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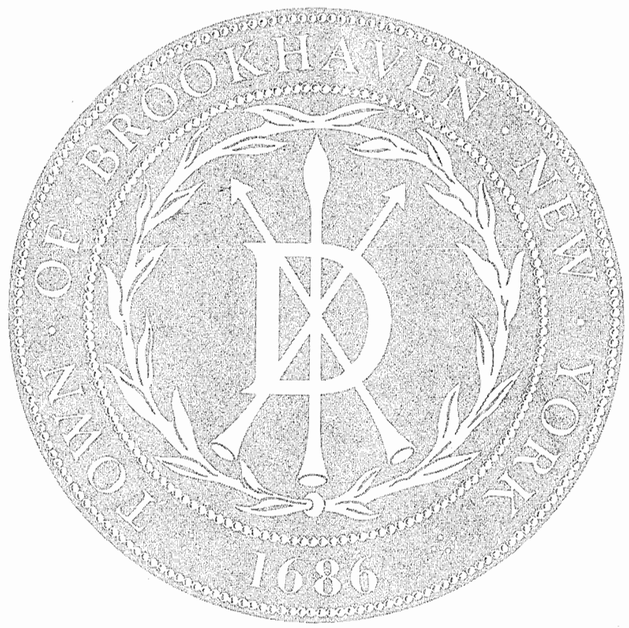
Planning Division

The Brookhaven Master Plan

G. LEEK - P.B.

TOWN OF BROOKHAVEN · NEW YORK
1686

The Brookhaven Master Plan



March 25, 1975

Town of Brookhaven Planning Board
Suffolk County, New York

Raymond, Parish & Pine, Inc.
Tarrytown, New York

TOWN OF BROOKHAVEN

PLANNING BOARD
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LOUIS K. McLEAN
Consulting Engineer

March 25, 1975

Dear Mr. Supervisor and Members of the Town Board:

The Planning Board is pleased to transmit the Brookhaven Master Plan with its recommendation for early approval as a guideline for Brookhaven's future.

To implement these guidelines, detailed proposals have and will continue to be made for your review and approval. The very heart of the plan is in these proposals.

We appreciate the sense of urgency and concern shown by the Town Board in already implementing some of the plan's major recommendations including the special study of senior citizen housing, your success in getting Suffolk County to expand its farmland preservation program to include Brookhaven, your aggressive effort to achieve preservation of right-of-way for extension of Route 347 and your approval of a two acre residential district. There will be a continued need for courageous, affirmative action.

A plan is meaningless without implementation. The Planning Board will be presenting further vital implementation proposals for your review and approval.

So many public officials, organizations, and private citizens contributed generously of their time and knowledge to the process of developing this plan that it would be impossible to single out any one of them to express our appreciation. Suffice it to say that the end product is the result of the Planning Board's continuing interaction with the public as well as with educational, town, county and other official agencies. Raymond, Parish & Pine, Inc., the consulting firm who assisted us in the development of the plan, were diligent, creative, and sensitive to the specific needs of our Town, and we believe that the plan produced with their help will guide the growth of the Town of Brookhaven well for many years.

Sincerely,

TOWN OF BROOKHAVEN
PLANNING BOARD,

John F. Luchsinger

John F. Luchsinger
Chairman

TOWN OF BROOKHAVEN

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Contents

Text

9 Preface

17 The Environment

27 Flexible Development Tools and Policies

31 Residential Densities

33 Commercial Development Policies

36 Industrial Development Policies

41 Institutions and Public Facilities

44 Housing Quality

48 Circulation

Maps

8 Town of Brookhaven Place Names

14 School District Taxes

15 School District Expenses

15 School District Wealth

16 Environmental Factors Generalized

23 Proposed Historic Districts

26 Conservation and Centers Plan

32 1970 Brookhaven Population

38 Sanitary Sewer Service Areas

40 Water Service Areas

42 Fire Districts and Fire Protection Districts

46 Seasonal or Migratory Housing

47 Elderly Population

47 Poverty Among the Elderly

50 Rail Transportation

52 Bus Service

54 Existing Highway System

56 Daily Traffic Volumes

58 High Accident Locations

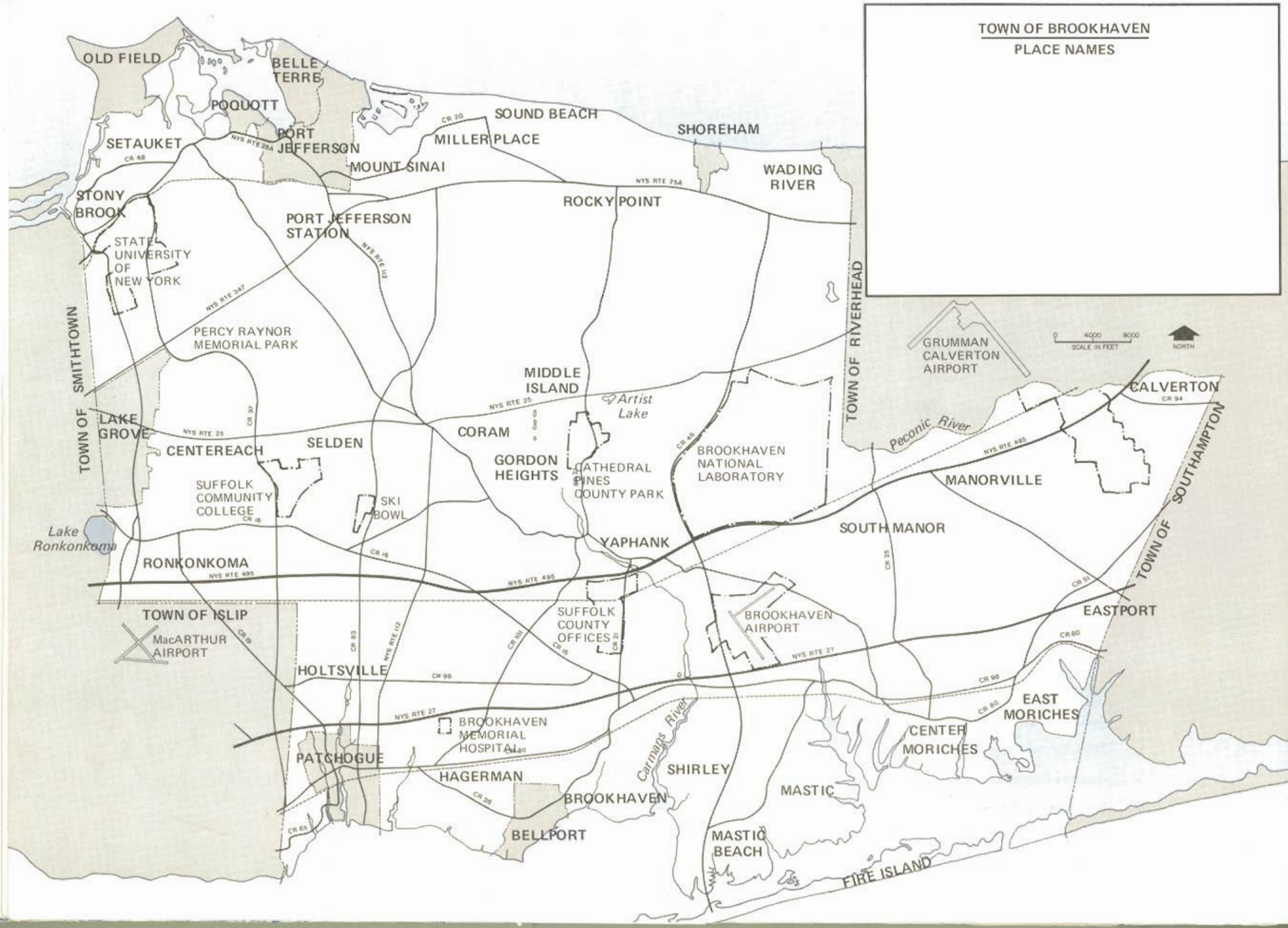
60 Highway Deficiencies

62 Highway Plan

64 Transportation Concepts

65 Bikeways Plan

69 Land Use Plan


TOWN OF BROOKHAVEN
PLACE NAMES
OLD FIELD
BELLE TERRE
POQUOTT
PORT JEFFERSON
SETAUKET
MOUNT SINAI
MILLER PLACE
SOUND BEACH
SHOREHAM
WADING RIVER
ROCKY POINT
STONY BROOK
PORT JEFFERSON STATION
STATE UNIVERSITY OF NEW YORK
PERCY RAYNOR MEMORIAL PARK
TOWN OF SMITHTOWN
TOWN OF RIVERHEAD
GRUMMAN CALVERTON AIRPORT
SCALE IN FEET
NORTH
MIDDLE ISLAND
Artist Lake
CALVERTON
LAKE GROVE
CENTEREACH
SELDEN
CORAM
GORDON HEIGHTS
CATHEDRAL PINES COUNTY PARK
BROOKHAVEN NATIONAL LABORATORY
Peconic River
MANORVILLE
TOWN OF SOUTHAMPTON
SUFFOLK COMMUNITY COLLEGE
SKI BOWL
Lake Ronkonkoma
RONKONKOMA
YAPHANK
SOUTH MANOR
TOWN OF ISLIP
MacARTHUR AIRPORT
SUFFOLK COUNTY OFFICES
BROOKHAVEN AIRPORT
EASTPORT
HOLTSVILLE
EAST MORICHES
BROOKHAVEN MEMORIAL HOSPITAL
CENTER MORICHES
PATCHOGUE
HAGERMAN
Carmans River
SHIRLEY
MASTIC
BROOKHAVEN
BELLPORT
MASTIC BEACH
FIRE ISLAND

Preface

Planning is a constant vital continuing process. The Brookhaven Master Plan represents the informed judgment of the Planning Board and the Consultant as to the best planning policies for the town to pursue as of December 1974. The essence of master planning is that these policies must constantly be evaluated in the light of changing events — and that possible events (e.g., zoning changes) should be viewed in the light of their impact upon the integrity of the plan.

From this, it should be clear that the plan is based upon the actual conditions in Brookhaven in 1974. A major portion of the time spent in developing the Master Plan was exclusively devoted to fact-finding. In May of 1974, a series of three public meetings was held on this fact-finding phase and a compilation of the fact-finding memoranda has been made available to the public at the Planning Board offices and at the following libraries: State University at Stony Brook; Suffolk Community College at Selden, and the Patchogue and Middle Island public libraries.

Following the public meetings, the plan itself was developed. This did not mean that the fact-finding had ended; on the contrary, new studies were initiated, some in response to comments made by the public. Furthermore, plan concepts were constantly tested against reality. This volume incorporates data from the many background memoranda, particularly those that most strongly and directly affected the policies of the plan.

Corridors, Clusters, Centers ... and Conservation

Five objectives underlie the Master Plan, realistic objectives in that they represent areas where Master Plan policies can exert a significant impact on the future of the Town of Brookhaven. These objectives are as follows:

1. The preservation of significant and unique environmental features including those needed for the protection of depletable natural resources such as potable water;

2. The preservation of sufficient open space in its natural state to maintain the town's present high standard of environmental quality;

3. The structuring of development patterns to enable the eventual establishment of public transportation systems;

4. The structuring of development patterns to enable their being supplied economically and effectively with all needed public facilities and services; and

5. The achievement of a variety of housing of an acceptable quality to serve the needs of all of the town's residents.

These objectives can best be pursued through the concepts that formed the basis of the Nassau-Suffolk Comprehensive Development Plan — namely, corridors, clusters, and centers — with the addition of a fourth concept which has become increasingly recognized in recent years, that of conservation. These four concepts are intimately interrelated since, short of outright acquisition of vacant land, corridors, clusters and centers are the best available tools for implementing conservation.

Through its encouragement of clustering, or open-space zoning, the town has started to achieve conservation of water, of energy, of open space and of other natural resources. By encouraging open-space zoning the town is also fostering that elusive quality of an "attractive" place to live, with hamlets and identifiable communities which, in this plan, are called "centers." Centers are conceived of as super-clusters: an inner core of stores, offices, services, and amusements, with townhouses and apartments nearby; and these, in turn, surrounded by detached single-family homes and greenbelts. Corridors of commerce and industry and higher density residential settlements enable energy-saving mass transportation to link the centers together.

In clustering, as it has traditionally been used, the density that is permitted under zoning on an entire parcel of land is concentrated in a smaller area, and the remainder of the land is preserved or used for a park, school, or some other amenity or public purpose. Brookhaven has recently carried this concept one step further, by transferring the residential density or development rights of one parcel of land to another, non-contiguous, parcel within the same school district. Suppose, for example, that you own two parcels of land in the same school district zoned so that you could build 50 homes on each. One parcel is a beautiful forest; the other is near a center. By transferring the development rights of the forested tract to the other, you would be able to build 100 homes near the center, and the town would enjoy the forest in perpetuity.

By continuing to use clustering in this manner and by transferring develop-

ment rights within a single school district *in accordance with a plan*, the town should be able to save valuable environmental features without incurring large capital expenditures or losing tax revenues.

Population Potential

One theme runs throughout the plan, a single question that was asked time and time again during the preparation of the plan: how many people should ultimately live in Brookhaven?

What factors determine an ultimate population level? The most basic is the ability of the earth to support its population, to provide adequate potable water, clean air, and food. The next is the ability of government to provide the necessary services and facilities; and beyond that, there is the ability of the environment to enrich residents' lives through beauty and the opportunity to use a variety of natural areas.

With regard to natural resources, the only real limitation known at this time is the water supply. Brookhaven's water comes entirely from aquifers, or ground water reservoirs, underlying Long Island. These aquifers are replenished only through rain water or recharge of waste water.

According to the 1970 Holzmacher, McLendon and Murrell study,* Brookhaven has adequate potable water to support a population of over one million. But – and it is a large "but" – with a population of one million, and no recharge of treated waste water or effluent, many of Brookhaven's streams and lakes would dry up and the bays would increase in salinity. Alternatively, with a population of one million and total recharge of treated effluent, the water table will remain relatively high, but present-day technology is only now beginning to advance to the point of being able to avoid degradation of the quality of the ground water given total recharge at this scale. (Brookhaven, working with the Brookhaven National Laboratory, has been in the forefront in the development of a new technique of land application of effluent that shows great promise of solving the recharge problem.)

A potential population of one million persons is therefore considered too high. In recognition of this, the town has modified its zoning policies over the past few years, to decrease the population potential considerably. Given

**Comprehensive Public Water Supply Study,* Suffolk County, New York, CPWS-24, Melville, New York.

full development under Brookhaven's present zoning, the town would have a population of about 700,000-750,000, about 30 percent lower than the theoretical maximum based on availability of water. This is also approximately the population limit suggested for the town in the Nassau-Suffolk Comprehensive Development Plan. To stay within prudent limits until more definitive studies are completed, the Brookhaven Master Plan assumes that this number is a maximum.

Beyond accepting the need for an upper limit to population growth in order to protect the groundwater supply, the Master Plan identifies undeveloped areas along the Ronkonkoma moraine (valuable for aquifer recharge), major wetlands, stream valleys and headwaters. Where governmental acquisition of these undeveloped and ecologically significant areas is not now deemed feasible, very low, rural density zoning is recommended, with clustering used to the fullest to preserve valuable open space. Other areas are also recommended for preservation, including farms, golf courses, certain heavily wooded sites, and so forth.

These recommendations would further decrease the potential population capacity, thus giving the town considerable latitude to modify its development policies in the future in order to satisfy the changing needs of a changing population, needs which the present plan is unable to anticipate.

The full population level which the plan provides for will take many years to achieve, particularly given the recent slackening of growth in the town and the county. There will be ample time, as scientific knowledge is gained in the future regarding desirable limits, to adjust the ultimate population capacity, if necessary. The town and all other agencies concerned should be able to provide necessary services and facilities to serve the recommended level of population within the framework of a prudent fiscal policy.

Taxes and Growth

Underlying the question of how much growth the town should accept are the tax implications for each school district of different kinds and levels of growth. Local governments in New York State rely predominantly on the property tax to finance local government and educational services. About two-thirds of the local property tax dollar goes to finance schools. This confronts the decision-makers in the field of land use with a dilemma. On

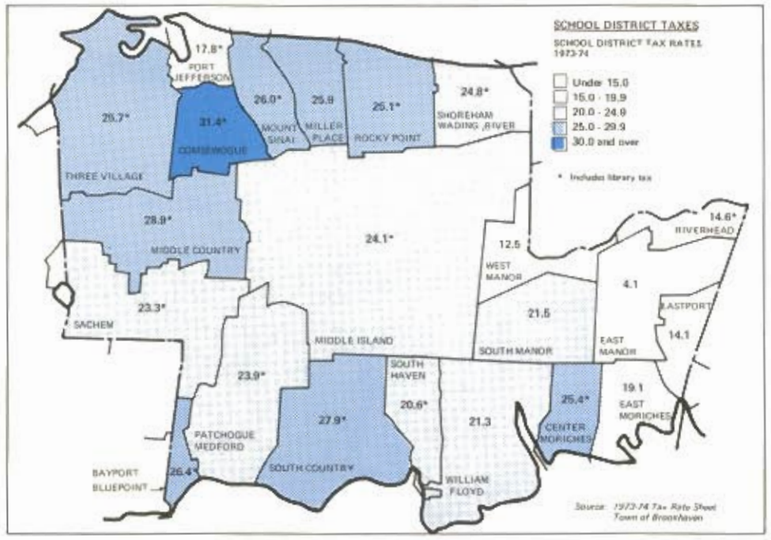
the one hand, the planning principles articulated in the Nassau-Suffolk Comprehensive Development Plan (adopted by Suffolk County and followed in large measure by Brookhaven Town) call for industrial development to be concentrated along the transportation "corridor" formed by the Long Island Expressway and the Long Island Railroad. On the other hand, the urgent fiscal needs of the various school districts require that some effort be made to distribute major non-residential ratables among the various districts, most of which do not border this transportation spine.

School districts compete with each other for positive ratables — i.e., offices, shopping centers, and "clean" industry that seem to increase the tax base without adding children to the school system. But the true tax impact of such uses as compared with that of multi-family homes is rarely understood. Based on current Brookhaven experience, industrial (or office or commercial) uses and new garden apartments are both tax assets of about the same magnitude. This seems illogical because industry, offices, and shops do not generate school children while apartments do. However, three factors come into play in determining the true school tax impact of any new use: assessed and full valuation, new pupils, and state aid. In a Master Plan study of the impact of new industry, new garden apartments, and new detached single-family homes on a 100-acre tract in a theoretical school district in Brookhaven, industry and apartments were equally beneficial to the district; detached single-family homes just about broke even. (These results run contrary to popular belief although they have been borne out by numerous studies, on Long Island and elsewhere.*) The reasons for the results are as follows:

1. **Assessed value.** The assessed value, of course, determines the tax yield. Per acre, on the average, apartments will have a somewhat higher value than industry; single-family homes will have only a fraction of the value of either of the other two.

