point and non-point discharges of organic substance to groundwater and control the use, storage, handling and disposal of potentially hazardous substances. Adherence to regulations, which are designed, written and specifically intended to protect public health, will minimize or eliminate the potential for public health impact. It is also helpful to consider that uses such as "high-tech" and corporate offices, while falling under the Town's industrial district, would not be considered as having any threat to either the Central Pine Barrens or the Special Groundwater Protection Areas. In addition, while the fiscal importance of industry as a tax revenue source is overrated, it still is important. This is especially true since implementation of the Central Pine Barrens Comprehensive Land Use Plan will result in the transfer of "pine barrens credits" from the "Core Preservation Area into Central Pine Barrens Compatible Growth Areas and Special Groundwater Protection Areas. This transfer of development , if developed as residential units, could have significant fiscal impacts, especially to the local school districts. Therefore, there is additional value in maintaining industrial zoning within the Central Pine Barrens Compatible Growth Area to offset the potential pine barrens credit impacts. Furthermore, the Town's recently-enacted Central Pine Barrens Comprehensive Land Use Plan implementation ordinance provides for the opportunity for pine barren credits to be utilized by industry, thereby providing a doubling of the beneficial impact to the school district. Therefore, based upon the above discussion, while elimination of industrial zoning may still be a consideration, several alternatives also are suggested such as strengthening industrial regulations and compliance inspections, as well as restricting industrial uses in these areas.

### **13. PROBLEMS AND NEEDS - MIXED-USE LAND USE AND ZONING**

The initial action of rezoning various parcels to D-1 Residential removed their previous large commercial zoning, and placed them in a category where the Town Board could determine the ultimate use, be it multi-family residential, offices or shopping center, or combinations thereof, and the interrelationships, if any, between the uses. Each of the individual height, bulk and use regulations continue to apply. The end result of development or proposed development to date has been distinct allocation of lands for independent use and not an integrated development plan. Single family residential is permitted as-of-right. The D-1 zone has on occasion resulted in a typical shopping center fronting on the major street with multi-family or single family residential behind.

That is not to say that the D-1 zone has not served a purpose—it has by requiring greater thought and effort into the ultimate plans proposed. The D-1 zone requires the developer to focus the request on the desired use. It enables compromise, intensive site plan review, and allows the Town to consider the appropriate land use based on current conditions. Lastly, but most importantly, this zoning category prevents the inappropriate intrusion of a land use that may set an adverse pattern for the future. It could also be said that the D-1 zone served as the rudimentary precursor for the creation of Planned Development Districts (PDDs).

Planned development, enables a mixing of land uses, appropriately located, thereby maximizing existing infrastructure while protecting the environment. Many hamlets have expressed a desire to create a "sense of place" within their community which a PDD could provide by linking neighborhoods with community services such as libraries and post offices. No sites in the Town are currently zoned as PDDs. However, the Environmental Impact Statements and Town Board Findings Statement for North Shore Properties and Laurel Hills Associates both encourage a preference for development pursuant to the PDD Ordinance. In addition, there have been recent applications for other sites within the Town for PDDs,

The PDD could also be utilized to create better site designs for large commercially and industrially zoned lands and lands which are encumbered by old filed maps. Possible locations include lands such as the area east of CR 46 between the Long Island Expressway (I-495) and

Sunrise Highway (NYS 27). Another could be in the area on the north side of Middle Country Road (NYS 25) and west of CR 21 in Middle Island. The Longwood Community has expressed a desire to create a "sense of place" and people-friendly streets and downtowns within the community. A PDD at this location could provide this, linked to the library and post office on the south side of NYS 25. Another PDD could also possibly be considered in the vicinity of an area in Yaphank comprised mostly of industrial and vacant lands near where County Road 101 and Horseblock Road intersect.

#### **14. PROBLEMS AND NEEDS - CENTRAL PINE BARRENS COMPREHENSIVE LAND USE PLAN AND ZONING:**

There is a need to consider and address all the aspects of the Central Pine Barrens Comprehensive Land Use Plan, especially the redirecting of Pine Barrens Credits into appropriate areas of the Town and to consider potential impacts on school districts either generating and/or receiving Pine Barrens Credits. The Town has proposed and adopted an implementation ordinance that is in compliance with the Central Pine Barrens Comprehensive Land Use Plan and received approval from the Central Pine Barrens Joint Planning and Policy Commission. Additional open space and environmental considerations which need to be addressed are already described in the Environmental Resources section.

#### **15. PROBLEMS AND NEEDS - NONCONFORMITY**

A non-conforming use is one that is not permitted in the zoning category on the parcel in which the use is present. In many cases these uses predate the ordinance or were "zoned out" when permitted uses were changed over the years. Nonconformity allows a use to continue although it is no longer a permitted use within the district. Generally the use cannot be expanded beyond a prescribed limit and cannot be rebuilt if destroyed, but has certain rights within the purview of the Board of Zoning Appeals. This approach has advantages and disadvantages. First, it eliminates a spot on the zoning map that can be used as an introduction or precedent for future

adjacent rezonings. Second, in theory, the use will eventually disappear. The theory, unfortunately, is stronger than the practice. The logical extension of this theory is that the use will be replaced by a permitted, more desirable one. The disadvantage is the limit it places on the owner and the false optimism that it will be eliminated. Furthermore, some of the non-conforming uses, particularly those non-residential in nature, are located in residential areas or in environmentally-sensitive regions of the Town including stream corridors. Because of the potential for noise, dust, water and air contamination, detraction from visual resources, potential impacts on community and neighborhood character and potential impacts on property values some of these non-conforming uses may not be appropriate for all areas in which they are located. Furthermore, because they are non-conforming, from a business standpoint it is difficult if not impossible for these uses to expand, upgrade or improve their existing character. Accordingly, additional, more pro-active means of dealing with non-conforming uses should be explored.