2. **New pupils.** New development increases school district costs if it adds school children to the district. New industrial construction adds no children to the school district (at least not directly, although some workers may move to the district to avoid commuting). New garden

*Among these studies: American Society of Planning Officials, Report 210, *School Enrollment by Housing Type,* May 1966; Nassau-Suffolk Regional Planning Board, *Progress Report, Residential Market Analysis,* September, 1968; Sternlieb, George, *Housing Development and Municipal Costs,* Center for Urban Policy Research, Rutgers University; "Who Pays for What? A Cost Revenue Analysis of Suburban Land Use Alternatives", *Urban Land,* March, 1971.

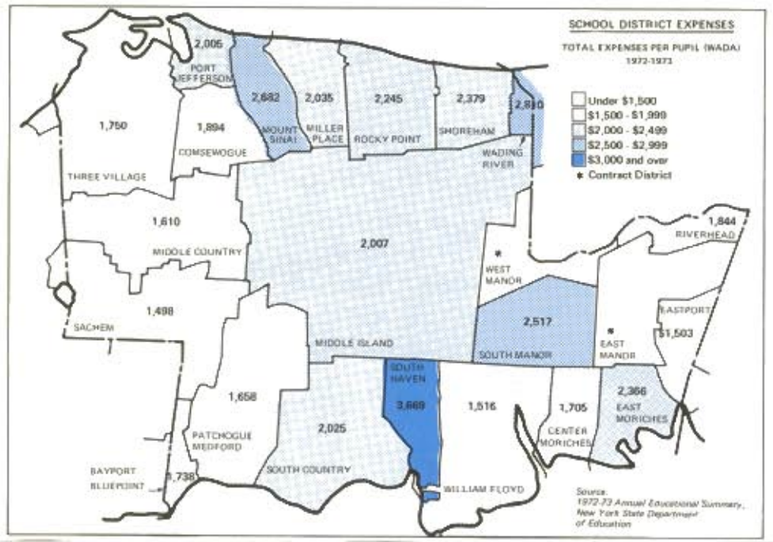


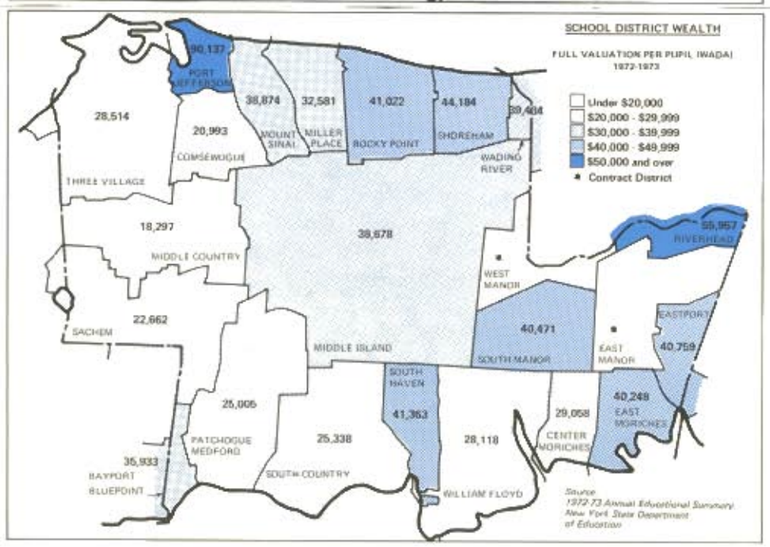
apartments add very few children; since the average, in Brookhaven, is about 0.17 school children per apartment, each child thus added to the school system is supported by the taxes from six apartments. With today's low birth rate, the best available data indicate that detached single-family homes add about eight times as many children per home as apartments. This, of course, is a function of the number of bedrooms — apartments and townhouses tend to have fewer bedrooms than detached single-family homes.

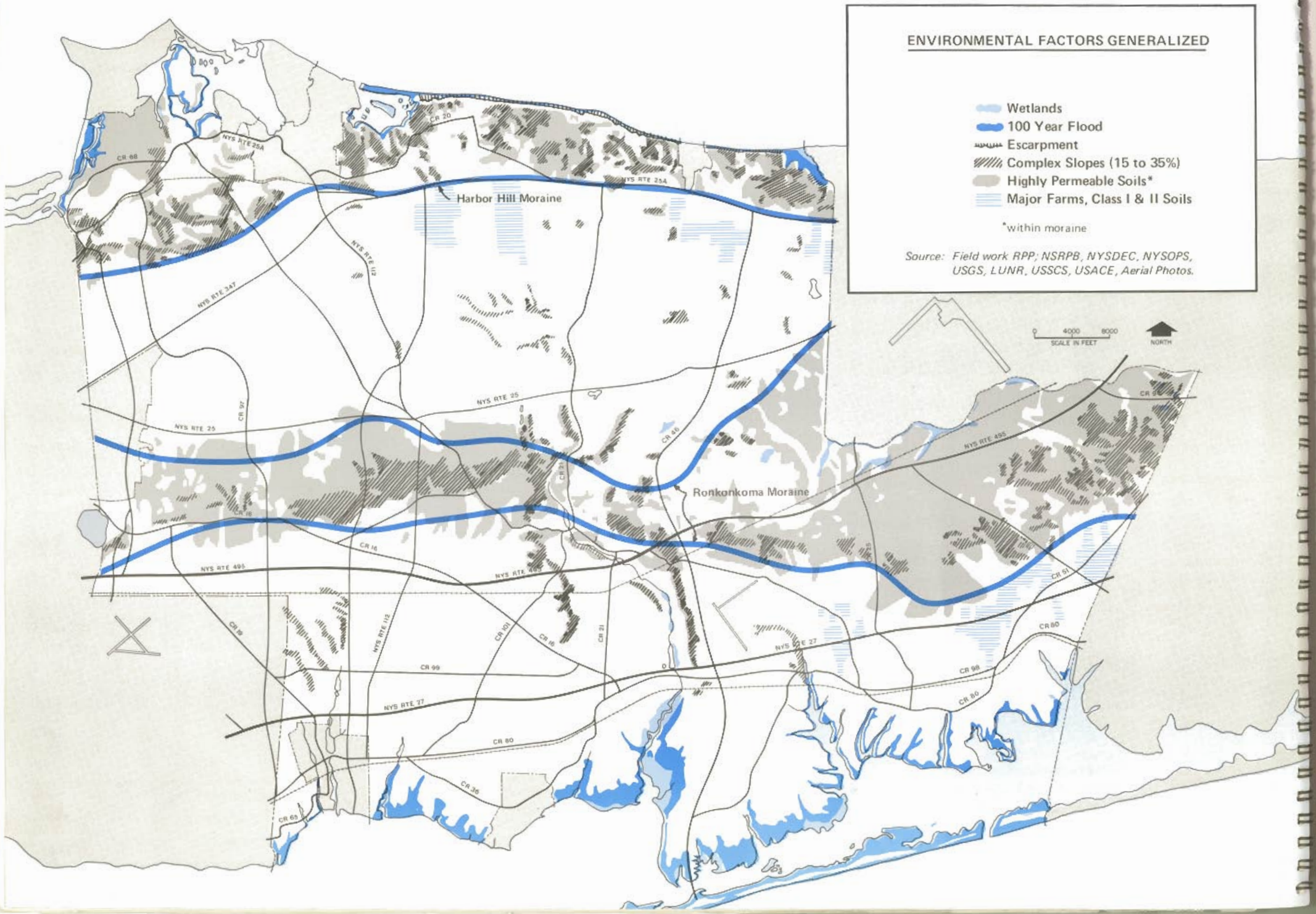
3. **State aid.** A substantial portion of the revenues of all Brookhaven's school districts come from state aid. Under current formulas, state aid is given for each pupil in inverse proportion to the school district's entire full market value per pupil. Since industry increases the full value per pupil (by adding ratables but no pupils) it causes a decrease in state aid. With garden apartments, the increase in full value is accompanied by a slight increase in the number of pupils — state aid does not decline as significantly. New single-family homes tend to increase state aid because they bring significant numbers of new children to the district (such significant numbers that the cost of educating the new pupils normally exceeds revenues — from taxes plus state aid — attributable to the new housing).

In the Master Plan, sound planning principles have been followed, while recognizing the fiscal needs of the school districts. No inappropriate locations have been recommended for any uses, but total concentration of non-residential uses in pre-determined centers and corridors is not realistically possible. It would be unwise, however, to consider land use changes primarily on the basis of school district fiscal needs because of the present uncertainty of school district financing methods. Not only has New York State been revising its aid formula, but the very use of the local property tax as the basis for financing education is being challenged in the courts.

With so much of its future as a desirable, well-ordered community at stake, the town should consider using its very substantial influence to help change the educational support system. The major planning decisions embodied in the Master Plan are grounded in the concepts of conservation and open space zoning, which are inherently valid as building blocks in the achievement of a better quality of life for the people of Brookhaven. For this reason any future changes in the financing of schools will not negate their validity.


SCHOOL DISTRICT EXPENSES
TOTAL EXPENSES PER PUPIL (WADA)
1972-1973
Under $1,500
$1,500 - $1,999
$2,000 - $2,499
$2,500 - $2,999
$3,000 and over
* Contract District
2,005
PORT JEFFERSON
2,682
2,035
2,245
2,379
2,810
1,750
1,894
MOUNT SINAI
MILLER PLACE
ROCKY POINT
SHOREHAM
COMSEWOGUE
WADING RIVER
THREE VILLAGE
1,610
MIDDLE COUNTRY
2,007
1,844
RIVERHEAD
WEST MANOR
1,498
SACHEM
2,517
EASTPORT
1,503
MIDDLE ISLAND
SOUTH MANOR
EAST MANOR
SOUTH HAVEN
3,669
1,516
1,705
2,366
EAST MORICHES
1,658
2,025
PATCHOGUE MEDFORD
CENTER MORICHES
BAYPORT BLUEPOINT
1,738
SOUTH COUNTRY
WILLIAM FLOYD
Source:
1972-73 Annual Educational Summary,
New York State Department
of Education


SCHOOL DISTRICT WEALTH
FULL VALUATION PER PUPIL (WADA)
1972-1973
Under $20,000
$20,000 - $29,999
$30,000 - $39,999
$40,000 - $49,999
$50,000 and over
* Contract District
30,137
PORT JEFFERSON
28,514
38,874
32,581
41,022
44,184
39,404
20,993
MOUNT SINAI
MILLER PLACE
ROCKY POINT
SHOREHAM
COMSEWOGUE
WADING RIVER
THREE VILLAGE
18,297
38,678
55,957
RIVERHEAD
MIDDLE COUNTRY
WEST MANOR
22,662
SACHEM
40,471
EASTPORT
40,759
MIDDLE ISLAND
SOUTH MANOR
EAST MANOR
SOUTH HAVEN
25,006
41,363
29,058
40,248
EAST MORICHES
PATCHOGUE MEDFORD
25,338
28,118
CENTER MORICHES
35,933
BAYPORT BLUEPOINT
SOUTH COUNTRY
WILLIAM FLOYD
Source:
1972-73 Annual Educational Summary,
New York State Department
of Education


ENVIRONMENTAL FACTORS GENERALIZED
Wetlands
100 Year Flood
Escarpment
Complex Slopes (15 to 35%)
Highly Permeable Soils*
Major Farms, Class I & II Soils
*within moraine
Source: Field work RPP; NSRPB, NYSDEC, NYSOPS, USGS, LUNR, USSCS, USACE, Aerial Photos.
0 4000 8000
SCALE IN FEET
NORTH
Harbor Hill Moraine
Ronkonkoma Moraine
NYS RTE 25A
NYS RTE 347
NYS RTE 112
NYS RTE 25
NYS RTE 495
NYS RTE 27
CR 68
CR 20
CR 97
CR 46
CR 16
CR 19
CR 101
CR 21
CR 99
CR 80
CR 36
CR 65
CR 98
CR 51

The Environment

Brookhaven, bordering on both Long Island Sound and the Atlantic Ocean, contains some of the most accidented and beautiful configurations on Long Island. The preservation of the town's natural features is important not only for protection of the water supply, but also for food production (in wetlands and bays as well as on farms), for clean air, and for the inherent beauty of these natural features.

Glacial Moraines

The most conspicuous exceptions to the generally flat terrain of Brookhaven are the two east-west ridges of the terminal moraines. A terminal moraine marks the furthest advance of a glacier. Both moraines are about a mile wide, and are characterized by steeply sloping topography and coarse-textured highly permeable soils, unconsolidated material picked up by the scouring action of the advancing glacier.

Since Brookhaven's water supply is replenished only through rainwater or recharge of wastewater, the importance of the terminal moraines is easy to realize. The absorption of unpolluted rainwater, essential to the maintenance of both the quality and the quantity of the water supply, is accomplished most efficiently along these glacial moraines, whose highly permeable soils enable rapid infiltration of rainwater. This is especially true of the sloping lands, which act as natural recharge basins. The quality of rapid absorption, so valuable in the case of rainwater, means that fewer pollutants are removed from sewage effluent by these soils than elsewhere.

The moraine is important not only for its water absorption qualities, but also because it provides unique scenic areas, including some of the best views on Long Island — for example, the Lookout on County Route (CR) 83, near the Ski Bowl.

The North Shore's Harbor Hill moraine is substantially developed throughout most of its length. The few remaining large vacant areas should be placed in the rural density category.

The older Ronkonkoma moraine runs east-west through central Brookhaven, from Ronkonkoma to East Manor, but is substantially developed only in the westernmost part of the town. From Coram eastward, mature woodlands predominate in the undeveloped portion. Some areas still remain open

between Nicolls Road and the William Floyd Parkway, so that it is possible to create an east-west greenbelt generally along the ridge line of the moraine. This would preserve, in the public domain, access to spectacular views of the Sound and the ocean. The recommended greenbelt, which would originate near Suffolk Community College in Selden, would cross the town's already-planned north-south greenbelt which runs from Smith Point to Shoreham. It would incorporate major uncommitted vacant areas and such town-owned lands as the Ski Bowl, and would link them, where necessary, with narrower trails located along public rights-of-way. The town, through foresighted use of open-space zoning, has already acquired not only the Ski Bowl, but a total of approximately 280 acres of particularly valuable and beautiful moraine land on both sides of CR 83.

East of the William Floyd Parkway, much of the valuable moraine is already in public ownership. It is important, however, that those northern and eastern portions of the Brookhaven National Laboratory property which are not yet paved or built-upon be left undisturbed. The same applies to the federal holdings in Manorville that form part of the Calverton Airport clear zone.

In eastern Brookhaven, in the Manorville-Calverton area, the natural surface of the moraine should be disturbed as little as possible. Ideally, no further development of any kind should be permitted to take place on the moraine. In practice, of course, such a policy would be prohibitively expensive. It is, therefore, recommended that the town achieve a desirable balance as follows:

1. Reduce the future development densities along the moraine to the lowest reasonable level, particularly in the undeveloped Manorville-Calverton area. Permitted densities in the most fragile, most heavily accidented part of this area might be as low as one dwelling to each two acres.

2. Even in these areas of lowest density, foster open-space zoning, through the use of Section 281 of the Town Law, to assure that, to the maximum extent possible, major privately-owned portions of the moraine will remain undisturbed, and that new development will be able to be sewered rather than have to rely on cesspools.

3. Acquire as much of the moraine as possible in public ownership, includ-

ing the east-west greenbelt and areas adjacent to the federally-owned Calverton clear zone. Although this acquisition is expected to be accomplished primarily through open-space zoning (including the transfer of development rights within each school district), the purchase of individual parcels will undoubtedly be necessary to achieve continuity of the east-west greenbelt.

By encouraging open-space zoning to preserve the moraine the town could also strengthen existing and proposed centers, by directing growth away from the most valuable portions of the moraine and into new or existing centers within each school district.

A special moraine-connected problem is the dramatic North Shore escarpment, the eroded edge of the Harbor Hills moraine, with elevations of 100 to 140 feet and slopes ranging from 50 percent to near vertical, except at three passes. It extends from the western end of Miller Place to the Wading River marsh. Due to its unconsolidated nature, the escarpment lacks structural foundation stability. The progressive erosion of these headlands by storm tides, underground spring discharge, and rain runoff imperils development located near the edge of the escarpment. Wherever possible, new construction should be kept at least one hundred feet back of the top of the escarpment. Where individual lots are so shallow that it is impossible for new construction to have an adequate setback, development might be prohibited through whatever means are available, including the use of both the police power and eminent domain. Where sufficiently large tracts abut the escarpment, the clustering principle should be applied to avoid disturbing the moraine and its headland.

An additional glacially-formed feature deserves special mention — the steep-sided depressions called "glacial kettle holes" that occur within the Ronkonkoma moraine and also on the otherwise flat "outwash plain" between the two moraines. The kettle-holes range in diameter from less than 100 feet to water-filled Lake Ronkonkoma. (The water is the exposed surface of the uppermost aquifer.) This particular kettle-hole is a valuable recreation resource as well as an unusual natural feature, and the shores and adjacent lands should be in public ownership insofar as possible. Several known areas of kettleholes have been recommended for preservation: on the Rocky Point-Middle Island RCA property, where they have been incorporated into a greenbelt around a proposed center; and in Yaphank, on the Grace estate.

Forests

Most of Brookhaven's significant forests are concentrated in areas that are either already publicly-owned or along the moraine. Implementation of the policies recommended for minimizing development along the moraine would thus also preserve forest areas. Specific recommendations are made to expand the Cathedral Pines County Park and to acquire (through purchase or as a result of open-space zoning) the steeply sloping wooded area directly east of the Village of Port Jefferson. Elsewhere, the use of open-space zoning is recommended for the preservation of wooded areas adjacent to future development, including the woods along Old Town Road directly north of Coram, the forests and kettleholes in Yaphank and Rocky Point (RCA), and isolated stands of rare or unique trees, such as the chestnut trees near Gordon Heights or the historic lopped trees along many town roads. A strengthened site plan review process, discussed below, will identify and thus help to preserve these valuable isolated stands of significant trees.

Wetlands

The extraordinary value of wetlands in the chain of marine food production and in protecting nearby upland areas against flooding has only recently been appreciated. The wetlands can be divided into two categories: tidal wetlands, which are subject to the jurisdiction of the Department of Environmental Conservation under recently adopted state law; and inland wetlands, which are similarly under state control in other states such as Connecticut and may soon be protected in New York by legislation now under consideration in the State Legislature.