## **16. PROBLEMS AND NEEDS - PARKS, OPEN SPACE AND RECREATION**

The inventory of open space and recreation revealed over 30,000 acres of open space but very limited recreation facilities. The establishment of the core area within the pine barrens severely limits future growth and as a result, except for existing development, this area will be open space. Transfer of development rights, conservation easements, and acquisitions will accomplish this objective. However, this emphasis will undoubtedly direct most efforts towards this goal while relegating open space acquisitions outside of the core area as low priority. The Town will continue to designate open space through subdivision review of cluster and planned unit development, but the financial demands to acquire land in the core area will prevail. County expenditures for land must be directed equally towards the Towns of Southampton and Riverhead as well.

With 25% of the Town's parks less than one acre and another 38% between one and five acres, the ability to provide active recreation on these parcels is limited. Town-wide there are 21 "neighborhood" parks providing active recreation encompassing about 200 acres. While "standards" are rarely reached, this represents 20% of the recommended neighborhood park standard for a community. Active recreation is particularly absent in the eastern end of the Town.

The Town should continue to develop appropriate areas for active and passive recreation. While the facilities survey is old, and the Town has made tremendous progress, it does indicate the deficiencies in providing recreational activity commensurate with the needs of the population.

One growing area of need is for designated bike routes. Bicycle "routes" may also be denoted as "lanes" or "paths" depending upon the context or intent of the discussion. Each description may infer a different type of bicycle facility. Such facilities may be paved or unpaved, dedicated to bicycles only. Some bicycle facilities may share the paved portion of an existing roadway with the motorists who use the road. Given the different types of facilities possible, significant difference in design and safety concern will need to be evaluated. For purposes of this report, a bicycle route will be one that follows an existing paved roadway where the bicyclist and motorist must share the roadway environment. In some cases, as identified in several Hamlet studies, a proposed bicycle route may traverse an unpaved section of right-of-way, not open to motorists, between sections of paved roadway. Bicycle routes may traverse State, County and Town controlled roadways and/or rights-of-way. Each agency having jurisdiction must be involved in the process of bicycle route designation.

Small, vest-pocket type parks located in residential neighborhoods provide many benefits to the local communities in which they are located such as providing a convenient nearby play area for young children and their parents which is within walking distance. However there are some concerns regarding such sites. While they may provide valuable recreational aspects for many local residents, they are subject to high maintenance and vandalism an issue which needs to be addressed.

The Town has done a remarkable job of acquiring open space. It is recommended that the 1988 inventory be updated and that a facility plan be developed. In areas, particularly in the east, where the County has land, the Town should attempt to enter into agreements wherein portions of these lands could be used for active recreation. The Coram "airport" parcel immediately comes to mind. The community desires some active recreation and the parcel contains flat accessible land as well as environmentally sensitive land.

The Town might also consider approaching the State Legislature to allow the Town to sell some small unusable parcels for residential lots using the proceeds to acquire larger more usable parcels.

Various communities, in the hamlet studies, have expressed the desire for greenbelts and corridors to connect existing large open spaces. In the Longwood area, consideration should be given to the potential to connect the Wertheim Refuge to the Rocky Point State property with a continuous greenbelt. Additional land preservation, perhaps through clustering, may be warranted adjacent to Cathedral Pines County Park. Consideration may be given to creating a greenbelt connection between the Carmans River corridor and Brookhaven State Park. In the Mastics, a need has been expressed for more parks and recreational facilities and greater diversity. Marine recreational facilities and sports complexes have been indicated as possibilities. Consideration should be given to the many recommendations in these and other hamlet studies. Clustering and other techniques should be used where possible to achieve these goals.

Three parcels, the parcel between South Haven Park and Moriches Middle Island Road, the headwaters of Beaver Dam Creek and the Southaven Properties in Brookhaven Hamlet should be acquired. In addition, preservation of some of the open space on the Gyrodyne property may be warranted. A desire has been expressed to preserve a parcel on the Forge River and could possibly be achieved through clustering or other methods.

## **17. RECOMMENDED OVERALL LAND USE AND ZONING CHANGES**

In revising the Town Code, review of development project designs and the granting of rezoning applications, consideration should be given to the need to promote, create and enhance a sense of place as it is a key ingredient to a community's functioning and integrity and helps to define for people a sense of identity. Integral to the sense of place is the need to preserve and enhance visual quality, especially along roads, as a key component of the quality of life. Streets need to be designed with more than one function in mind. Street-scapes should enhance a sense of community responsibility, belonging and interaction while assuring the highest level of safety and

function for all that may use it, including motorists, bicyclists and pedestrians. The roadway environment should be inclusive of aesthetic considerations.

Preserving and enhancing the aesthetic views along major Town roads is extremely important, particularly the preservation of existing street trees and planting of new street trees. The establishment of improved coordination and cooperation among Town, County and State agencies should be fostered to ensure there is consistent policy among the agencies regarding road aesthetics, especially street trees. Such policy should address the conflicts inherent in the goal of establishing and maintaining aesthetically pleasing neighborhoods, a sense of place, cohesion and harmony; a sense of community identity and pride with the removal, preservation and planting of street trees; the requirements of utilities in maintaining their infrastructure in right-of-way; the need for traffic safety to be maintaining for all who use roads (including pedestrians and cyclists) and the potential conflict with maintaining proper motorist visibility and sight distances.