Brookhaven has the largest tidal wetland acreage — 2,800 acres — of any Long Island town, except for Hempstead. About 85 percent of Brookhaven's tidal wetlands are already in public ownership; substantial expansion of the publicly-owned wetlands is recommended to include all major undeveloped wetlands in the town. The remainder should be adequately protected by the state law, combined with the possible use of the clustering principle.

Acquisition is also recommended of those inland wetlands in the Manorville area which are part of the Peconic River watershed. Other unprotected inland wetlands in Brookhaven appear to be smaller or less significant, so that

their preservation through public acquisition does not seem to be indicated. However, they should be preserved, undisturbed, insofar as possible, through clustering and careful site planning.

Flood Plains

Normally dry but low-lying coastal areas of the town may occasionally be subject to flooding. The Army Corps of Engineers has established the limits of the 100-year flood plain for Brookhaven as the 11 foot (above sea level) contour line on the North Shore and as the 5-6 foot contour line on the South Shore. (The 100-year flood plain is an area subject to flooding by a storm of such severity that the probability of its occurring in any given year is one to one-hundred.) The town has recently modified its ordinances to qualify affected residents for flood insurance under the National Flood Insurance Act of 1968 as amended by the Flood Disaster Protection Act of 1973. All existing development is eligible for subsidized flood insurance. New development is subject to special restrictions, and must be so constructed that the lowest floor is above the flood plain. (There is one special exception to this, for infill housing in an already developed area.)

In vacant areas in and adjacent to the 100-year flood plain, the plan recommends rural density open-space development, with new construction clustered well above the flood plain.

The Barrier Beaches

As with the North Shore escarpment, erosion of the barrier beaches is inevitable — the islands are actually shifting westward. Efforts to stabilize the beaches in one location have merely hastened erosion elsewhere.

While most of the barrier beaches are protected through federal ownership (the Fire Island National Seashore) and state, county and town holdings, the built-up communities are exempt from federal control. It is not necessary for the federal government to augment its holdings by taking over county or town parks: these areas are protected, loved, and used. Intensification of uses within the exempt communities, however, threatens the barrier beaches for the following reasons:

1. The water supply — the aquifers beneath the barrier beaches — is limited,

threatened both by salt water intrusion and pollution from sewage effluent.

2. The dunes are fragile. Homes built too near them are threatened as the dunes recede; furthermore, the normal human tendency to walk across the dunes hastens their destruction.

3. Each new building increases the necessary and inevitable (if occasional) use of motorized vehicles on the island.

The town is by and large unable to stop infilling of homes on single and separate lots within the exempt communities, and should urge expansion of the federal role wherever it is reasonable to expect it to be effective. However, the town might consider the following measures:

1. Motorized vehicles should be severely limited.

2. On single and separate undersized lots, the size of the house and the number of bedrooms (or habitable rooms) should be severely limited.

3. New construction should be discouraged, insofar as possible. Property-owners should be encouraged, perhaps through tax abatement, to acquire adjacent vacant land.

Above all, the town should urge a stronger federal role to protect this fragile and valuable resource.

Farms

There are about 9,000 acres of active farms in Brookhaven, consisting mainly of potatoes, vegetables and nurseries. However, not all this acreage can be considered optimum farm land. Some farms are relatively small; some are not on Class I and II soils (the deep well-drained loamy and generally level soil that the Soil Conservation Service considers superior for agriculture); and some are duck farms and associated grain fields that will be phased out within the next few years because of inadequate sewage treatment facilities for the duck wastes.

Although a few of these farm areas contain more than 500 acres each, by

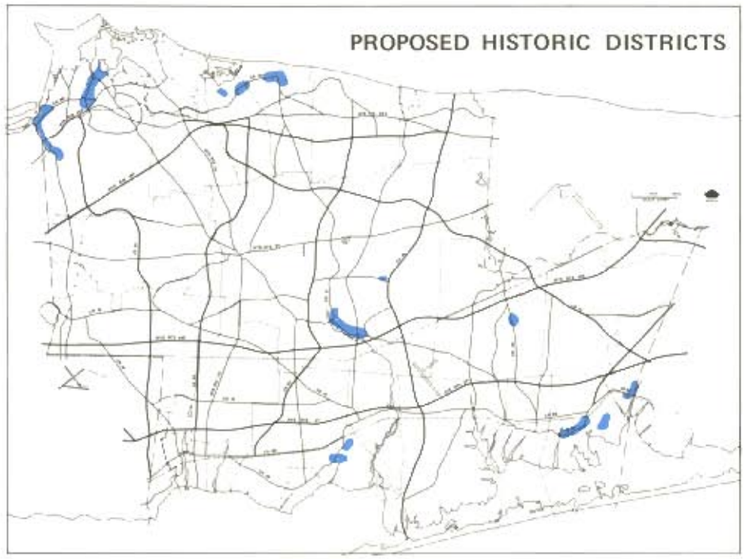
contrast with the farms in Southampton, Riverhead, and Southhold, the remaining farms in Brookhaven occupy relatively small, isolated tracts of land. However, the preservation of farms on prime agricultural land could have a major environmentally beneficial effect on the Town of Brookhaven – the more so since they would remain part of the town's open space system.

As a result of active town efforts, the Town of Brookhaven (and western Suffolk) has recently been included in the Suffolk County farmland acquisition program; the town has already made specific recommendations to the county for purchase of major farms on Class I and II soils. These farms, aggregating 4,000 acres, are located in Mount Sinai, Miller Place, Rocky Point, Shoreham, Manorville, and the Eastport-East Moriches areas.

Where acquisition of farms on Class I and II soils is not possible, low density zoning plus a new zoning category should be used to achieve farmland preservation. The new zoning category might consist of an agricultural "overlay" district with farming as the only use permitted by right. Upon application by the owner for subdivision of a farm or for any change of use to one permitted in the underlying zoning district, the town would have one year in which to try to arrange for a continuation of the farming. Among tools to be investigated during that period (if purchase were not feasible) would be clustering or transfer of development rights. If the town were unable to effect a continuation of the farming within the year, the agricultural overlay district would no longer apply, and the land would revert to its underlying zoning, generally the lowest residential density in the immediate area.

Historic Areas

Despite its comparatively recent rapid growth, Brookhaven's roots go back to our country's earliest history. The town is fortunate in having within it many active local historical societies, as well as the headquarters of the Society for the Preservation of Long Island Antiquities and, in the Stony Brook – Setauket area, the preservation minded Ward Melville family. Many of the possible historic districts have been documented, and the town is in the process of adopting an historic district ordinance, with specific thought given to its being initially adopted in Yaphank. Other areas might also be designated as historic districts: Miller Place (which is being considered for



inclusion in the National Register of Historic Places), Stony Brook (including the William Sidney Mount House, the only building in Brookhaven presently included in the National Register), Mount Sinai, Brookhaven, East Moriches, Eastport, and South Manor. This list is by no means complete and does not include individual structures of possible historic interest.

General areas of historic interest have been roughly delineated in the plan with the assistance of local societies. Most of these proposed historic districts are two or three blocks long and have a character that is predominantly residential, with an occasional corner grocery store or other small-scale commercial use. In most of these areas, conversions to offices, specialty boutiques, or other small-scale non-residential uses might be considered on a case-by-case basis.

From time to time, individual historic structures in the town are threatened or destroyed in the wake of development. To prevent their loss the town is interested in the creation of an "Historic Village" – patterned after the Old Bethpage Village Restoration project in Oyster Bay – to be located on the 100 acre parcel of town-owned property at the southwest corner of Longwood Road and the William Floyd Parkway.

Conservation, Development, and Aesthetics

People have traditionally moved to the suburbs because of their open space, but, as more and more areas are developed, the open space inevitably shrinks. Brookhaven's farsighted open space acquisition policy, particularly as it may be expanded to include the preservation of farm lands and other ecologically significant areas, will help to preserve some of the town's original aesthetic quality. Ultimately, people will experience the town largely through travel along its major land service arteries and by living where uses are relatively close to each other.

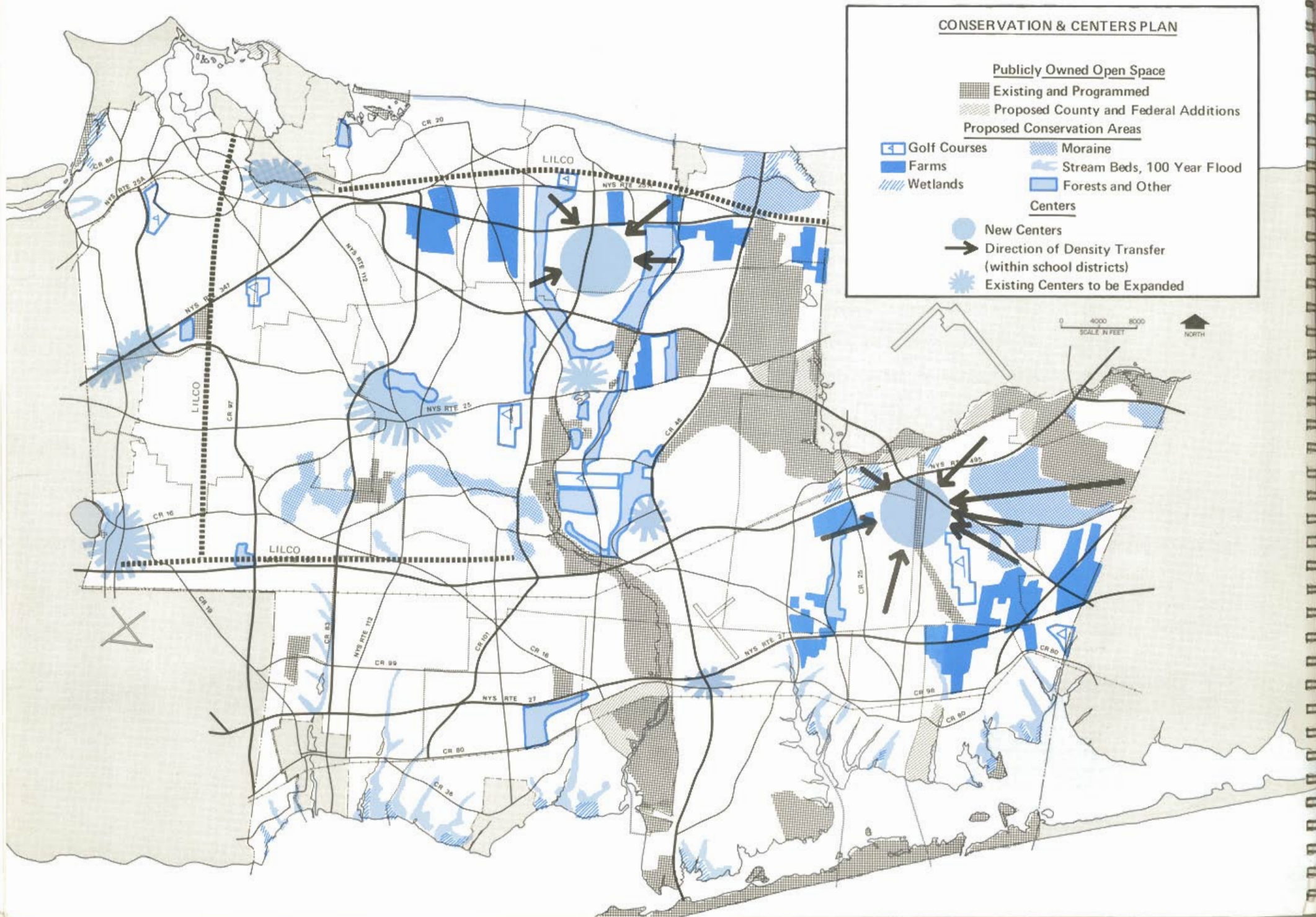
Public policy can protect existing amenities. Even in areas of intensive development, the site layout should retain or replace aesthetically desirable natural features.

A major regulatory tool, and one that the town is already using, is site plan review. Brookhaven's site plan review process, however, should be strengthened. This review process it is possible to identify and thus save valuable

trees, shrubs, and other natural features. This is done through a requirement that the land not be disturbed prior to identification by the applicant (with field review and confirmation by the Planning Board) of all naturally significant features on the site, such as streams, wetlands, slopes, valuable trees and other special vegetation, together with documentation of proposed changes to the natural site, its contours, and its vegetation. Landscaping should receive special attention, both for its aesthetic effect and, where necessary, its buffering quality. All but individually built single-family homes should have such site plan review, preferably by professionally trained people.

The overall appearance of the town would be enhanced if all major parking lots had landscaping along their street frontages, and landscaped islands to break-up vast expanses of asphalt, even in industrial areas.

In commercial areas, competing, distracting and often garishly lit signs are a principal offender. For new development, the town should enforce stringent sign control, scaling signs down relative to the surfaces on which they are applied, requiring lighting controls to prevent excessive glare, etc. In existing development, design studies, combined with an educational program, might bring about a gradual modification of signs to fit into an acceptable overall pattern.


CONSERVATION & CENTERS PLAN
Publicly Owned Open Space
Existing and Programmed
Proposed County and Federal Additions
Proposed Conservation Areas
Golf Courses
Farms
Wetlands
Moraine
Stream Beds, 100 Year Flood
Forests and Other
Centers
New Centers
Direction of Density Transfer (within school districts)
Existing Centers to be Expanded
0 4000 8000
SCALE IN FEET
NORTH
LILCO
LILCO
LILCO
NYS RTE 25A
NYS RTE 25
NYS RTE 112
NYS RTE 347
NYS RTE 27
NYS RTE 495
CR 20
CR 88
CR 97
CR 16
CR 19
CR 83
CR 99
CR 101
CR 48
CR 25
CR 80
CR 98
CR 36

Flexible Development Tools and Policies

Most Brookhaven residents live in suburban single-family houses, located in relatively low-density neighborhoods of three types: those in and immediately adjacent to the historic concentrations in the villages or hamlets; those which resulted from sporadic development of old filed maps, as in Mastic-Shirley, Centereach, or Gordon Heights; and the post-World War II major developments which blanket much of the westerly third of the town. In more recent years, traditional subdivisions have been supplemented by open-space development under the provisions of Section 281 of the Town Law. These "281" clusters, combined with planned retirement communities and scattered garden apartment developments, have introduced for the first time on a relatively substantial scale a housing type other than the detached single-family home. Since open-space zoning does not increase overall density but, by law, merely redistributes a given density in a different pattern, the net result is still a low-density suburban type of development.

New planning concepts, discussed below, would increase flexibility beyond the "281" residential-only type of development.

Open-Space Residential Development

Open-space development should be specifically encouraged wherever it will enable attainment of significant environmental objectives; wherever, as a result of clustering, the population can be located nearer to existing or potential public transportation routes and nearer to centers or services; and wherever greater variety of housing types is needed. In all open-space zoning, careful review by the town should assure that the resulting open space pattern will fit in with a rational distribution scheme.

In all but the smallest clusters, a variety of housing types should be encouraged to obtain heterogeneous communities. Without changing the total number of housing units allowed, a large scale development could include a certain proportion of single-family detached houses, two-family houses, townhouses, garden apartments, and units especially designed for the elderly. This would enable residents to move to different housing types within their home communities as their life-cycle needs change.

By following the direction charted in the plan when applying the open-space zoning technique, the town will be able to save ecologically valuable areas, and achieve continuous greenbelts and defined centers. The appropriate

locations on the individual "281" plans for housing and for open space should be determined by the town in relation not only to specific natural features on the site itself, but also to existing or future neighboring developments.

Planned Unit Developments

In certain selected locations in the town, "planned unit developments" are recommended. Planned unit developments consist of offices, shopping, various types of housing (including multi-family housing), as well as additions to public lands. They are developed in accordance with an overall plan.

Unlike New Jersey, there is no enabling legislation in New York State permitting the establishment of a planned unit development zoning district. The developer is thus forced to go through subdivision procedures and zone changes for each use; there is no relief from the rigidity of the specific zoning district regulations, except in the case of the residential portion of the development, thanks to Section 281. The town should urge adoption of enabling legislation. In the meantime, the town might consider the adoption of guidelines, for those who wish to develop large-scale acreage with more than one type of use. The guidelines could contain a statement of purpose, locational criteria, minimum overall acreage, types of uses, and acceptable proportions of each.

In the Master Plan, three specific locations are suggested for planned unit developments:

1. The rapid expansion of the State University at Stony Brook has generated special housing needs. Most of its students, faculty, and other employees neither need, nor can afford, single-family housing. To meet the need for multi-family housing near the university, a planned unit development is recommended in the 250 acre area between Nicolls Road and Route 347, west of Percy Raynor Memorial Park and east of Lake Grove. Non-residential uses are envisioned in the western portion of the 250 acre area, with residential uses in the eastern portion.

2. A large tract of vacant land, nearly 200 acres, on Route 25 between Middle Island and Ridge, is now zoned for a shopping center and indus-

try. The existing road system is inadequate to serve commercial and industrial development of this scale, and there are more appropriate locations in the town for such uses, along the transportation spine. It is recommended that the area be developed with smaller scale commercial facilities to serve local needs only, offices, and a range of housing types including apartments.

3. Adjacent to Brookhaven Memorial Hospital, east of Hospital Road and west of Sills Road, a hospital-related planned unit development is suggested, to include professional offices, staff housing, and other hospital-related uses. Commercial development is not envisioned in this 100-acre area, except perhaps as accessory to a hospital-related use.

A "planned *residential* development" enabling ordinance may be under consideration by the state legislature in the immediate future and should be supported by the town. This concept, while less flexible than a planned unit development, should prove extremely useful to the town by permitting in larger open-space residential developments, the type of neighborhood, commercial and service establishments needed to serve the residents of the development. In fact, in approving some of the larger 281's, the town has in the past recognized this need for neighborhood shopping, and granted the appropriate zoning change. The planned residential development legislation would simplify the procedure and greatly increase the flexibility of the development.

Centers

Two new centers are proposed in the plan: in Rocky Point along a proposed extension of Route 347, near its intersection with a new Sills-Rocky Point Road (both of which are discussed below); and in eastern Brookhaven, south of the Long Island Expressway, where the South Manor, West Manor, and East Manor school districts meet. These centers should be created under close supervision through the site planning approval process. They are envisioned as small centers, with a population of 15-25,000, nearly surrounded by extensive greenbelts. Shopping should be concentrated rather than stretched out along the highways. The shopping and associated professional and service office uses should be geared towards the satisfaction of local needs rather than the creation of yet another regional shopping center.

The higher residential densities at the core of these two centers should result from open-space zoning within each affected school district. While this will be relatively easy to achieve in Rocky Point, where 5,000 acres of vacant land are in single ownership, it may be more difficult to attain in Manorville. In the latter area it is proposed to cluster — or transfer development rights — within most of the area east of Barnes-Manor Road (i.e., slightly west of the eastern boundary of the Brookhaven National Laboratory) and north of Sunrise Highway. It is also proposed that the open-space zoning be based on overall very low densities in this now almost entirely rural area.

Residential Densities

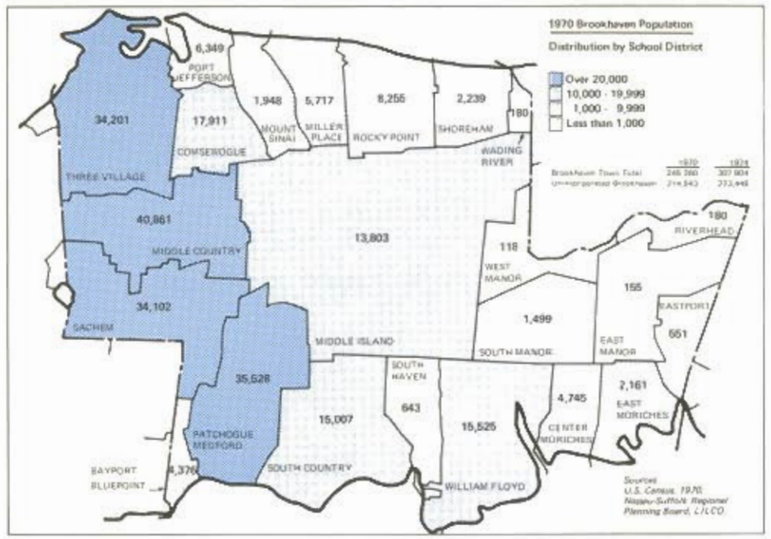
By and large, in the Master Plan, existing residential densities (in built-up areas) and zoned densities (in vacant areas) were accepted. Changes have only been suggested where strongly indicated by planning or environmental considerations. Thus, in addition to lowering permitted residential densities for environmental reasons in easternmost Brookhaven and along the North Shore, where still possible, it is also recommended that permitted densities be lowered, where possible, along the South Shore. This is intended to protect its fragile environment as well as to enable clustering well above the 100-year flood plain. Lowered residential densities are also suggested along Bartlett Road, with its woods, ponds, and heavily accidented moraine. Moderately lowered densities are recommended for some of the vacant and uncommitted lands near Granny Road.

Multi-Family Development

The predominant housing type in Brookhaven will continue to be the detached single-family home. Multi-family development per se (as opposed to "281" clusters) should be limited to existing centers, such as Coram, Ronkonkoma, and Port Jefferson Station, or to the developing centers. Small retirement communities are also particularly appropriate in centers, where shopping and amusements can be within walking distance. Higher-density development in centers helps to make the provision of mass transportation economically feasible (in Brookhaven in the form of buses). Conversely, scattered apartments and widespread low-density detached single-family houses intensify dependence on the automobile.

Additional multi-family housing, in general, is recommended in existing centers or in specific cases where lower density development may be inappropriate. For example, there are places in the town which, because of brittle impermeable clay soils or heavily accidented topography and high water table, may be subject to flooding. In those instances, the town should insist on the development of housing types which require no basement. Since detached single-family houses without basements are often minimally adequate, the town should encourage garden apartments and townhouses in such areas through open-space development or, if appropriately located in or near centers, consider encouragement of multi-family or non-residential development.

The maximum densities for garden apartments currently established in Brookhaven's Zoning Code are seven and eleven dwelling units per acre in



the MF1 and MF2 zones respectively. Examination of existing development at the higher density level suggests that future development should be held closer to the lower limit to assure both proper site planning and the preservation of adequate open space and natural features within the site.

Old Filed Maps

Although, with the exceptions noted above, the existing residential densities have generally been accepted in the plan, it is important to note that the town's present zoning map does not always reflect the actual density of existing development. In such cases, the plan map depicts the development pattern that has actually occurred. In no case has an increase in single-family density been recommended.

A special case in this regard is presented by the problem of the old filed maps. Some of these are not developed at all; some are partially developed, with many vacant lots scattered among those that are developed. In most cases, lot sizes are considerably below the zoned minimum. Whether developed or not, these particular subdivisions, with the exception of Sound Beach, are also characterized by rigidly rectilinear street patterns.

The problems of the old filed maps cannot be fully settled until Suffolk County's tax mapping program is completed for Brookhaven. When the town has a complete set of accurate maps in hand, it can determine ownership patterns. In partially developed areas like Sound Beach or Mastic-Shirley, where considerable building is occurring on substandard lots, it will be possible to determine the extent to which selective upgrading could be enforced.

As for old filed maps that are totally or largely undeveloped, the solution varies depending on whether they are in single or diffused ownership. Large areas in single ownership should present no serious problem since, largely, current zoning could be made to prevail. The Master Plan recommends that in all instances in which large scale ownership encompasses many lots and paper streets, the town "de-map" the paper street pattern. In areas with diffused property ownership or where the existing development is not sufficiently sparse to enable replatting to more modern standards, the town should consider using the powers made available to it under Article 15 of the General Municipal Law, which allows a municipality to re-assemble the prematurely subdivided land, and thereby to eliminate poorly or improperly designed street patterns and intersections, impractical street widths, and blocks and lots of irregular sizes and shapes or insufficient area, width, or depth.

Commercial Development Policies

Typical of the suburbs, the prevailing pattern of commercial development in Brookhaven consists of narrow strips along major highways, such as Route 25A, Route 347, Middle Country Road, Montauk Highway, and Route 112. An occasional industrial or wholesaling use is interspersed among the commercial uses. Here and there, the strips widen into shopping centers. Major retail-commercial concentrations occur in the three incorporated Villages of Patchogue, Port Jefferson and Lake Grove — whose Smithhaven Mall is the largest shopping center in Suffolk County.

The strip commercial pattern is both unattractive and wasteful. Uncontrolled curb cuts foster left turns, blocking traffic and inviting hazardous driving; individually-built businesses competing for attention create ugliness; and with businesses spread out along the highway, the customer cannot walk from one errand to the next, but must use his car, thereby wasting energy and increasing congestion.

In some instances, where commercially zoned land is undeveloped for a significant distance, a cutback may still be possible. Examples of this are Route 112 between Coram and Granny Road, and Route 25 east of Artist Lake. Generally, however, the vacant land in such strips must be considered as being committed to similar development in the future; in fact, even vacant land that is now residentially zoned may well have to be permitted to develop for commercial uses. An example of this is Route 112 south of the Long Island Expressway.

Many of the strip commercial areas are only 100 feet deep. Where strip commercial zoning must be allowed to continue, the town should consider increasing its depth, where necessary to achieve safer and more attractive development.

Brookhaven contains approximately 2,300 acres of vacant commercially zoned land. With a favorable economy and continued rapid growth in Suffolk County and Brookhaven Town, it is estimated that approximately 600-750 acres of this still vacant land will be developed for commercial uses by 1985. This means that the amount of commercially zoned land greatly exceeds the foreseeable demand. For this reason, in selected cases, the town might consider a change from commercial to planned unit development, office space or apartments. This should only be done where such development is appropriate and needed and where vacant land that has been

commercially zoned over a long period of time (1) cannot be so developed because it is not located on transportation routes; (2) should not be so developed if a rational land use pattern is desired; or (3) is located in an area where a surfeit of commercial facilities already exists and where the population growth potential is limited. It is believed that the theoretical reduction in land values resulting from this type of zoning change may be acceptable since the high commercial value may be spurious and the change may be to a more marketable use.

There is another type of vacant commercially zoned land that should be reconsidered. In many neighborhoods a vacant commercial parcel — often as small as a single lot — is surrounded by existing or potential homes. If allowed to develop, these small commercial parcels may undermine rational development of the neighborhood. As many of these as practical should be eliminated in the interest of achieving fully compatible development.

Paradoxically, despite the extensive still-vacant commercial acreage, the town will require additional commercial land. Much of the town is totally undeveloped; as new residential neighborhoods emerge there will be a need for convenience neighborhood shopping centers. Such neighborhood shopping should be achieved through selective rezoning at the time when the character of the residential neighborhoods becomes clearer. Two specific instances are discussed above: (1) through the rezoning for commercial use of a portion of a large scale open-space development; and (2) new commercial development as an integral part of the proposed new centers.

Commercial Recreation

To enable utilization of its extensive water frontage, the Town of Brookhaven has permitted the location of marinas and boat storage and repair yards along its shores. From place to place, as appropriate, it has created the opportunity for waterfront restaurants. As the town has no marine-recreation zoning classification, protection from inappropriate conversions has been achieved in many instances through restrictive covenants. The town should consider enacting a specific marine recreation zoning classification that would restrict commercial development to a type that is specifically appropriate to a waterfront location.

Expansion of water-related commercial recreation uses is particularly suit-

able in selected locations in the 100-year flood plain where the residential fabric will not be disturbed.

Two specific suggestions are made to illustrate appropriate locations for waterfront recreation: for a "boatel" type of facility on vacant land along the east side of Pattersquash Creek in Mastic Beach; and for a resort hotel on the east side of the Terrell River. Both locations have access to collector roads so that no disruption of residential neighborhoods is foreseen; both would add to the tax base of the respective school districts.

Brookhaven's expanding population is also generating a need for inland recreation. Several recent private proposals for the creation of such areas have been reviewed by the town. A separate inland commercial recreation zoning category might avoid the necessity of granting such uses a relatively wide-open commercial or industrial classification and relying on restrictive covenants for the future protection of the adjoining areas.

All commercial recreation implies an intensification of traffic; some of it also implies noise, lights, commotion, and other adverse impacts on surrounding areas. The locations for such uses must therefore be very carefully selected and the tracts of land involved must also be sufficiently large to permit adequate buffering from surrounding residential areas. Such designations would not be appropriate except in response to a carefully thought out application with proper safeguards. In one specific location — the triangular area bounded by William Floyd Parkway, CR 111, and Route 25 — it might be appropriate for the town to take the initiative in encouraging the development of a major sports facility. As Brookhaven and areas to the east develop, adequate population support may be generated for such a major sports facility in this highly accessible yet somewhat isolated location.

Offices

By and large, it is assumed that new offices will be located within commercial zones, in the new and expanded centers, and as part of the planned unit developments. The town should also continue its policy of actively seeking major new offices. Uses such as Allstate usually avoid pre-zoned land, choosing to pick their own sites. Such rezonings should be weighed carefully, to assure that the site is well-located and accessible, and that the use will not adversely affect neighboring properties. It is particularly advantageous for offices to locate in or near existing or proposed major centers.

Industrial Development Policies

Currently, 8,100 acres in the Town of Brookhaven are zoned for industry. Of these, about 5,800 are still vacant and another 600 are occupied by sand and gravel operations (not a permanent use). Given a healthy economic climate and a continuation of the town's present energetic and effective effort to attract commerce and industry, as many as 2,000 acres of this now-vacant industrially zoned land may be utilized over the next twenty-five years.

The development of 2,000 additional acres at the same intensity as, say, the new Iverson Cycle plant, would produce 40,000 new industrial jobs. Taking into account the service jobs generated by these primary jobs, this amount of industrial development would be sufficient to support a population of over 400,000 persons — approximately the entire population increment projected for Brookhaven under present zoning.

Although as many as 4,000 acres of land currently zoned for industrial uses are not expected to be absorbed over the next twenty-five years, it is not recommended that the zoning envelope be cut back to fit any preconception of "right" amount. The present mix of types of industrially zoned land offers industries a choice of sites, depending on their specific requirements.

In considering future zoning changes from residential to industrial, selectivity is important: questions must be asked regarding location, suitability, impact on surrounding uses, access, and so forth. Zoning changes should be largely limited to those designed to accommodate known users with an emphasis on large well-designed new industrial uses. Speculative changes should be generally denied in order to encourage the gradual development of land already zoned for industry. Also, future proposals should be carefully examined to assure that the overall pattern will strengthen the central transportation corridor of the county, as suggested in the Nassau-Suffolk Comprehensive Development Plan.

Based on such an assessment — of location, suitability, access, and so forth — some changes have been recommended to improve the present patterning of industrially zoned land in the town. Among these recommended changes are the following:

1. A slight increase in the industrially zoned land east of Brookhaven Airport (in the William Floyd school district). With this addition the

industrially zoned area will extend to the Sunrise Highway service road, so that a non-residential access road can be built to serve any future industries.

2. An eventual change to non-residential uses, primarily of a highway commercial or light industrial character, between Frowein Road and the railroad in the Moriches. This change is in recognition of the gradual encroachment of non-residential uses that has already occurred in this narrow strip along the railroad. Careful site planning will be needed in this location to avoid a "strip industrial" character with multiple curb cuts that would destroy the usefulness and efficiency of the bypass.

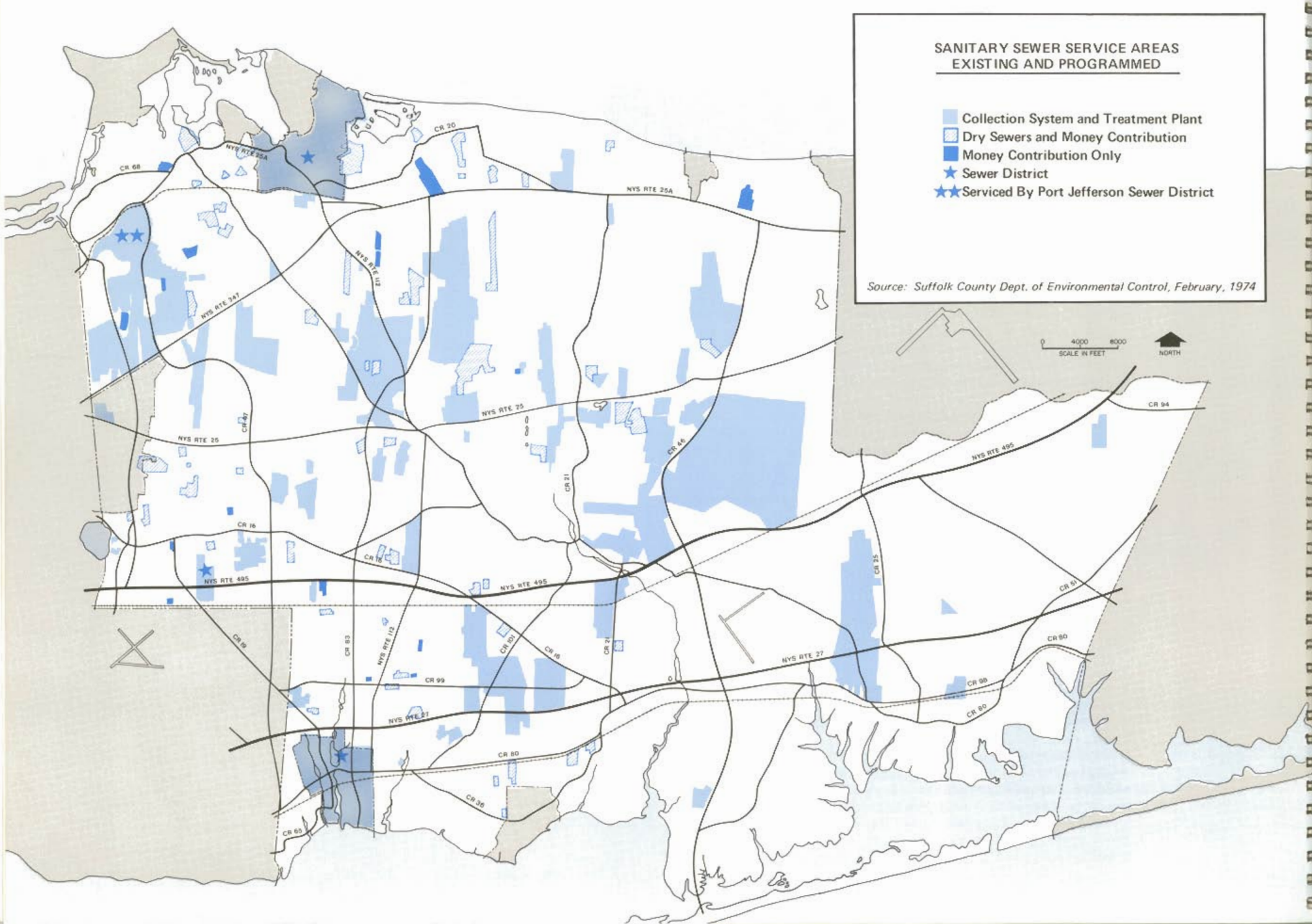
3. A decrease in the amount of industrially zoned land in the Coram-Gordon Heights area along the Ronkonkoma moraine, where an east-west greenbelt has been recommended to preserve the beauty of the area as well as aid the recharge of the aquifer.

4. Reclamation of all sand and gravel pits for their most appropriate use, which in most instances is for residential development or parks.

5. Consideration of a change to residential zoning of small, undeveloped industrially zoned parcels that are surrounded by existing or potential residential development in order to encourage fully compatible development. Any theoretical reduction in land values from such changes may be acceptable since, because of the abundance of industrially zoned land in the town, such changes may increase the marketability of these parcels.

6. A change to industrial zoning of small undeveloped residentially-zoned parcels surrounded by industrially-zoned land. These cannot reasonably be expected to be developed with homes, nor should they be.