Changes in the Town's zoning Code regarding specific percentages of natural, revegetated landscaping and design requirements should be considered.

The following criteria should be utilized by the Town in evaluating all rezoning requests:

- To promote the goal of creating a "sense of place" rezonings should be required to meet certain standards. These should include the fact that streets should interconnect, sidewalks and bike lanes should be included in site plan applications and in housing developments houses should be built close to the street, should contain a heterogeneous mix of housing types and should be balanced with the fact that each site is different and must be considered on its individual merits and characteristics.
- Provide a close examination of area surrounding the site of the rezoning for its potential impacts.
- Consider the impact of a depth extension on adjacent properties and the potential need to rezone these as well.
- Determine if land-locked parcels are being created.

- Determine if the zoning classification appropriate.
- Determine if the proposed rezoning is spot rezoning. If some "spots" remain after a general rezoning occurs, these should not be used as a rationale for additional rezoning at a later date.
- Determine if the property becomes nonconforming as a result of the rezoning. If major users are made nonconforming, the impact of this action on the ability to do business should be evaluated. The Zoning Board of Appeals should not be overburdened by nonconformity.
- Determine if the action will lead to additional requests in the general area and its cumulative effect.

The following criteria should be utilized in evaluating zoning code changes:

- Codes for each zoning districts should be specific about what uses are permitted and which are prohibited, including the ability to mix uses where appropriate (e.g. allowing residential use as an accessory use in a commercial zone such as permitting an apartment on top of a store).
- Existing zoning districts should be utilized whenever possible, rather than creating new ones.
- New districts should reflect control over a growing use that is not properly controlled by existing districts.
- The overall zoning code should be easily understood and the following additional criteria should be applied:
  - It should provide regulation and not procedure (sheet size, number of copies and other purely departmental procedures)
  - It should be "comprehensive" in nature.
  - It should be based on the comprehensive land use plan, but not represent it.
  - It should treat all properties within a given district equally.
- While severability between sections of the zoning code is always written in the code, most sections should interrelate (e.g. the Central Pine Barrens section of the ordinance should relate to every district).
- It should not be necessary to "flip" between districts to understand the ordinance.

- Definitions should be in one section, thereby eliminating conflicting or more descriptive definitions in various sections.
- Section 85-309 regarding Hydrogeologic Sensitive Zones should be given greater prominence throughout the Zoning Code since it impacts all districts.
- Just as industrial uses should not negatively encroach on residentially zoned areas, the reverse is equally true.
- Clustering should be continued as a basic concept of development, particularly as the need to transfer development rights increases.

The following additional recommendations should be considered:

- Revisions of the Historic District codes should be considered to address other structural and aesthetic aspects not currently addressed including the appearance of established business that are poorly maintained; detached ancillary structural features such as fences, walks, etc. and style and maintenance of existing residential structures.
- Population asymptotes could and should be used in developing traffic projections in conjunction with land use factors including current anticipated zoning and quantity of existing vacant land.
- The zoning district map should be changed to reflect existing land uses.
- Inappropriate spot zonings and other inappropriate zonings should be eliminated.

## **18. RECOMMENDED RESIDENTIAL LAND USE AND ZONING CHANGES**

- Clustering of subdivisions so as to create permanent open space areas should be continued.
- The Town's new Planned Development District should be utilized to bring opportunities for both open space preservation as well as innovative and unique development which can foster a sense of place and allow for the siting of work places near employees residences.
- The Town should strongly support and promote senior citizen housing. Diversity, affordability and flexibility in the senior citizen housing supply need to be promoted. Congregate Care especially needs to be fostered in the Town to meet the growing needs of those who require assisted.

- Both the Multi-Family parts of the Code and the siting of additional multi-family housing need to be addressed. Consideration should be given to placement of such housing along major roadways in place of commercial zoning in some areas. They should also be considered for locations adjacent to activity centers to create a sense of place, and the need to continue to provide a choice of housing types for an aging population desiring to remain in the community as well as affordable housing for the young.
- Double frontage needs to be avoided and designs which do away with these types of lots need to be encouraged.
- In-filling of old filed maps in existing developments should be addressed, especially in environmentally-sensitive areas such as wetlands. New requirements should be considered including conditions to preserve some existing.
- Permitted uses in the A Residence and A-1 Residence zones need to be clarified.
- The Residence D District needs to be clarified and its use in the Town examined.
- The Mobile Home Community District needs to be clarified.
- Parking requirements in residential districts need to be made consistent.
- The Horse Farm (HF) Residence District should be considered for amendment to contain a reference to Residence A-5 and A-10 in 85-151 A.
- In the Residential District (RD) in the Great South Beach Article (Fire Island National Seashore) the possibility of permitting condominiums should be examined.
- In regard to land and subdivisions adjacent to limited access roadways clustering should be utilized to reduce sound and visual impacts coupled with other innovative techniques including landscaped berms.
- Code amendments which can help to achieve and achieve rural character throughout the Town should be developed and should include the preservation of buffers adjacent to roadways and preservation of historic character.
- Population asymptotes could and should be used in developing traffic projections in conjunction with land use factors including current anticipated zoning and quantity of existing vacant land.

## **19. RECOMMENDED COMMERCIAL LAND USE AND ZONING CHANGES**

- Eliminate excessive and overabundant commercial zoning.
- Eliminate spot commercial zoning.
- Eliminate commercial strip zoning that has been left undersized by roadway takings.
- Reduce or eliminate zoning that allows commercial land uses that turn the corner from a major roadway into a residential area.
- Reduce and consolidate commercial strip zoning.
- Reduce and consolidate commercial shopping center zoning.
- The central business area of Rocky Point could be fine tuned through the elimination of the business zone on lots that are residentially developed, particularly at the western edge of Prince Road.
- Detailed recommendations have been advanced by the Town for the stretch of Montauk Highway from Center Moriches to East Moriches. These should be reconsidered for implementation.
- Consider special study of commercial development of Horseblock Road (CR 16) east of Granny Road.
- In some areas existing commercial development may still have voids of service. However, areas in which voids still exist are not identified specifically in the Plan (general areas of service are shown in previous figures). In review of future site-specific actions, consideration will be given in addressing this issue considering the Pine Barrens, large lot zoning and public holdings that will reduce the population within the service radii and hence the need for commercial development in these areas..
- Enact changes in the "J-7" Transportation District. Consider amendments which encourage assemblage of individual parcels into single development scenarios. Consider allowing increased intensity of use as size of parcels is increased utilizing floor/area ratio, building coverage, mixed usage, joint use of parking and height (with maximum height being controlled in the vicinity of the Islip MacArthur Airport by the proximity of the airport and FAA regulations).
- Consider creating and enacting the proposed Commercial/Business District to provide control over those uses that are almost industrial in nature.

- The Town should enact a Marine Commercial zone to control waterfront development and protect scarce water-dependent uses.
- The Town should consider a Recreation Commercial zone to control semi-commercial recreational commercial uses.
- The strip commercial "J-2" zone should be increased in depth wherever it will not adversely impact adjacent residential uses or set adverse precedents.
- Single-family residential uses should not be permitted as principal uses in commercial zoning districts, but should be permitted as uses accessory to the commercial use, such as allowing an apartment above a store.
- It is recommended that the closely-related commercial zones (J, J-1, J-6) be combined and restructured as a neighborhood or limited business district.
- Population asymptotes could and should be used in developing traffic projections in conjunction with land use factors including current anticipated zoning and quantity of existing vacant land.
- Population data, particularly asymptotes, can be utilized as an indicator of commercial space needs. Accordingly, applicants petitioning the Town Board for commercial center zoning should be required to submit a Market Demand Analysis to document their contention that additional commercial space is needed.
- Revisions should be made to the commercial part of the Town Code which will help to enhance existing downtown. These revisions should include consideration of the need to enhance existing downtown shopping centers and the need to work cooperatively in conjunction with local merchants and others in the community to identify means necessary to revitalize business in downtown centers and help to achieve a sense of place.
- Revisions to the Town Code should examine the potential for a need to increase the minimum lot size for J-5 zoned gas stations which contain convenience stores including the need to provide sufficient landscaping.
- The Plan should be revised to include the following criteria to be utilized for retrofitting an existing shopping center. Retrofitting should accomplish the goal of creating a "sense of place" or developing pedestrian oriented, mixed use centers. To meet this goal the following parameters should be met:
  - a. **Improve Access.** Maximize public transportation and pedestrian access to the site. Provide comfortable, convenient bus stops close to the buildings. Provide safe pedestrian access to the street, and between buildings within the center. Landscaping should not create barriers to pedestrian access.
  - b. **Increased Density.** Increase the density of the center by adding new buildings to the existing parking lot or adding a level. Increase the mix, by including office use, educational, cultural, or recreational uses.

- c. The Town may wish to also exempt PDD's. However, this exemption should occur only if the PDD accomplishes the goal of creating a "sense of place," by creating a mixed use community center which meets many of the parameters set above.
  - d. Retrofit Parking. By adding pedestrian walkways, perhaps covered, and landscaping. New lots should not front the roadway but should be located on the site or in the rear of the buildings when possible and practical.
- The Town should utilize the following eight conceptual criteria to guide itself in the selection of proper commercial zoning:
    - \* Recognize the strip nature of commercial land use along most of the major roads.
    - \* Recognize the role of shopping centers, the various sizes, population served and radius of service.
    - \* Recognize the needs of neighborhoods.
    - \* Determine how office uses are to be controlled. Consider the difference between local service offices & corporate headquarters, single & multi-purpose.
    - \* Differentiate the fine division between some commercial & industrial uses.
    - \* Control the commercial development of the waterfront.
    - \* Control gas stations and other auto services.
    - \* Provide for special single users such as a transportation center.
    - \* Provide and control commercial/recreation uses.

## 20. RECOMMENDED INDUSTRIAL LAND USE AND ZONING CHANGES

All industrial zoning articles should be rewritten in a positive manner wherein permitted uses are listed.

Consideration should be given to rewriting and reorganizing the Town's industrial district as follows:

- "L-1" Leave as essentially the same district as before with the removal of heavy industrial use and industrial parks. Add or substitute permitted uses for prohibited uses.
- "L-2" Consider expansion of "L-2" locations by the inclusion of some of the existing heavy industries now found in the "L-1" District.
- "L-3" Reduce the minimum lot size and frontage and rezone four existing industrial parks by removing them from the "L-1" zone. This district will be used to control the development of most of the remaining industrial lands.
- "L" This district is to be used to govern large tracts where high quality industry and offices are desired. It is similar to the "L-3" District in concept, but requires larger lots.

- "L-4" No change recommended. Possibly the Power Authority property should be rezoned to "L-4", as well as other large LILCO holdings.

Consider eliminating inappropriately zoned and surplus industrial properties. Eliminate industrial zoning that is isolated and located too far from major roadways and other transportation access and that is unlikely to be developed. In addition, spot industrial zoning should be eliminated and industrial zoning that intrudes into, accessed through, or is surrounded by residential areas should be eliminated.