Many of Brookhaven's industrial properties abut residential zones. As development of the town intensifies, the compatibility of industrial development with the surrounding residential areas must be assured. Industrial areas should be required to provide deep landscaped buffers and screening along all residential properties. This type of requirement is particularly realistic in Brookhaven inasmuch as most of the industrial tracts are large, many in single ownership, and the industrially-zoned land greatly exceeds that which

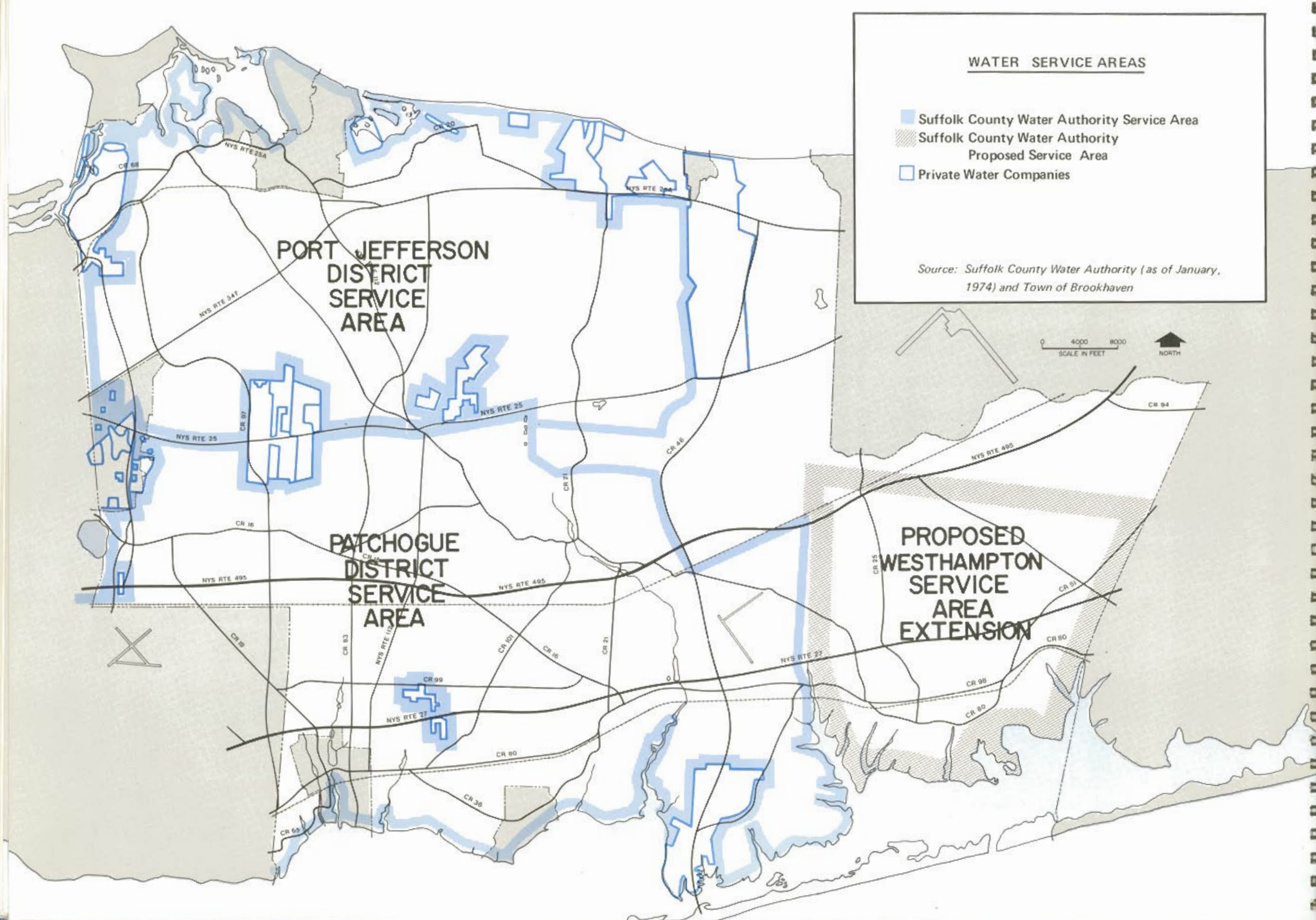

SANITARY SEWER SERVICE AREAS
EXISTING AND PROGRAMMED
Collection System and Treatment Plant
Dry Sewers and Money Contribution
Money Contribution Only
Sewer District
Serviced By Port Jefferson Sewer District
Source: Suffolk County Dept. of Environmental Control, February, 1974
0 4000 8000
SCALE IN FEET
NORTH
NYS RTE 25A
CR 68
CR 20
NYS RTE 347
NYS RTE 112
NYS RTE 25
CR 97
NYS RTE 25
CR 46
CR 21
CR 94
NYS RTE 495
CR 16
CR 18
NYS RTE 495
NYS RTE 495
CR 25
CR 51
CR 19
CR 83
NYS RTE 112
CR 101
CR 16
CR 24
NYS RTE 27
CR 80
CR 99
CR 98
NYS RTE 27
CR 80
CR 80
CR 36
CR 63

can be used in the foreseeable future. Present site plan review policies will require strengthening to assure such screening.

Certain provisions of the industrial zones should be revised to make them more realistic. It is not now possible, for example, to provide required yards and required parking and still build to the permitted coverage in the L-3 zone: on a three-acre parcel (the minimum permitted), the required yards alone account for more than one and one-half acres, yet zoning "permits" 50 percent coverage. Wide well-landscaped buffers are recommended where industry abuts residential properties, but full buffering should not be required if the adjacent property is also industrial.

While, at the present time, Brookhaven's industries pose no major threat to the quality of the air or water in the town, the effect of industrial uses is cumulative. All industrial development should be properly controlled through performance standards to minimize its eventual adverse impact on the environment. This applies with special force to air quality which now represents one of Brookhaven's principal assets.

In view of the importance of maintaining a balance between use and recharge of water to the preservation of the town's water quality, a selective acceptance of industries using large amounts of water may become important in the later stages of Brookhaven's development. At that time, it may be appropriate to distinguish between "dry" and "wet" industries and, among the latter, permit only those which are essential to satisfy local needs.


WATER SERVICE AREAS
Suffolk County Water Authority Service Area
Suffolk County Water Authority Proposed Service Area
Private Water Companies
Source: Suffolk County Water Authority (as of January, 1974) and Town of Brookhaven
0 4000 8000
SCALE IN FEET
NORTH
PORT JEFFERSON DISTRICT SERVICE AREA
PATCHOGUE DISTRICT SERVICE AREA
PROPOSED WESTHAMPTON SERVICE AREA EXTENSION
NYS RTE 25A
NYS RTE 347
NYS RTE 25
NYS RTE 495
NYS RTE 27
CR 68
CR 20
CR 97
CR 46
CR 71
CR 16
CR 19
CR 83
CR 101
CR 21
CR 99
CR 80
CR 36
CR 65
CR 25
CR 94
CR 51
CR 98

Institutions and Public Facilities

Town Offices

Town Hall in Patchogue is small and crowded. Many town offices which cannot fit into the single building are scattered in several locations — East Patchogue, Coram, Port Jefferson.

Despite the recent rejection by the voters of the proposed new town office center near the Ski Bowl along CR 83, the town requires improved facilities. As the population grows, and ultimately doubles, the need for larger facilities will increase.

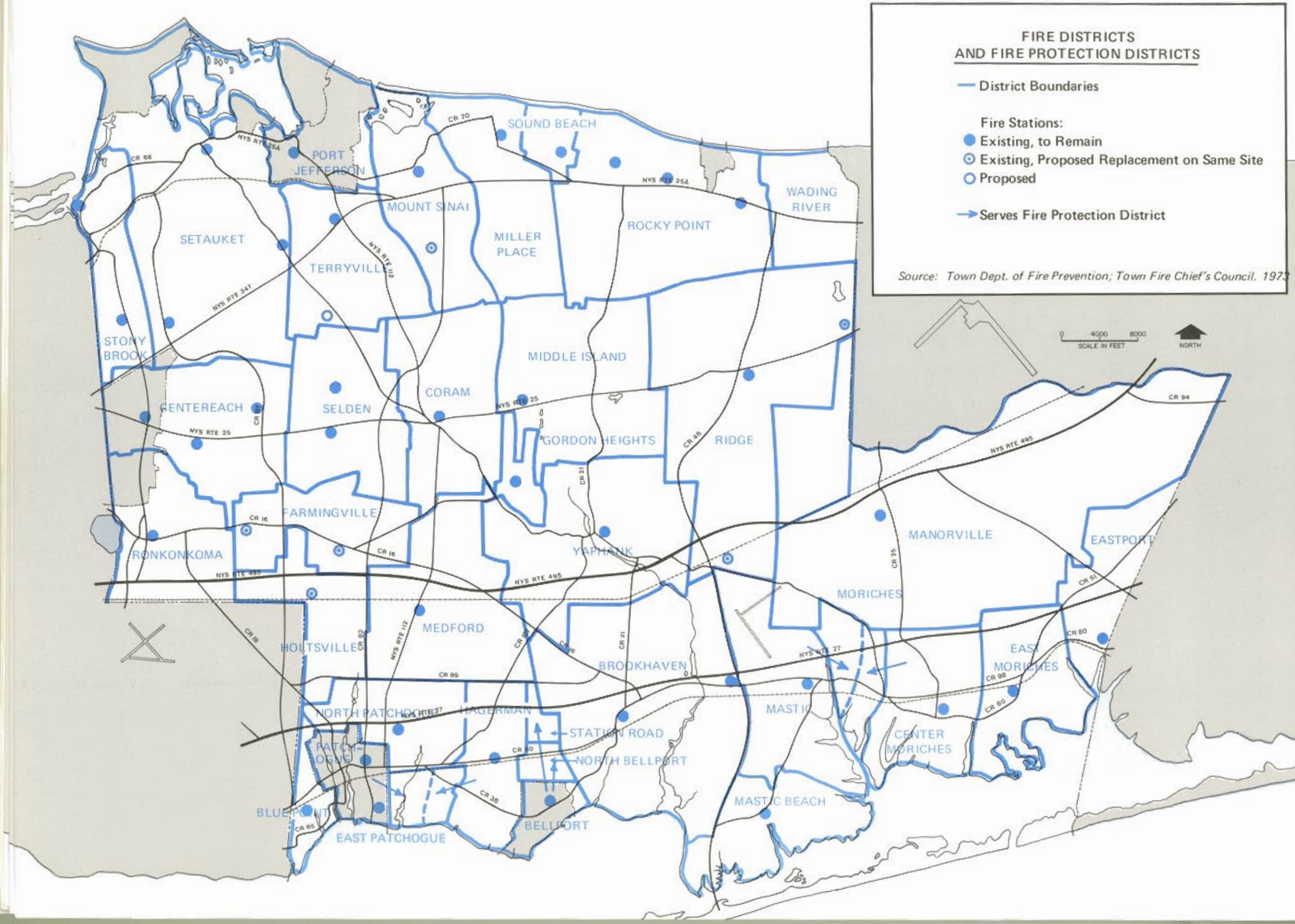
The 150-acre tract originally acquired for town facilities on CR 83 (along the proposed east-west greenbelt on the Ronkonkoma moraine) constitutes some of the most desirable and beautiful public land in Brookhaven, and could be turned into an unusually attractive setting for a town hall.

Schools and Libraries

New community facilities of all kinds will be needed as the town expands and eventually doubles in population. While specific sites are not suggested for these new facilities, certain principles should be observed.

As Brookhaven matures, it will probably repeat the kind of pattern that has occurred in Nassau County: a surge of population required large-scale building of new schools, but as population growth leveled off, the number of school children declined. Today, there are surplus schools in Nassau County that are only two decades old. Where such schools are located in the hearts of single-family neighborhoods, their conversion to other uses is extremely difficult. New schools built to accommodate rapid growth should be located so that, if necessary, they can be converted to other uses such as offices without bringing excessive traffic onto residential streets. Ideal locations would provide safe access for the children, yet not intrude too deeply into totally single-family areas. In general, locations on the edges of centers are desirable.

Library service in Brookhaven is organized on a school district basis. East of Port Jefferson, there is no library on the North Shore, and Center Moriches Free Library is the only one in the southeastern part of the town. The two proposed new centers are ideally located to serve the North Shore (the


FIRE DISTRICTS
AND FIRE PROTECTION DISTRICTS
District Boundaries
Fire Stations:
Existing, to Remain
Existing, Proposed Replacement on Same Site
Proposed
Serves Fire Protection District
Source: Town Dept. of Fire Prevention; Town Fire Chief's Council. 1973
0 4000 8000
SCALE IN FEET
NORTH
SOUND BEACH
PORT JEFFERSON
MOUNT SINAI
MILLER PLACE
ROCKY POINT
WADING RIVER
SETAUKET
TERRYVILLE
STONY BROOK
MIDDLE ISLAND
CORAM
CENTEREACH
SELDEN
GORDON HEIGHTS
RIDGE
FARMINGVILLE
RONKONKOMA
YAPHANK
MANORVILLE
EASTPORT
MORICHES
MEDFORD
HOLTSVILLE
BROOKHAVEN
EAST MORICHES
NORTH PATCHOGUE
HAGERMAN
MASTIC
STATION ROAD
CENTER MORICHES
PATCHOGUE
NORTH BELLPORT
MASTIC BEACH
BLUE POINT
BELLPORT
EAST PATCHOGUE
NYS RTE 25A
NYS RTE 347
NYS RTE 112
NYS RTE 25
NYS RTE 495
NYS RTE 27
CR 68
CR 20
CR 16
CR 19
CR 83
CR 99
CR 80
CR 36
CR 85
CR 21
CR 46
CR 25
CR 94
CR 51
CR 98

Rocky Point center) and eastern Brookhaven (the Manorville center) and libraries should become part of the fabric of these centers. If the service areas of the new libraries were to include all the unserved nearby school districts, a sufficient population base could be attained in time for their support and a wider range of books and other materials could be made available.

Fire Districts

As building takes place, it will be desirable that the town consult with individual fire districts on the timing of construction and siting of additional facilities, particularly in proper relation to highway access and high value real estate. The town should also assure that the road pattern will permit rapid response by fire companies to all parts of any new development which it approves. As major limited or controlled access roads are built, the town and the fire companies should consider possible readjustment of fire district lines to prevent the new roads from isolating some part of the district from the firehouse that is supposed to serve it.

Housing Quality

By and large the quality of housing in Brookhaven is excellent. There are, nevertheless, some areas of poor housing in the town. In 1970, the U.S. Census of Housing ceased reporting housing conditions. Two characteristics upon which it did report, namely, the lack of adequate plumbing facilities and overcrowding, indicate that these problems, while limited, exist in sufficient amounts to justify public concern: 1,000 units lacked adequate plumbing and 3,000 were overcrowded. It was not possible, however, from Census data alone, to establish, by specific locations, the extent of housing deficiencies in the town. Because of this, efforts were made during the course of field work to identify, in general terms, the location and extent of housing deficiencies insofar as they could be determined from outward appearances.

Statistical information regarding housing conditions is insufficient for the formulation of a specific program geared to meet specific needs. This becomes particularly evident when the available approaches to improving housing conditions are considered. If a family now lives in housing that fails to meet minimum standards, the family's housing conditions can be improved in either of two ways:

1. The house or apartment can be rehabilitated with the family remaining in residence; or

2. The family can be relocated to decent, safe and sanitary housing elsewhere.

It should be clear, however, that in the second case, unless the vacated unit is improved or eliminated, it would be reoccupied. Thus, while housing conditions for the ***family*** who lived in it would be improved, ***substandard conditions*** (which would eventually affect another family) would be perpetuated. In the case of overcrowded housing (where sometimes the house or apartment itself, while too small for the family, is in good condition) it is generally necessary to provide or locate housing that is large, but not costly. Generally people submit to overcrowded conditions because they cannot find decent adequate housing that they can afford.

The generally-accepted rule of thumb or standard for housing costs is that on the average, a low- or moderate-income family can afford to pay not more than 25 percent of its income for rent and utilities. In unincorporated Brookhaven, in 1970, about 2,000 rental households with incomes under

$5,000 paid more than 25 percent of their income for rent. In fact, all but about 150 of these paid more than 35 percent for rent. Among households with incomes from $5,000 to $10,000, about 1,800 paid more than 25 percent and about 700 of these, more than 35 percent.

North Bellport-Hagerman

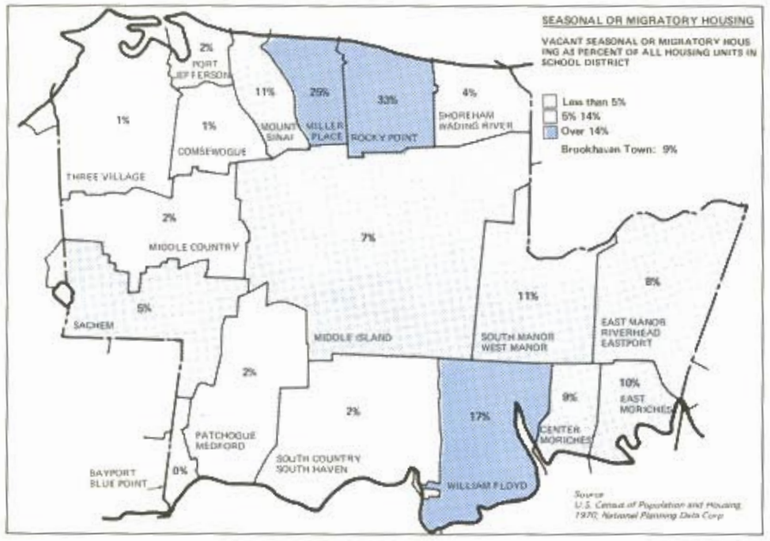
By far the largest and most severe concentration of housing problems is an area of over 300 acres in North Bellport-Hagerman. It has been intensively studied numerous times, and has been the target of several county health department code enforcement efforts over the years. These enforcement efforts were not sufficient to remove the problem for three reasons: (1) the geographic area involved is extensive; (2) the homes are small, many of marginally adequate construction; and (3) many of those living in these homes are low-income minority group members who thus have a double handicap in finding other housing or the resources to upgrade their units.

Despite efforts on the part of the county, the town, and interested local groups, the housing in North Bellport-Hagerman remains a problem. No all-out effort has yet been made to combine into a concentrated program such measures as rehabilitation of houses where this is economically feasible, removal of unsafe buildings, improvement of the appearance of the streets and sidewalks, provision of new housing at a cost they can afford for any who might otherwise be made homeless by such a program, efforts to increase homeownership, and so forth.

It is worth noting that the Town of Islip recently undertook such a program in two areas. One of these in particular, in Regis Park, appears to have been successful, transforming a neighborhood that was outwardly similar to North Bellport-Hagerman into an area of well-maintained homes and yards which, with a single exception, exhibits virtually no deterioration.

Since North Bellport-Hagerman is by no means uniformly deteriorated — many of its homes are well kept and many of its residents clearly take pride in their homes — this type of program may be similarly successful there.

Tools have changed since the time when the Regis Park program was launched. The specific federally-funded program used in that case no longer exists. The recently adopted Housing and Community Development Act of



1974 provides different techniques under which a totally coordinated housing and community development program can be formulated and implemented with substantial federal financial contributions. The plan recommends that use of this program be explored to formulate a multi-pronged approach, including suitable relocation housing for affected persons.