Consider developing safeguards for industrial development along Groundwater Divide including potential measures for reducing such development in this environmentally-sensitive groundwater recharge area.

Population asymptotes could and should be used in developing traffic projections in conjunction with land use factors including current anticipated zoning and quantity of existing vacant land.

Industrial zoning and industrial uses should be reduced and consolidated in order to focus development into industrial centers and industrial parks.

The following are some general comments with regard to potential industrial changes to consider:

- Underutilized or inactive industrially-zoned parcels should be considered for rezoning.
- Industrially-zoned parcels located along undeveloped major roadways with unlikely future development should be considered for rezoning.
- Industrially-zoned old filed maps inappropriate areas where additional commercial zoning is not needed should be considered for rezoning.
- Abandoned and active industrially-zoned sand and gravel mines in isolated areas which do not have good access and are adjacent to other uses and zonings should be considered for rezoning to categories in greater conformity with their surrounding and with local environmental resources including groundwater.
- Existing improved industrial lands in environmentally-sensitive areas should be made nonconforming where possible and feasible and rezoned to a category more protective of the environment.
- Consider strengthening industrial regulations and compliance inspections, as well as restricting industrial uses for vacant, light-industrial lands in SGPAs or the Central Pine Barrens or rezoning to a residential category where the above is feasible or desirable.

- Where large industrial zoned parcels or assemblages of parcels exist, the Town should consider rezoning to a PDD district to promote future flexible development.
- Where large blocks of existing parcels taken together have disparate industrial zonings, varied lot sizes and varied uses such as manufacturing and offices, consider rezoning all of the large vacant parcels in the entire assemblage to a more appropriate district.
- Commercial recreational uses in spot industrial zones should be considered for rezoning to more appropriate commercial categories.

Consideration should be given to developing performance standards within the new articles which control fire and explosion hazards, radioactivity, smoke, air quality, wastes, vibrations, noise, odors, and glare with consideration of State and County jurisdiction. Additional cross-referencing to other related chapters of the Town Code and incorporation of requirements into the zoning code should also be considered.

The Zoning District Map should be changed to make better use of planned industrial parks and offices with particular attention given to the environmentally-sensitive areas.

Similar to commercial uses, the legislative body should develop some concepts in regard to industrial development. The concepts to be developed by the legislative body are:

- Define research and development (high technology) and how it should be regulated.
- Describe how large offices or office parks should be regulated.
- Describe how heavy commercial/industrial uses should be regulated.
- Describe how sand and gravel extraction should be regulated.
- Determine what Heavy or General Industrial uses should be permitted and where. (Such uses as junk yards, recycling facilities, petroleum storage and distribution, concrete uses, contractor yards)
- Determine what retail uses shall be permitted and which body should do the permitting (Board of Zoning Appeals, Planning Board, Town Board).

Consideration of these issues will enable the development of zoning requirements that recognize existing industrial uses while providing for future industrial growth, properly controlled. The foregoing recommendations, if implemented, may result in the reduction of industrial zoned land within the Town, including the need to consider environmental and health concerns and other issues including the lack of good transportation access and inappropriate "spot zones".

The Town should strive, in cooperation with Dowling College, to develop a High Tech Incubator and Technology Park at the Brookhaven Calabro Airport to foster the creation of transportation, communication and planning-related industries. This will complement the nearby Economic Development Zone to foster the growth of emerging business to create jobs and economic opportunities in the Town.

## **21. RECOMMENDED MIXED-USE LAND USE AND ZONING CHANGES**

The D-1 zone should continue to be used where appropriate to enable compromise, intensive site plan review, consideration of the appropriate land use based on current conditions and to prevent the inappropriate intrusion of a land use that may set an adverse pattern for the future. However, in revising the D-1 classification consideration should be given to incorporation of a criterion that helps to induce development which will enhance the communities in which it is located. Consideration should also be given to defining acceptable and unacceptable uses in the D-1 category and fostering the integration of uses within a D-1, the legislative intent and the limitations of the ordinance.

Planned Development Districts should be actively promoted and encouraged by the Town to maximize existing infrastructure while protecting the environment, create a "sense of place" within a community and link neighborhoods with community services and activity centers. In planning and approving PDDs they should not only be used as a repository for permitted yields and for transfer of development rights but should attempt to, where appropriate, ensure that workplaces, shopping and activity centers are located in close proximity to residences and that the sense of place embodies in the feel of close-knit, small neighborhoods and communities is

fostered. Furthermore, the current PDD code should include criteria which will move toward the goal of creating "a sense of place."

The use of PDDs for the development of North Shore Properties and Laurel Hills Associates, in conjunction with the EISs and Findings statements issued for each, should be encouraged.

The PDD should be utilized to create better site designs for large commercially and industrially zoned lands and lands which are encumbered by old filed maps. Possible sites include lands such as the area east of CR 46 between the Long Island Expressway (I-495) and Sunrise Highway (NYS 27), an area on the north side of Middle Country Road (NYS 25) and west of CR 21 in Middle Island and in the vicinity of an area in Yaphank comprised mostly of industrial and vacant lands near where County Road 101 and Horseblock Road intersect.

Population asymptotes could and should be used in developing traffic projections in conjunction with land use factors including current anticipated zoning and quantity of existing vacant land.