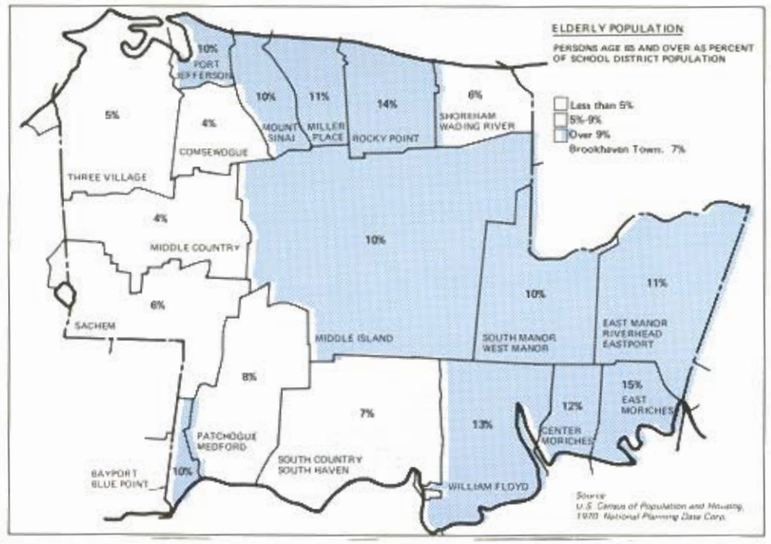
Other areas of housing problems in Brookhaven are either not as large or not as concentrated as North Bellport-Hagerman. In such areas, lesser measures could perhaps effect major improvements.

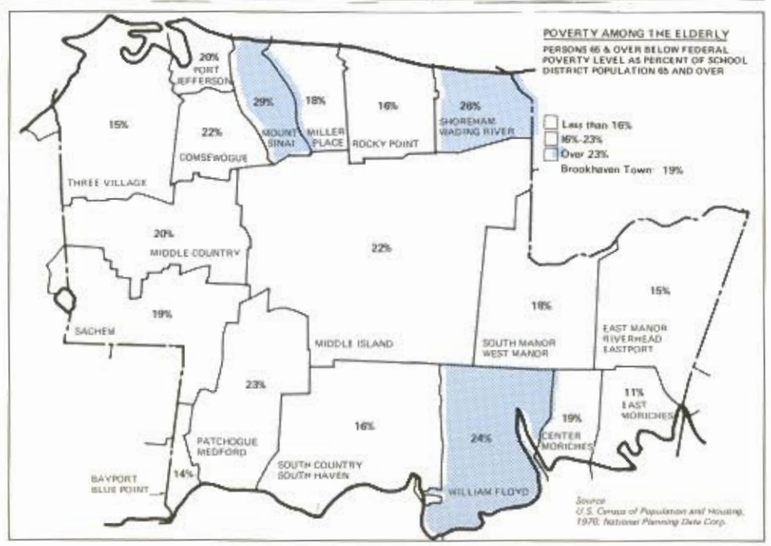
The Elderly

The most readily identifiable segment of the housing problem is the need for housing for the elderly. Brookhaven's Planned Retirement Community zone has successfully encouraged the construction of new housing specifically designed for retired or elderly persons, and has solved the housing problems of many of them. The high cost of these units, however, puts them out of reach of the less affluent.

Brookhaven has no housing specifically designed for the low-income elderly although, according to the 1970 Census, 3,387 elderly persons then living in the town had incomes of $2,217 or less. According to the federal definition, these persons were living in poverty. Many elderly persons appear to live in converted seasonal housing, also, many have indicated a desire for suitable garden apartments in the town.

The evidence regarding the need for housing specifically designed for elderly residents is sufficiently ample to justify the early initiation of a senior citizens housing program. A special study which will provide detailed information regarding the techniques which could be utilized to provide a well rounded senior citizen housing program has been authorized by the Town Board and will be completed in the spring of 1975.


ELDERLY POPULATION
PERSONS AGE 65 AND OVER AS PERCENT OF SCHOOL DISTRICT POPULATION
Less than 5%
5%-9%
Over 9%
Brookhaven Town: 7%
10%
PORT JEFFERSON
5%
4%
COMSEWOGUE
10%
MOUNT SINAI
11%
MILLER PLACE
14%
ROCKY POINT
6%
SHOREHAM WADING RIVER
THREE VILLAGE
4%
MIDDLE COUNTRY
10%
6%
SACHEM
MIDDLE ISLAND
10%
SOUTH MANOR WEST MANOR
11%
EAST MANOR RIVERHEAD EASTPORT
8%
7%
13%
12%
CENTER MORICHES
15%
EAST MORICHES
PATCHOGUE MEDFORD
SOUTH COUNTRY SOUTH HAVEN
BAYPORT BLUE POINT
10%
WILLIAM FLOYD
Source
U.S. Census of Population and Housing, 1970. National Planning Data Corp.


POVERTY AMONG THE ELDERLY
PERSONS 65 & OVER BELOW FEDERAL POVERTY LEVEL AS PERCENT OF SCHOOL DISTRICT POPULATION 65 AND OVER
Less than 16%
16%-23%
Over 23%
Brookhaven Town: 19%
20%
PORT JEFFERSON
15%
22%
COMSEWOGUE
29%
MOUNT SINAI
18%
MILLER PLACE
16%
ROCKY POINT
26%
SHOREHAM WADING RIVER
THREE VILLAGE
20%
MIDDLE COUNTRY
22%
19%
SACHEM
MIDDLE ISLAND
18%
SOUTH MANOR WEST MANOR
15%
EAST MANOR RIVERHEAD EASTPORT
23%
16%
24%
19%
CENTER MORICHES
11%
EAST MORICHES
PATCHOGUE MEDFORD
SOUTH COUNTRY SOUTH HAVEN
BAYPORT BLUE POINT
14%
WILLIAM FLOYD
Source
U.S. Census of Population and Housing, 1970. National Planning Data Corp.

Circulation

Corridors of relatively intensive development, which constitute one of the major conceptual elements of the Master Plan, are essential to the achievement of mass transportation and a consequent reduction of the town's present dependence on the energy-wasting automobile. The central transportation spine of Long Island is the corridor from Riverhead west to New York City, formed by the Long Island Expressway and the Long Island Railroad. The Nassau-Suffolk Comprehensive Development Plan urged the location of centers, industry, and higher density development along this corridor. The Master Plan supports this concept within Brookhaven.

It would be unrealistic, however, not to acknowledge that the automobile will remain the primary method of transportation for most Brookhaven residents. With this recognition, it becomes apparent that the most immediately urgent transportation proposal in the Master Plan is the safeguarding of a right-of-way for an extension of Route 347 eastward to join Route 25A at Shoreham. Such an extension is necessary for the orderly development of the area east of Port Jefferson and for the relief of Route 25A.

At the present moment, the proposed right-of-way for this Route 347 extension is virtually undeveloped. The situation may change momentarily however, in this rapidly developing portion of Brookhaven. Town officials, cognizant of the problem, are urging rapid action by the county and state.

It is also important that engineering design studies be undertaken immediately for the intersection of Route 347 (including the extension) with Route 25A and proposed County Route 111. Since each of the several possible solutions has different right-of-way requirements at the intersection, and each requires different types of improvements to Route 25A and CR 111 (between Route 112 and CR 83), a troublesome bottleneck may develop unless this design feature is at least tentatively agreed upon so that the right-of-way for the intersection can be preserved.

Other highway proposals are treated below, following the discussion of transportation centers, and of rail and bus transportation systems.

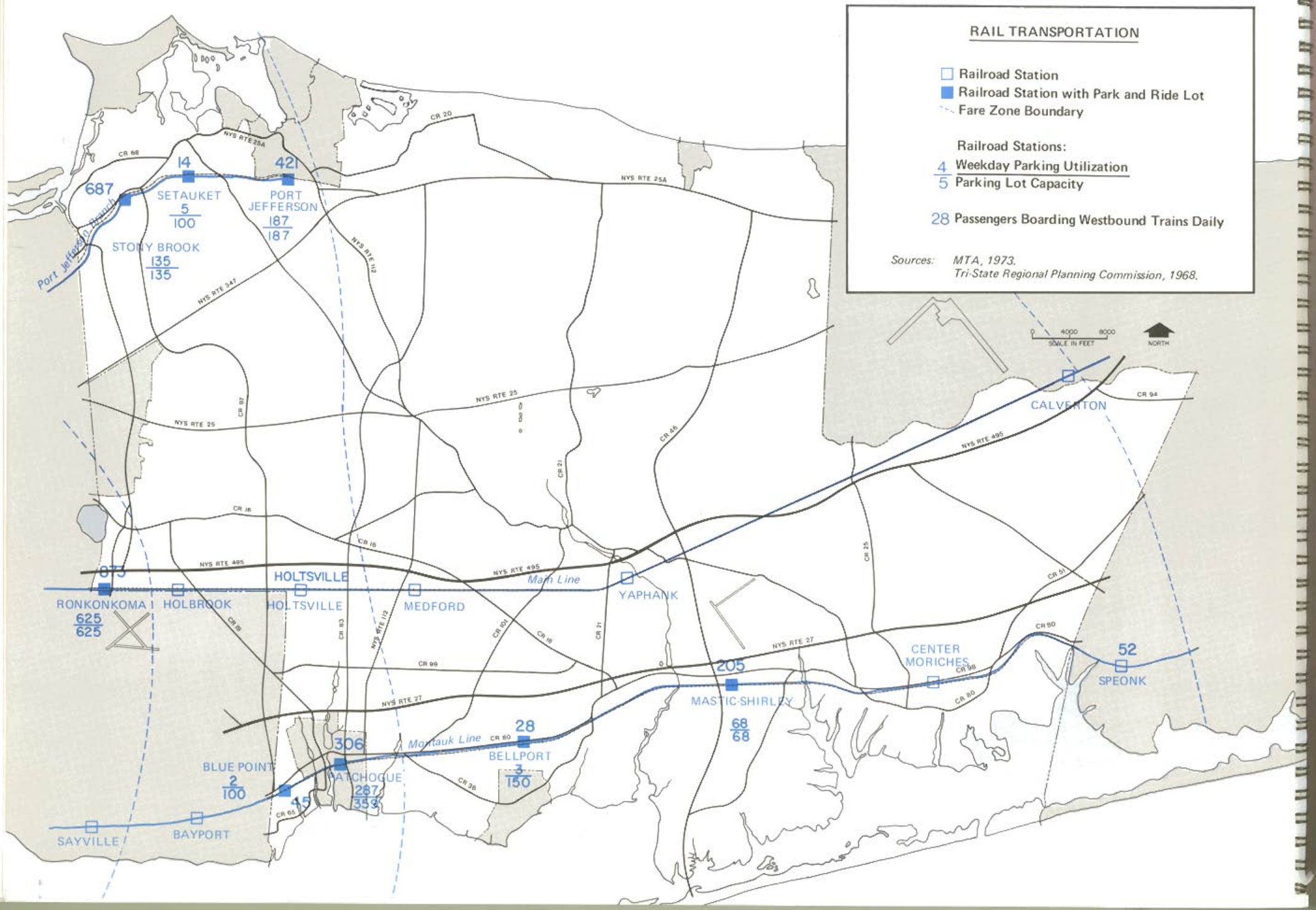
Transportation Centers

Two transportation centers are recommended along the central transportation corridor in Brookhaven, one in Ronkonkoma and one in Yaphank.

The Ronkonkoma center is needed today: access to MacArthur Airport from the Long Island Expressway is poor; commuter parking at the railroad station is inadequate; car-poolers need a highly accessible parking lot at which to join forces; and, given sufficient activity at Ronkonkoma, improved bus service can become feasible. Redevelopment of the Ronkonkoma station area is suggested in order to accomplish these purposes and, at the same time, create a center with viable commercial and office uses. This type of redevelopment would also have the advantage of improving the buffering around MacArthur Airport. As part of this improvement in the Ronkonkoma area, a new railroad bridge would be required so that Ronkonkoma Avenue and Hawkins Avenue could become paired one-way streets from the Long Island Expressway to Smithtown Avenue or to the airport.

In Yaphank, which shows promise of becoming one of the most rapidly developing areas in Suffolk County, the county offices will be expanded and a quarter horse race track is under construction; Brookhaven Airport is nearby. Proposals have been discussed for industrial parks, residential complexes, a hospital, a regional shopping center with two million square feet of leasable space, and commercial recreation. Even though not all of these proposals may come to fruition, the intensity of uses will encourage greater numbers of travelers, particularly commuters, to use rail and bus facilities. As development takes place a bus loop (discussed below) should be established to serve all of these uses as well as the Long Island Railroad. The station itself will of course need improvement, including commuter parking facilities. A carpool staging area may be feasible at the parking lot for the quarter horse race track, which will be underutilized during most of the day.

The existing highway system in Yaphank, although ample for current demands, will be severely inadequate if all the proposals will be realized. Even with improved rail service and a bus loop, there will still remain the peak traffic users of the race track and shopping center. To meet this demand, major improvements are needed. Direct access to the race track — shopping center is recommended, via "flyovers" crossing the Long Island Expressway and the William Floyd Parkway. Extra lanes will be needed on both of these highways in the vicinity of the complex, and the service roads on both sides of the Long Island Expressway should be completed from Sills Road to Weeks Avenue. This will also improve access to the industrially-zoned area east of Brookhaven airport. Other improvements in the Yaphank area are discussed below.


RAIL TRANSPORTATION
Railroad Station
Railroad Station with Park and Ride Lot
Fare Zone Boundary
Railroad Stations:
4 Weekday Parking Utilization
5 Parking Lot Capacity
28 Passengers Boarding Westbound Trains Daily
Sources: MTA, 1973.
Tri-State Regional Planning Commission, 1968.
0 4000 8000
SCALE IN FEET
NORTH
687
14
421
SETAUKET
5
100
PORT JEFFERSON
187
187
STONY BROOK
135
135
Port Jefferson Branch
CALVERTON
873
RONKONKOMA
625
625
HOLBROOK
HOLTSVILLE
HOLTSVILLE
MEDFORD
Main Line
YAPHANK
205
MASTIC-SHIRLEY
68
68
CENTER MORICHES
52
SPEONK
28
BELLPORT
3
150
306
PATCHOGUE
287
359
BLUE POINT
2
100
45
SAYVILLE
BAYPORT
Montauk Line
NYS RTE 25A
NYS RTE 347
NYS RTE 25
NYS RTE 495
NYS RTE 27
NYS RTE 112
CR 68
CR 20
CR 97
CR 46
CR 21
CR 16
CR 25
CR 94
CR 51
CR 80
CR 98
CR 99
CR 19
CR 83
CR 101
CR 36
CR 65

Rail Transportation

Long Island cannot avoid unbearable loads on its highways and the further wholesale construction of roadways and degradation of the environment unless rail service is not only continued, but vastly improved. The centers concept, when tied to rail transport and the rational location of industries along the railroad (given the assurance of reliable, competitive service) can provide a better quality of life and a more efficient transportation network. Freight and passenger rail service improvements should be encouraged.

Where user demand has been demonstrated, parking facilities at railroad stations should be enlarged. The relatively small cost of carrying out improvements of this type will help to eliminate the need for additional highway lanes.

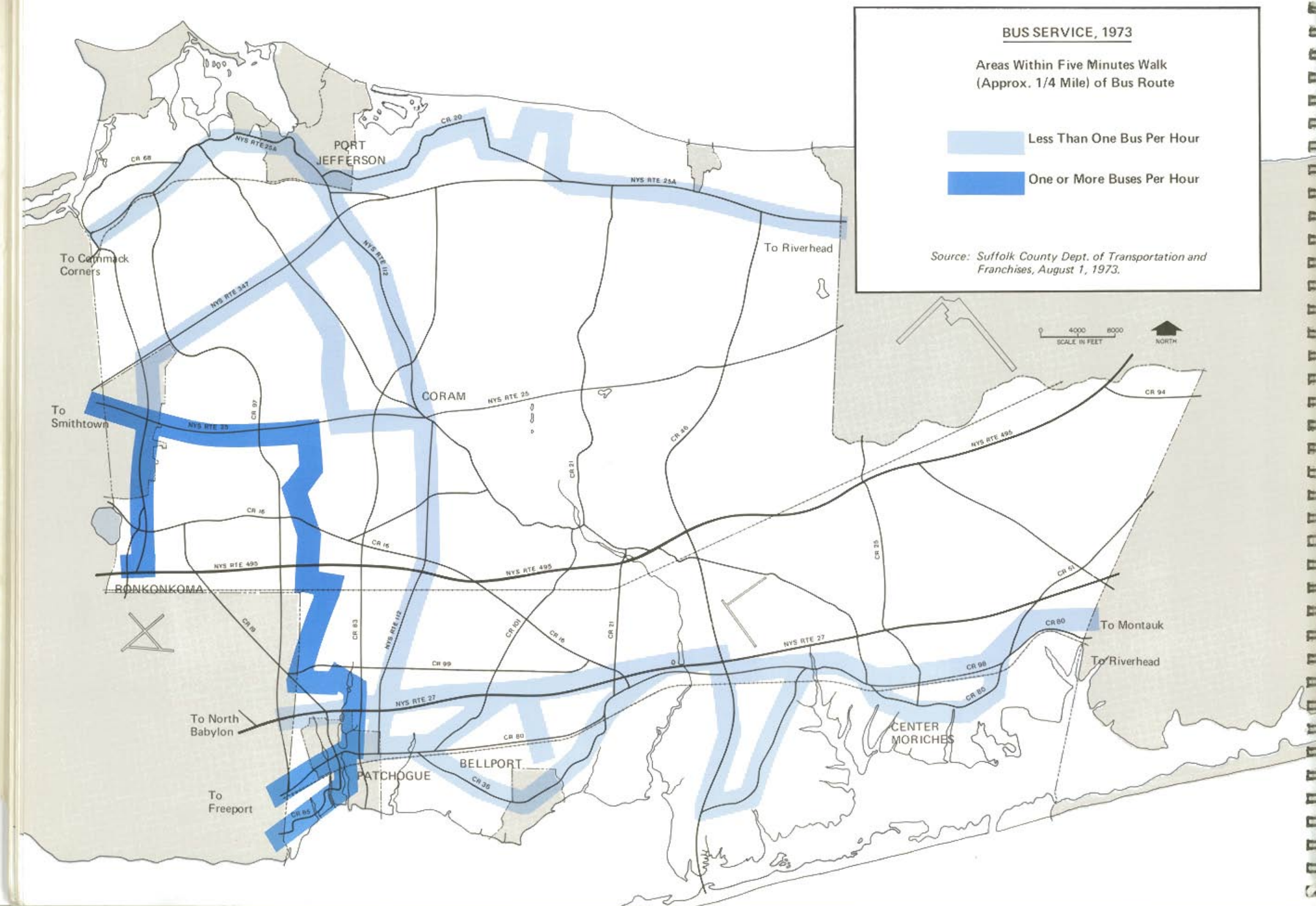
A study of five railroad stations undertaken by graduate students at the State University at Stony Brook, as an adjunct to the Master Plan studies, revealed commuter dissatisfaction with the size of parking areas provided at Port Jefferson, Stony Brook, Ronkonkoma, and Mastic-Shirley, with fewer complaints at Patchogue. Improvements are needed at all of these stations, with the exception of Patchogue.