The potential for inclusion of revisions for fostering the development of activity centers should be examined based on the concepts and techniques of Traditional Neighborhood Development. Such activity centers would be targeted to receive density from sensitive environmental areas to create a sense of place and preserve sensitive areas while simultaneously enhancing the feasibility of mass transit with the proviso that consideration must also be given to unique characteristics of each site and area.

## **22. RECOMMENDATIONS - CENTRAL PINE BARRENS COMPREHENSIVE LAND USE PLAN AND ZONING:**

The Town should follow through with the implementation of the various aspects of the Central Pine Barrens Comprehensive Land Use Plan, especially the redirecting of Pine Barrens Credits into appropriate areas of the Town and the Town's newly adopted ordinance. Additional

open space and environmental considerations described in the Environmental Resources section should be implemented where possible.

### **23. RECOMMENDATIONS - PARKS, OPEN SPACE AND RECREATION**

- The Town should continue with efforts to preserve the Central Pine Barrens, especially the Core Preservation Area.
- Sites should not be prioritized for acquisition or preservation or protection as open space merely because they are located in the Central Pine Barrens Core Preserve. Sites should be considered based on their significance to environmental quality or their sensitivity. In developing recommendations for acquisition or preservation of areas, consideration should be given to completing the various studies and plans discussed in the Environmental Resources section of the Plan, including the open space plans for the Central Suffolk SGPA, CGA and the Town and the management plans for the Carmens and Peconic Rivers, in order to determined priority acquisitions.
- The Town should continue to use clustering and PDDs to preserve open space.
- The Town should continue to develop appropriate areas for active and passive recreation.
- Bike routes should continue to be developed.
- The Town should attempt to address the concerns of vest-pocket type parks comprehensively.
- It is recommended that the 1988 parks inventory be updated and that a facility plan be developed. The facility plan should address the deficiencies in meeting some of the standards for the provision of active recreational facilities. Such a plan should include a time frame for the development of active recreational sites within the Town as it will have a direct and extremely positive effect on the quality of life.
- In certain areas particularly in the east, the Town should attempt to enter into cooperative agreements with the County for active recreation.
- The Town should consider approaching the State Legislature to allow the Town to sell some small unusable parcels for residential lots using the proceeds to acquire larger more usable parcels for parks.
- The establishment of greenbelts and corridors to connect existing large open spaces should be explored and implemented where possible. Clustering and other techniques should be used where possible to achieve these goals.

- Three parcels, the parcel between South Haven Park and Moriches Middle Island Road, the headwaters of Beaver Dam Creek and the Southaven Properties in Brookhaven Hamlet should be acquired if possible. In addition, preservation of some of the open space on the Gyrodyne property may be warranted. A desire has been expressed to preserve a parcel on the Forge River and could possibly be achieved through clustering or other methods.
- Open space and related recommendations in the Environmental Resources and Historic Preservation sections should be implemented where feasible.

## **24. RECOMMENDED NON-CONFORMING USE CHANGES**

It is suggested that the Town should identify and inventory non-conforming uses in environmentally-sensitive areas such as wetlands, waterways and streams and inappropriate areas of the Town, such as certain residential locations. The Town may wish to develop and consider specific mechanisms for transferring such inappropriate non-conforming uses to appropriate areas. This may include providing tax incentives, low-cost loan inducements or relocation services such as through the Industrial Development Agency. In addition, the Town may wish to utilize an alternative program in which either areas between residential zoning and the junkyards are rezoned to a transitional zoning category such as office or low-intensity commercial and/or areas in the transitional zone are ultimately transformed into buffers over time. The Town may wish to consider formal tracking of inappropriate non-conforming uses so that if they cease to operate for at least 1 year, they can be formally removed and their site of operation remediated. It is further suggested that the Town develop detailed procedures to implement this initiative.

## **25. RECOMMENDED GENERAL REGIONAL ZONING CONSIDERATIONS:**

A commonly used expression in describing zoning reclassifications is that the particular situation is either "*upzoning or downzoning.*" The origin of this usage can be traced to the original pyramidal zoning where residential uses were at the apex of a triangle with commercial and industrial located lower on the scale. This is indeed erroneous, misleading, and often leads to improper planning decisions. Zoning is either proper or improper, good or bad--but never up or

down. In some situations industrial or commercial designations may be superior to residential usage. More to the point, every zoning class should be protected. Just as industrial uses should not negatively encroach on residentially zoned areas, the reverse is equally true. The historic practice of allowing housing to invade industrial areas is also bad planning.

Another issue that comes out of this study and was referred to earlier, is the multiplicity of classifications in every category and the use of special permits, etc. It is strongly recommended that the zoning code ordinance be simplified and clarified. Uses to the maximum extent should be as "a matter of right." Pending the approval and adoption of the Comprehensive Land Use Plan for the Town of Brookhaven, specific code language should be submitted for consideration.

The following section discusses potential zoning changes that would significantly resolve many existing inconsistencies and problems that hamper good planning practice.

#### **A. Route 347**

As previously mentioned, Route 347 is under tremendous pressure for additional development including rezoning to shopping centers, additions to existing buildings, a Planned Retirement Community, small offices and single family dwellings. Concerns in the area include excessive retail commercial, proximity of existing residential areas and the need for more transitional zoning from commercial and industrial uses to residential. In order to address these issues, where possible and appropriate, the Town may wish to consider changes of some existing zoning to a multi-family category either through D-1 Special Exception approval or MF-1 rezonings.