Bus Transportation

As centers and corridors develop more fully in Brookhaven, improved bus service will become feasible. Generally speaking, there are three types of bus service.

The first is the traditional fixed route service connecting several major centers along a series of roads, with regular stops along the route. This is the type of bus service that the town now has (infrequently) along some of its major roads. If new homes, jobs and shopping will be sufficiently concentrated in corridors, the present infrequent bus service can be greatly augmented. Early augmentation should be possible along Route 347 as far east as Port Jefferson and including the State University; along Middle Country Road as far east as Coram and including the Community College; and along Montauk Highway as far east as Bellport.

The second form of bus service is a loop, typically using smaller buses and


BUS SERVICE, 1973
Areas Within Five Minutes Walk (Approx. 1/4 Mile) of Bus Route
Less Than One Bus Per Hour
One or More Buses Per Hour
Source: Suffolk County Dept. of Transportation and Franchises, August 1, 1973.
PORT JEFFERSON
CORAM
RONKONKOMA
PATCHOGUE
BELLPORT
CENTER MORICHES
To Commack Corners
To Smithtown
To North Babylon
To Freeport
To Riverhead
To Montauk
To Riverhead
NYS RTE 25A
NYS RTE 347
NYS RTE 112
NYS RTE 25
NYS RTE 495
NYS RTE 27
CR 68
CR 20
CR 97
CR 16
CR 19
CR 83
CR 99
CR 101
CR 21
CR 46
CR 25
CR 94
CR 51
CR 80
CR 98
CR 36
CR 85
0 4000 8000
SCALE IN FEET
NORTH

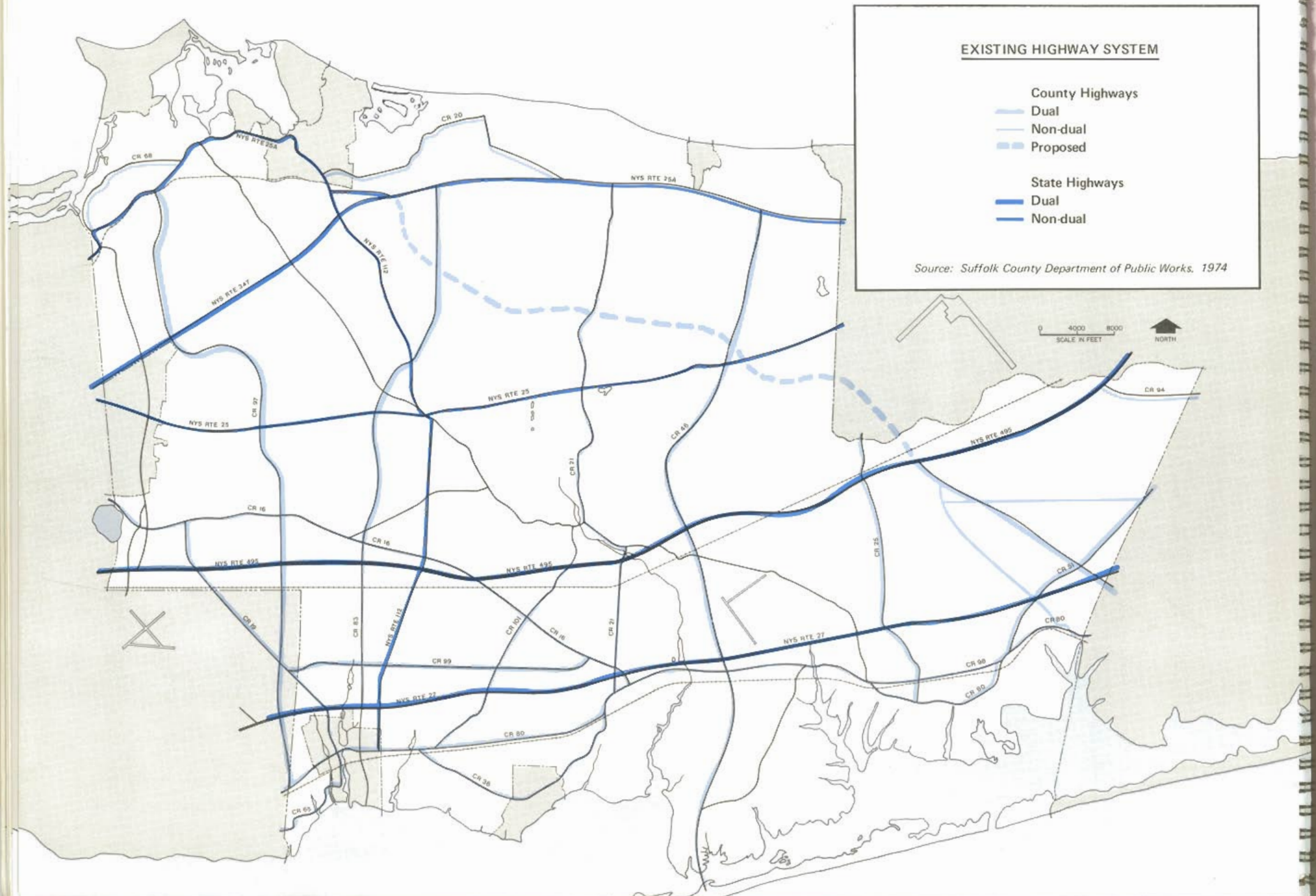
providing service at shorter intervals between a more limited number of locations. Such a loop might connect Ronkonkoma and its transportation center to Patchogue, with stops at the Internal Revenue Service building (a major employer), the new Holtsville park complex, and other major attractions in the corridor as they develop. In time, a bus loop will also be appropriate at Yaphank linking the railroad station, county offices, shopping center, industrial parks, hospital, and residential areas.

The third form of bus transportation, dial-a-bus, has been recommended by the Suffolk County Executive for the area generally west of Route 112; it may also be appropriate in Mastic-Shirley. Dial-a-bus is a new mass transit idea in which small buses (similar to the airport limousine service) are used without being confined to fixed schedules or routes. Those who want a ride call a dispatcher, stating their location and destination. The dispatcher informs the caller of a probable pick-up time, usually within about 15 minutes, and dispatches the appropriate bus. As the passenger is taken to his destination, the bus may pick up or discharge other passengers en route. Experimental dial-a-bus service has been used in a number of communities such as Haddonfield, New Jersey; Columbus, Ohio; Ann Arbor, Michigan; and Batavia, New York.

Highways

The town is fortunate in that most of its major highway linkages are in place. In fact, in eastern Brookhaven, the highway network has been largely laid out in advance of development, in accordance with good planning principles. However, some new roads are needed and improvements are needed for roads of all classes. Major intersection studies are required in three areas, so that the necessary right-of-way for the required improvements can be determined and safeguarded. These three areas are: Routes 347, 25A, and CR 111 (discussed above); Yaphank (also discussed above); and the intersection in Coram of Routes 25 and 112 (discussed below).

For many of Brookhaven's important land service roads — such as NYS 25A, NYS 25 and NYS 112 — "operational" improvements are suggested. These roads serve through traffic as well as providing access to abutting land uses — to the stores, offices, and homes facing on them — and also to the many local streets that intersect them.


EXISTING HIGHWAY SYSTEM
County Highways
Dual
Non-dual
Proposed
State Highways
Dual
Non-dual
Source: Suffolk County Department of Public Works, 1974
0 4000 8000
SCALE IN FEET
NORTH
NYS RTE 25A
CR 68
CR 20
NYS RTE 25A
NYS RTE 347
NYS RTE 112
NYS RTE 25
NYS RTE 25
CR 97
CR 21
CR 46
CR 94
NYS RTE 495
CR 16
CR 16
NYS RTE 495
NYS RTE 495
CR 75
CR 51
CR 19
CR 83
NYS RTE 112
CR 101
CR 16
CR 21
NYS RTE 27
CR 80
CR 99
CR 98
CR 80
NYS RTE 27
CR 80
CR 38
CR 65

The recommendation of "operational" improvements for this type of street is a recognition of the important functions of these streets as they now are. No suggestion is made that they be rebuilt as limited access arterials; rather, that studies be initiated, possibly under the TOPICS program, to solve specific problems such as difficulty in making a left-hand turn at a specific intersection, a dangerous pedestrian crossing, and so forth.

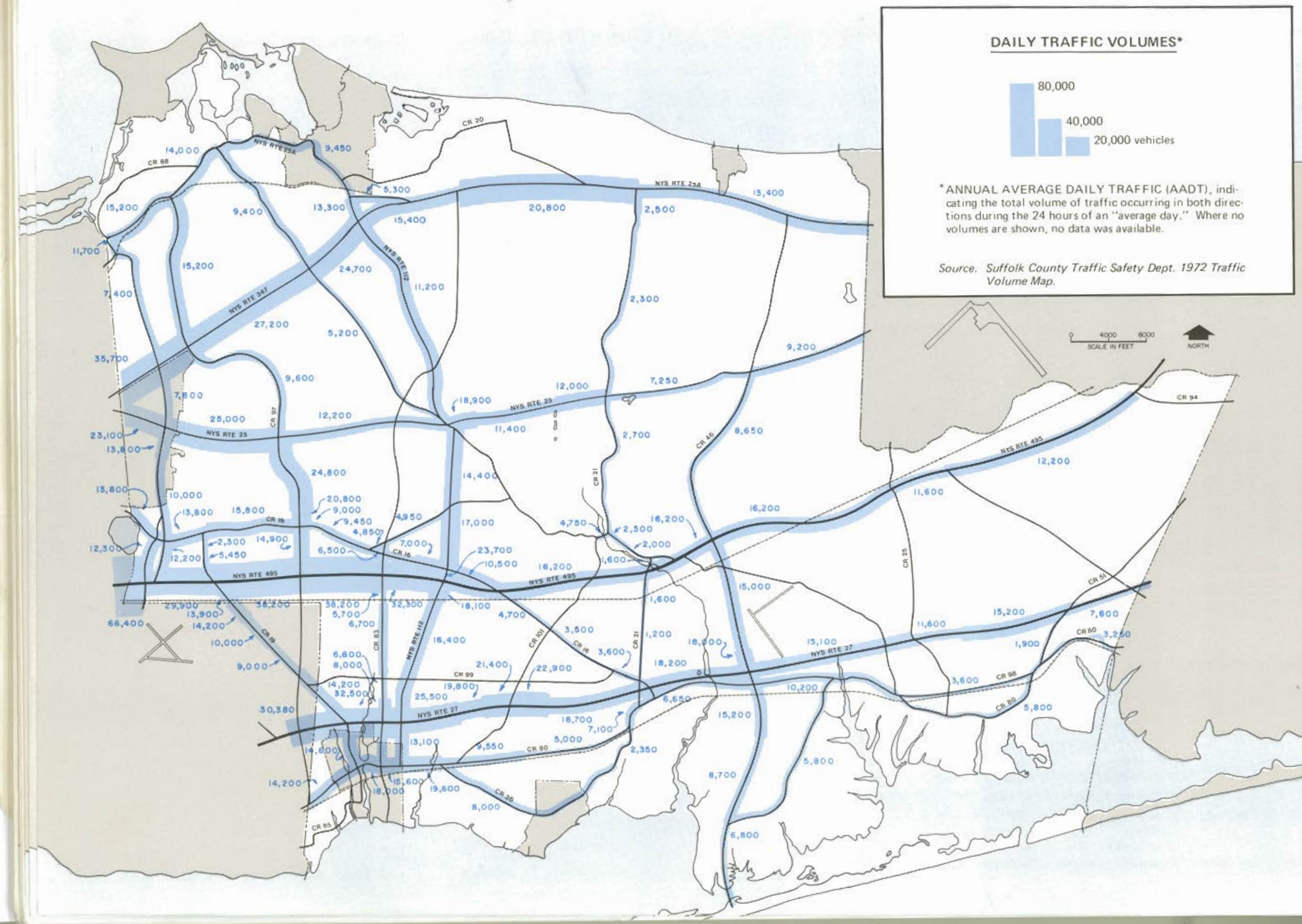
TOPICS is the acronym for a joint federal-state Traffic Operations Program to Increase the Capacity and Safety of streets and highways in built-up areas. Its objective is to improve the quality of traffic service on existing streets and highways with a minimum of time and cost. Studies are directed towards traffic engineering measures which can be implemented within the existing right-of-way, since TOPICS does not normally involve major new street or highway construction. (TOPICS funds the engineering studies; the actual implementation of the improvements is funded under the FAUS, or Federal Aid Urban System, program.)

Relevant types of traffic engineering improvements envisioned under the TOPICS Program include the channelization of intersections, widening of traffic lanes, provision of additional traffic lanes, installation of traffic control systems, traffic control signs and pavement markings, highway lighting, modifications associated with curb parking, improvements for pedestrian safety, and parking facilities to serve mass transportation passengers. This list is not complete — but it is clearly relevant to Brookhaven.

Expressways are limited access roadways, designed to carry large volumes of vehicles over long distances. They are median-divided and all intersections are grade-separated. All of the town's existing or proposed expressways are state highways or are proposed for state takeover.

NYS Route 495 — Long Island Expressway: No improvements planned, except in the Yaphank area, as discussed above.

NYS Route 27 — Sunrise Highway: Currently designed to expressway standards only east of Phyllis Drive near Patchogue. It should be improved to limited access expressway status west of Phyllis Drive; this project may be the next major New York State Department of Transportation undertaking in Suffolk County. Service road improvements are also needed, particularly to provide access from a relocated CR 25.


DAILY TRAFFIC VOLUMES*
80,000
40,000
20,000 vehicles
*ANNUAL AVERAGE DAILY TRAFFIC (AADT), indicating the total volume of traffic occurring in both directions during the 24 hours of an "average day." Where no volumes are shown, no data was available.
Source: Suffolk County Traffic Safety Dept. 1972 Traffic Volume Map.
0 4000 8000
SCALE IN FEET
NORTH
NYS RTE 25A
NYS RTE 347
NYS RTE 112
NYS RTE 25
NYS RTE 495
NYS RTE 27
CR 20
CR 68
CR 97
CR 16
CR 19
CR 83
CR 99
CR 101
CR 21
CR 46
CR 25
CR 94
CR 51
CR 80
CR 98
CR 36
CR 65

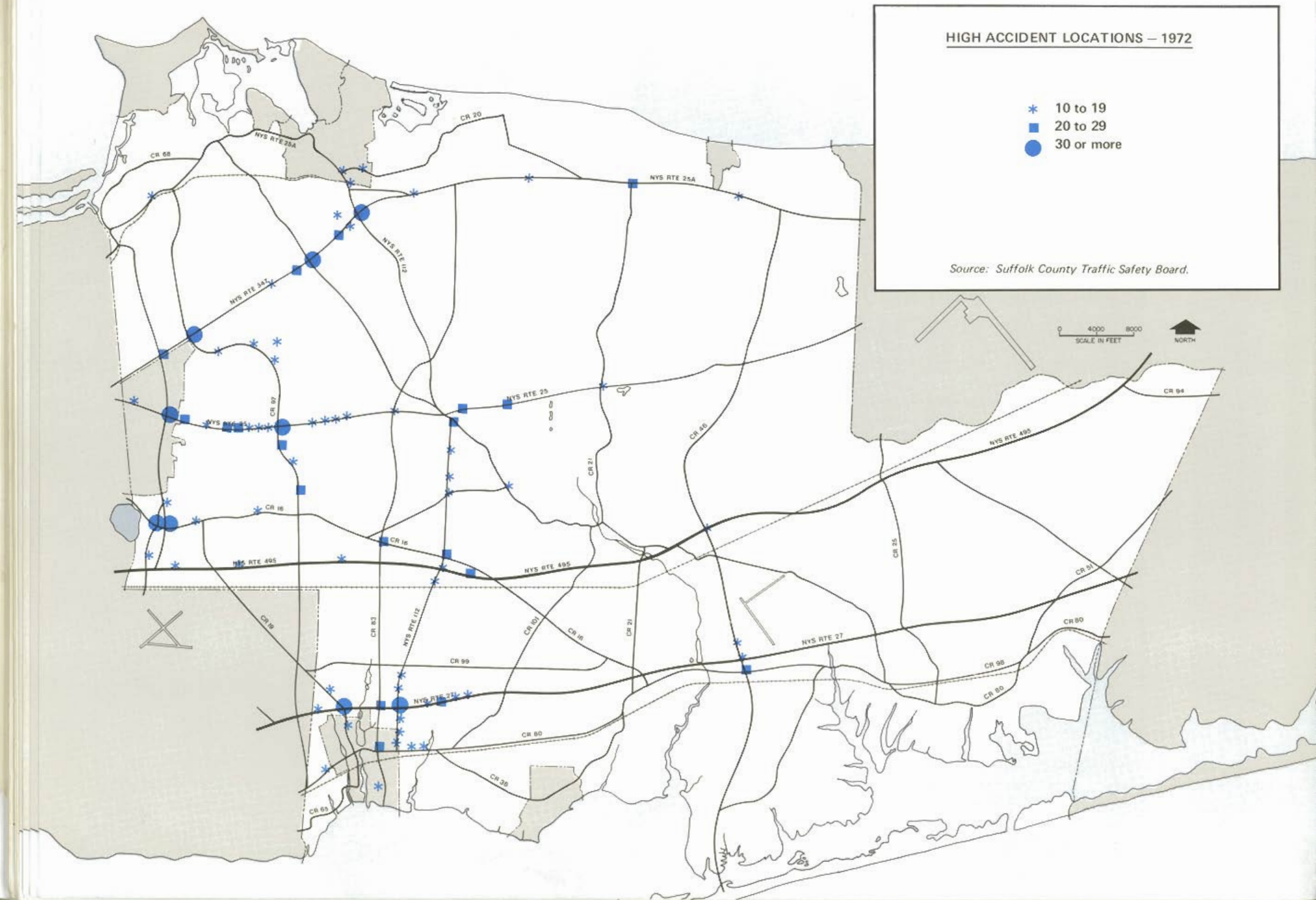
NYS Route 347 — Nesconset-Port Jefferson Highway: One of the most congested roads in Brookhaven. The state plan to widen Route 347 to a six lane limited access roadway, with grade-separated intersections and service roads on both sides to provide access to abutting uses, should be quickly implemented. These improvements should continue along the proposed extension of Route 347 as far east as CR 83. East of CR 83, the proposed extension could initially be built as a four-lane controlled access route but with sufficient right-of-way for eventual improvement to expressway standards if necessary.

CR 46 — William Floyd Parkway: Despite grade-separations at Middle Country Road, the Long Island Expressway, and Sunrise Highway, the William Floyd Parkway is not now an expressway. Abutting uses — presently few in number — generally have direct access, and, because it is an existing road, the county cannot deny such access. In order to provide access control, which will become increasingly important as the Yaphank area develops, the William Floyd Parkway should be transferred to the state. If and when high speed ferry service is established across Long Island Sound, the parkway should be extended north to the Sound in such a manner as to minimize disruption of the moraine and wetlands. For this reason, a ferry terminal and associated facilities should be as modest as possible.