## **B. Middle Country Road - New York State Route 25**

As noted previously, zoning along Route 25 is an inconsistent, sometimes irrational conglomeration of zones. Most of the roadway is zoned 100 feet in depth for J-2 Business. Depth extensions have been granted, but obviously on an individual basis without a view to adjacent properties of similar depths. On corner lots which have commercial zoning, sometimes the commercial zoning has also been extended along the parcels residential side street frontage, creating an intrusion into a neighborhood. There are scattered parcels of J-5 zoning for gas stations, J-4 office and a parcel of light industry here and there. Visually much of the road has extensive and lengthy stretches of commercial and other intensive development with little visual distinction between communities. Intensive development has also contributed to heavy traffic congestion. Most of the large holdings are zoned J-3 Business or D-1 Residence.

In order to minimize further exacerbation of these problems and to help correct problems in certain areas, where possible and appropriate, the Town may wish to consider changes of some existing zoning to J-3, rezone certain strips to A-1 Residence, utilize some areas as receiving zones (especially for Pine Barrens Credits), consider rezonings for some sites which allow for the development of Commercial Recreational uses, provide for multi-family use (either through Special Exception approval or rezoning to MF-1), designate Planned Development Districts in some areas, change some commercial zoning to the adjacent residential and retain some areas in their existing B-Residence or A-1 zoning.

### **C. New York State Route 25A**

A number of spot zonings, out of character with adjacent parcels, are present along this route; several parcels have split zonings between commercial and residential which makes development more difficult and creates concern for adjacent residential neighbors and other existing zonings are inconsistent with their surroundings.

Accordingly, the Town may wish to consider rezoning of some parcels along Route 25A to J-4, A-10, B-1 Residence and L-3 Industrial and consider rezonings for some sites which allow for the development of Commercial Recreational uses.

### **D. Other Areas of the Town:**

In the course of field review, larger areas not limited to linear configurations along major roadways were identified as presenting particular zoning problems. Some of the zoning classifications were found to be inappropriate while in the case of others there did not seem to be an appropriate zoning classification within the current ordinance to accomplish the intended objectives for an area.

Along parts of Route 112 there are a number of conglomerations of mixed uses which include a number of parcels having several commercial districts. The Town may wish to consider the rezoning of some to MF-1, D or D-1 Residence.

In a large special commercially-zoned area in the western part of the Town there are assorted uses with a preponderance of auto-related businesses. Residences are mingled with rather intense industrial-like commercial and industrial uses. The lot sizes vary from 2,500 square feet to 7.4 acres. There are several concentrations of residential development, some of recent construction. One long residential block is zoned J-2. It is recommended that these residential concentrations be zoned Residence C. The remainder of the area should retain the existing special commercial zone, but the Town may wish to consider amending the district regulations to encourage the assemblage of property for redevelopment and allowing more intensive as the size of a parcel increases, changing

building coverage, allowing mixed usage, promoting joint use of parking and changing height.

In the central part of the Town in the vicinity of CR 83, the land is under-utilized with a mix of commercial, industrial and A-1 zoning. Consideration should be given to rezoning some of the industrial to commercial and some of the commercial to a residential category.

Another part of the central part of the Town contains large lots fronting on a major road. The Town may wish to consider the establishment of a Commercial/Business District that recognizes the predominant industrial-like commercial uses along the road and provides adequate height, bulk and use regulations for existing and future development. The Town may wish to also consider the rezoning of some commercial parcels and some single-family residential parcels to MF.

Subdivided lands in Hydrogeologic Zone VI which are zoned for commercial uses but either vacant, residentially used and have a few parcels devoted to industrial-like commercial should be considered for rezoning to Residence A-1.

In an area of the Town along the South Shore along a primary Town Road in which the predominant zoning is J-2 Business and in which all parcels are vacant, with the exception of several structures, consideration should be given to rezoning the frontage of these parcels to D Residence to provide for owner-occupied two-family housing.

In an area which is essentially vacant with the exception of a few small industrial buildings and houses it is recommended that the existing J-2 Business frontage be rezoned to Residence A-1 and existing industrial be rezoned to PRC.

In certain areas of the South Shore where there is a limited amount of commercial development despite existing J-2 zoning on both sides of a secondary Town

Road it is recommended that all of the J-2 zone be removed and the properties rezoned to Residence A-1.

In areas in the southwestern part of the Town which present complex varieties of land uses and zoning, where much of the zoning does not reflect the existing mapped lot patterns and where past comprehensive rezoning to A-1 produced a significant number of nonconforming residential properties, a dilemma exists for the development of the moderate sized remaining vacant parcels, the ownership pattern of old filed maps further complicates development potential, where there are scattered small residential zonings and various commercially-zoned parcels, it is recommended that many of parcels with various commercial zonings be A-1 Residence.

## **IX. POSTSCRIPT**

The Town of Brookhaven, faced with absorbing most of Suffolk County's recent growth has fared rather well in the nearly ten years since the publication of the 1987 Draft Land Use Plan. Not only was the population growing during this time but economic patterns, social mores and environmental awareness were changing as well. At the same time, the regulatory process, including zoning and land use controls, evolved in an attempt to address the new conditions and needs demanded by these trends nationally, regionally and locally, within Brookhaven. During the ensuing years the Town has made great strides in responding to these challenges yet the problems are still intimately entwined with the promise.

The current Town Code, especially the Zoning section, has great complexity and breadth, but there is a need to boldly amend it to prevent the future occurrence of past problems and to be more responsive to the needs of residents, industry, commerce and the environment. Past land use actions have done much to positively affect the quality of life but more remains to be undertaken. Few communities can boast of Brookhaven's quantity of open space, transportation network, recreational activities, housing, employment opportunities and economic growth yet there still remains a need and desire to create a greater sense of place; provide high quality, diverse affordable housing for the old and young; encourage the development of more economic opportunities; create more jobs; reduce congestion; enhance rural character; prevent suburban sprawl; provide more environmental protection; ensure commercial uses are limited where necessary and located appropriately; preserve our heritage and make Brookhaven one of the best places anywhere in which to reside, to work, to shop and to play. This vision for the future is embodied in Plate 21 which proposes a future land use pattern for the Town. The map shown in Plate 21 should be utilized in conjunction with the written text of the 1996 Comprehensive Land Use Plan. The map itself does not constitute the Land Use plan nor should this map be utilized on its own to determine land use for a specific location.

The passage of time has generated a need for thoughtful and open reflection on the problems of the present which remain, their causative factors from the past and hopeful intentions for the future. This reflection has led to the recognition that the time has come for a new plan and a comprehensive planning process that embraces and includes all who have a stake in the future

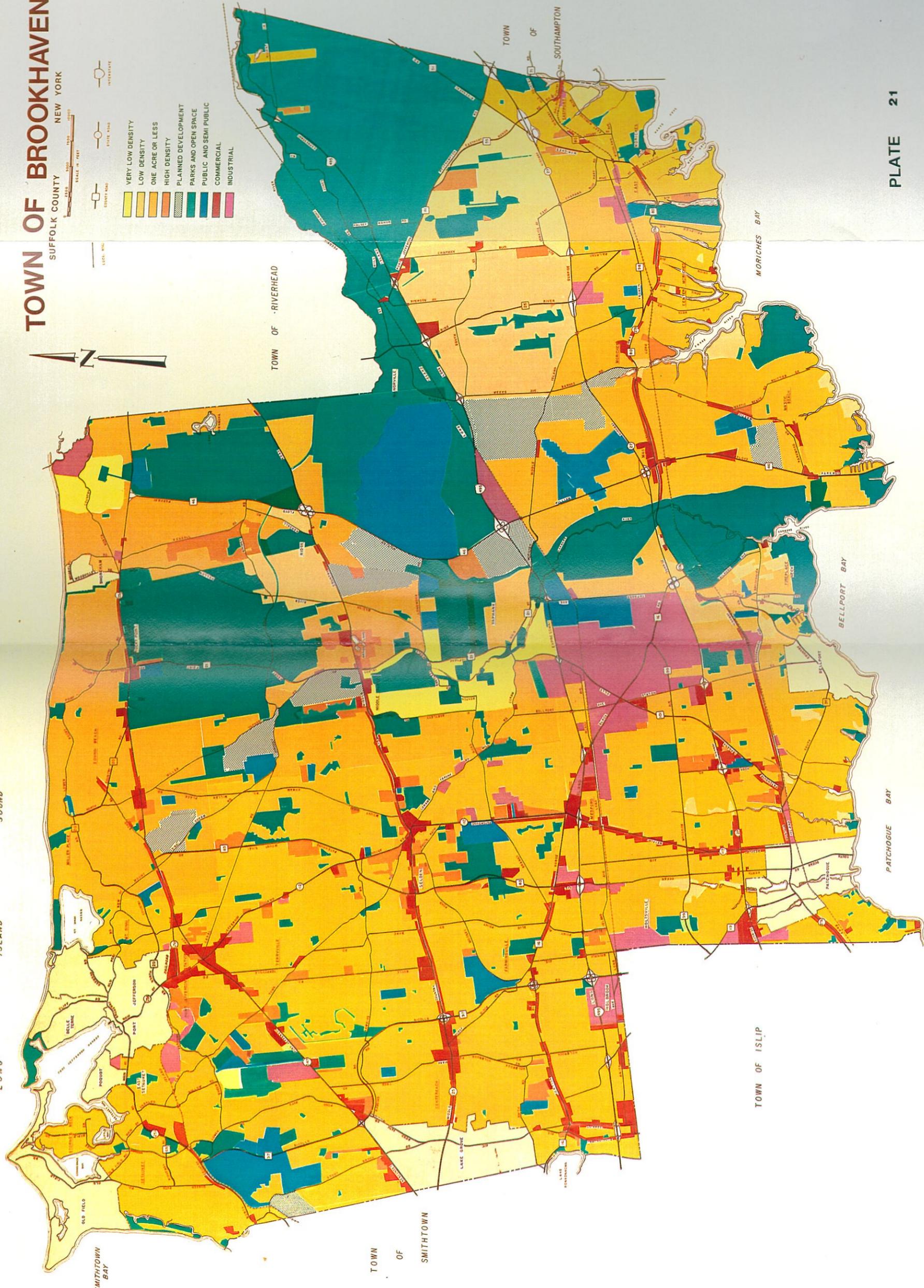
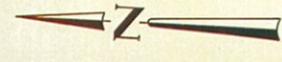
of the Town of Brookhaven. It is on this premise that the preceding Draft Comprehensive Land Use Plan was based. It is hoped that this Plan's promise will ultimately be translated from written word to positive action and necessary change.

The Plan should be re-evaluated at suitable intervals to respond to changing circumstances. To this end, the preparation and circulation of a community-designed questionnaire with regard to current plan evaluation and future desires should be considered.

# TOWN OF BROOKHAVEN

SUFFOLK COUNTY NEW YORK

SCALE IN FEET  
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## LAND USE PLAN

NOTE: This map should be studied in conjunction with the Comprehensive Land Use Plan for the Town of Brookhaven, New York, adopted in 1966. The map itself does not constitute the Land Use Plan. The map should be utilized on 4.5 inch scale sheets to determine proposed land use for a specific area.