Major Arterials are controlled access roads, generally grade-separated at intersections with other major roads and with a limited number of at-grade intersections, some signalized. These roads are designed to carry large volumes of traffic between the expressways and the lower level service roads, as well as between major centers within or outside the boundaries of the town. In Brookhaven, the major arterials are all county roads, with the exception of the proposed Route 347 extension, discussed above.

CR 97 — Nicolls Road: Recently completed, with grade separations at its intersections with the Long Island Expressway, Horseblock Road, and Patchogue-Yaphank Road. The state will build a grade-separated interchange at Sunrise Highway, as part of its improvement to the latter road.

CR 83 — Patchogue- Mt. Sinai Road: Completed as far south as Horseblock Road, this road has provided badly needed relief to Route 112. The county has already purchased the right-of-way to extend the improvements south to Sunrise Highway. The intersection at Bicycle Path will probably eventually

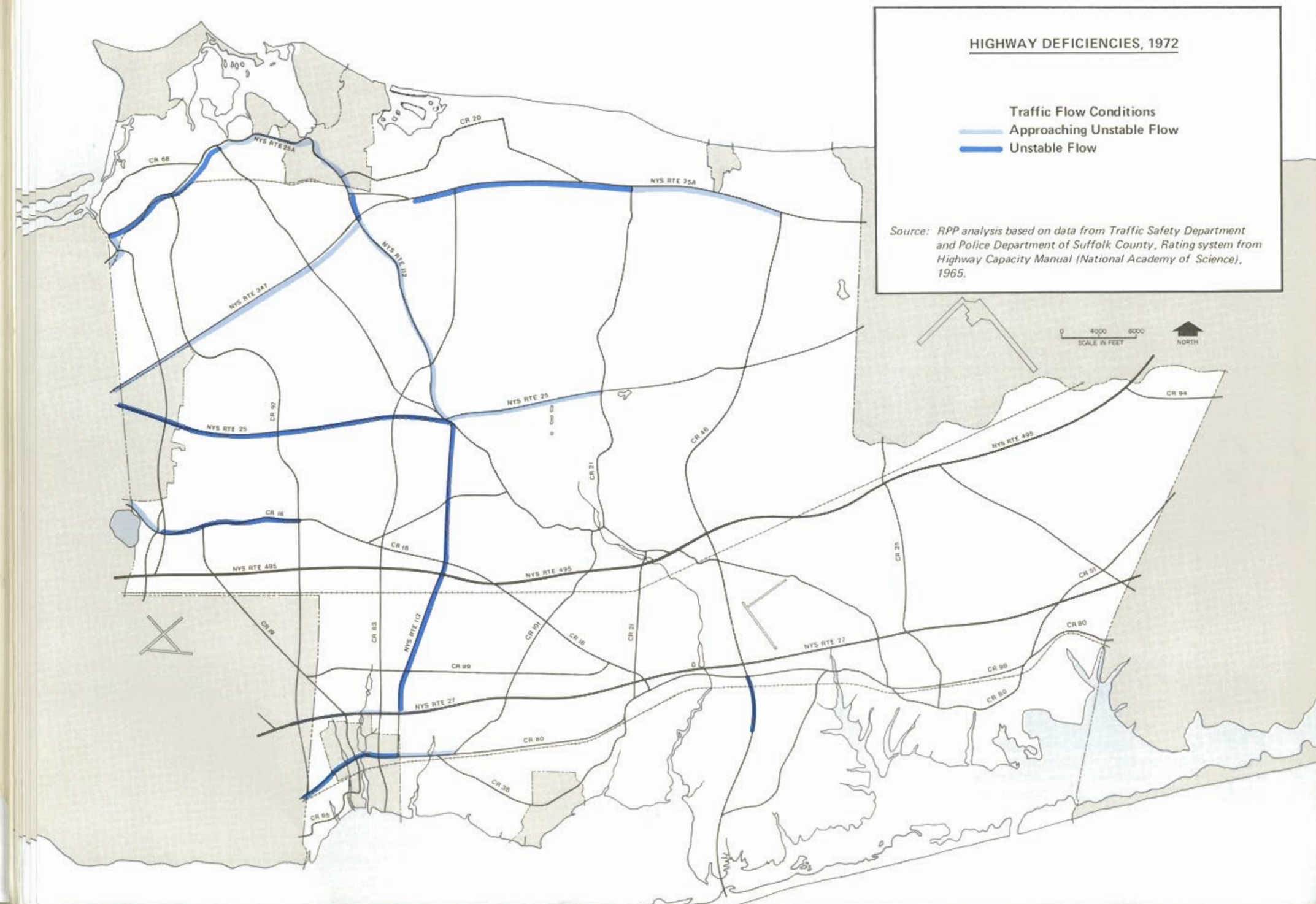

HIGH ACCIDENT LOCATIONS – 1972
10 to 19
20 to 29
30 or more
Source: Suffolk County Traffic Safety Board.
0 4000 8000
SCALE IN FEET
NORTH
NYS RTE 25A
CR 20
CR 68
NYS RTE 112
NYS RTE 347
NYS RTE 25
CR 97
CR 46
CR 21
CR 94
NYS RTE 495
CR 16
CR 25
CR 91
CR 19
CR 83
CR 101
CR 99
NYS RTE 27
CR 98
CR 80
CR 38
CR 65

need to be completed, if new town offices are located there and the sand and gravel pits next to the Ski Bowl are reclaimed — partially for multi-family use, as proposed in the plan.

CR 101 - Sills Road: An improvement to major arterial status (partially along a new right-of-way) is needed to serve north-south traffic midway between CR 83 and the William Floyd Parkway. The southernmost portion of the road should be realigned to meet Montauk Highway at a right angle considerably east of the present intersection. This would not only improve the north-south functioning of the road, but would also make it easier to get to Brookhaven Memorial Hospital from the east. The portion of Sills Road between Sunrise Highway and the Long Island Expressway is presently being improved to provide for controlled access. If possible, to eliminate the "kink" in CR 101 as it crosses the Long Island Expressway, a new more westerly bridge and interchange should be built crossing the Expressway at a right angle. Sills Road should be improved to Route 25A, along a new right-of-way where necessary. The town has been foresightedly using "281" clustering to preserve a possible right-of-way through future developments in this area.

CR 111 - Port Jefferson-Westhampton Road: Only the easternmost portion is complete, from the Long Island Expressway to Sunrise Highway. The county owns the right-of-way for the balance and the road is currently in the design stage. The westernmost portions of the road, however, west of the intersection with CR 83, should be designed as part of a major intersection study. Many of the possible design solutions to the five-way intersection of CR 111, Route 112, and Route 347 (including the extension) involve different treatments of CR 111. (One possible solution places the north-west terminus of the road at CR 83, with the rest of the county-owned right-of-way, from CR 83 to Route 347, used, say, for a bikeway.)

Arterials are major internal circulation roads with no access control. Many of the arterials are strategically located and carry heavy volumes of traffic. Improvements proposed for these roads are generally in the nature of improved signalization, channelization, and minor widenings and realignments. In most cases, analyses of a more detailed type than are possible in a master plan program are necessary before specific improvements can be proposed. The state-owned right-of-way on Route 25A west of Port Jefferson should be utilized to construct a two-lane road with as few intersections as is reason-


HIGHWAY DEFICIENCIES, 1972
Traffic Flow Conditions
Approaching Unstable Flow
Unstable Flow
Source: RPP analysis based on data from Traffic Safety Department and Police Department of Suffolk County. Rating system from Highway Capacity Manual (National Academy of Science), 1965.
0 4000 8000
SCALE IN FEET
NORTH
NYS RTE 25A
CR 68
CR 20
NYS RTE 25A
NYS RTE 112
NYS RTE 347
NYS RTE 25
CR 97
NYS RTE 25
CR 46
CR 21
CR 94
NYS RTE 495
CR 16
CR 16
NYS RTE 495
NYS RTE 495
CR 35
CR 51
CR 19
CR 83
NYS RTE 112
CR 101
CR 16
CR 31
NYS RTE 27
CR 80
CR 99
CR 98
CR 80
NYS RTE 27
CR 80
CR 38
CR 65

ably possible. This would improve local circulation and reduce the number of vehicles on the narrow winding and scenic portions of the road in Stony Brook and Port Jefferson. East of Route 112, the road may need widening and improvement to major arterial status. This improvement may be needed from Route 112 to CR 111 or even as far east as CR 83, depending on the specific solution chosen for the Route 347-Route 25A-CR 111 intersection.

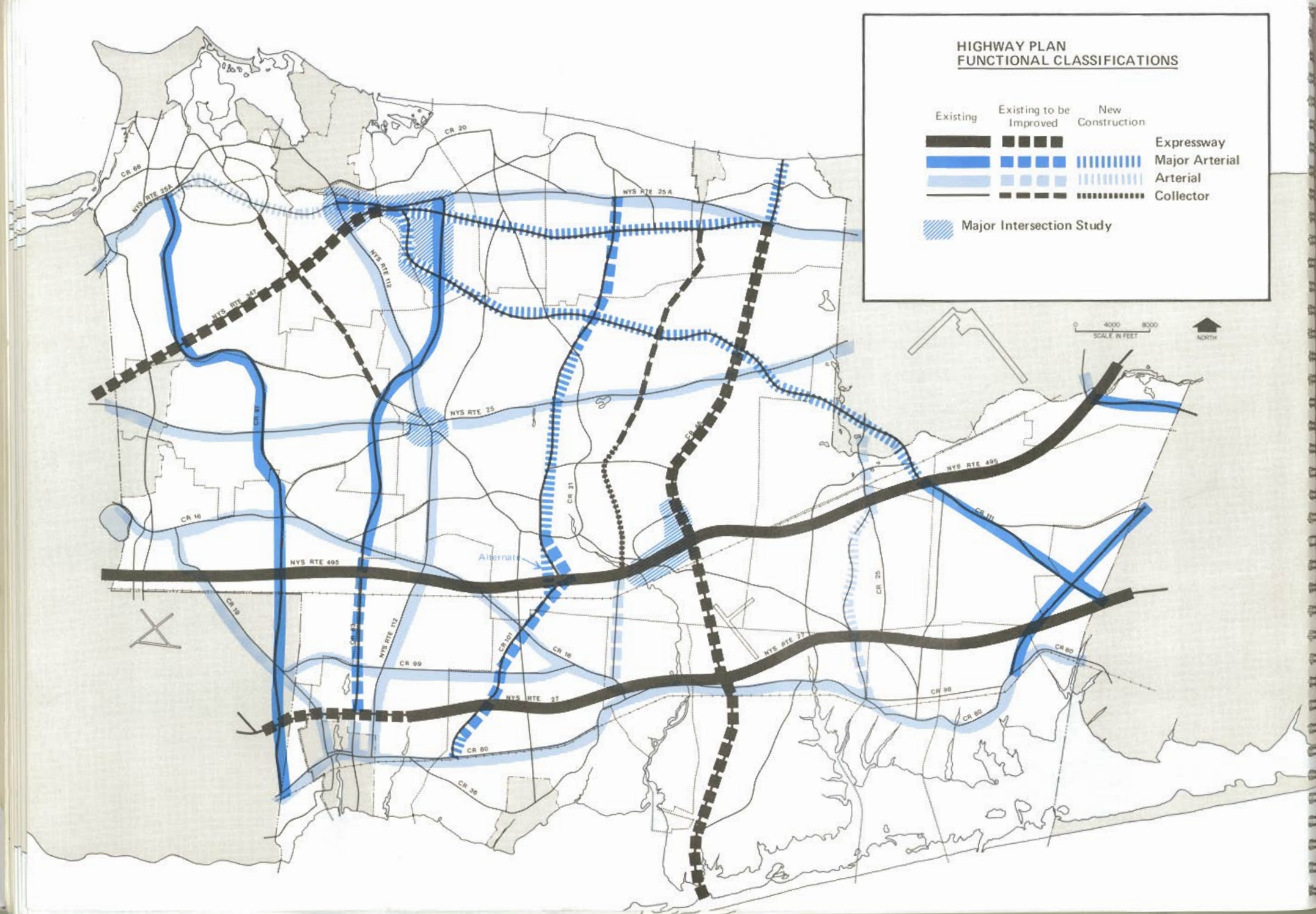
NYS Route 25 — Middle Country Road: Traffic operation improvements are necessary along the entire length of Route 25, including realignment in Coram along a right-of-way already owned by the state. The plan recommends that the intersection of Route 25 and Route 112 in Coram remain at grade.

NYS Route 112 — Port Jefferson-Patchogue Road: A minor westerly realignment is recommended in Coram, to improve the intersection with Route 25; a new right-of-way will be required. Operational improvements and widenings are also needed along this road.

CR 21 — Yaphank Avenue: A widening to four lanes is recommended from Horseblock Road to the Long Island Expressway, to provide better access to the county offices. North of the expressway, in order to serve the rapidly growing Yaphank residential community, Yaphank Avenue should be continued as a two-lane road along a new right-of-way to join an improved Hollow Road.

CR 16 — Horseblock Road: Access to the county offices (in addition to Yaphank Road and a possible Sills Road access) should come from Horseblock Road, as an extension of Woodside Avenue.

CR 25 — Relocated: South of the Long Island Expressway, this road should be realigned to the west to connect to the north-south road proposed for the Pine Hills community. Such a realignment would facilitate construction of a north-south four-lane arterial south of the Long Island Expressway, joining Moriches-Middle Island Road just north of Sunrise Highway and avoiding the historic area on South Street. Because there is no interchange with the highway at this point, service roads for Sunrise Highway should be built from Weeks Avenue to Chichester Road.


HIGHWAY PLAN
FUNCTIONAL CLASSIFICATIONS
Existing
Existing to be Improved
New Construction
Expressway
Major Arterial
Arterial
Collector
Major Intersection Study
0 4000 8000
SCALE IN FEET
NORTH
NYS RTE 25A
NYS RTE 347
NYS RTE 112
NYS RTE 25
NYS RTE 495
NYS RTE 27
CR 20
CR 66
CR 97
CR 16
CR 19
CR 99
CR 101
CR 21
CR 25
CR 111
CR 80
CR 98
CR 36
Alternate

Collectors are intended to move relatively low volumes of traffic from local streets to more important streets and highways, although some actually carry fairly heavy volumes a considerable distance. Collectors also provide direct access to adjacent lands. In some cases, minor improvements may be necessary.

Old Town Road: Because of the relatively important nature of this road, extending from Setauket to Coram, it should be incorporated in the county system, with improvements to increase safety.

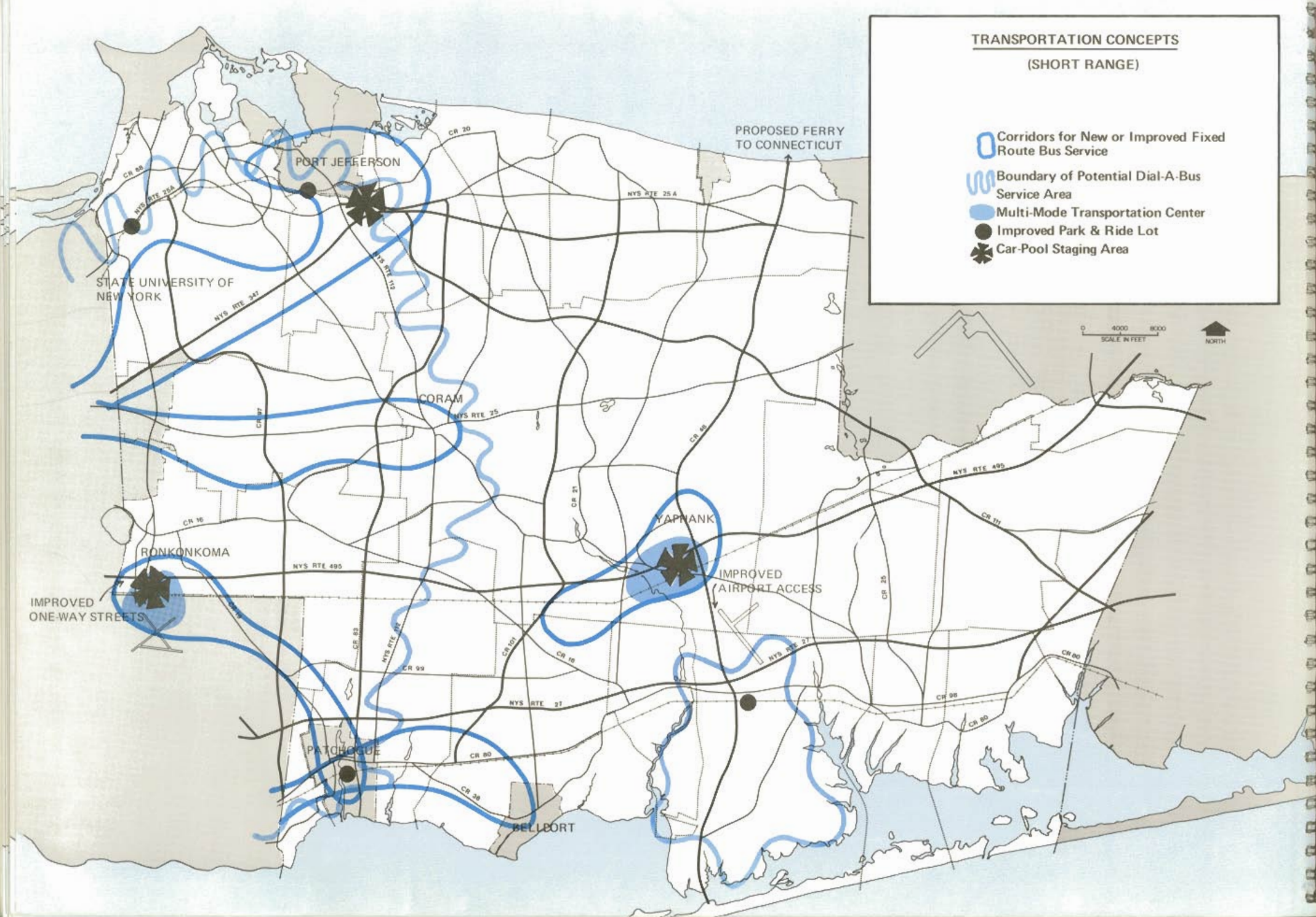
Granny Road: Serving, as it does, a rapidly growing part of Brookhaven, Granny Road should also be incorporated into the county system. Widening is needed as far east as its intersection with the proposed CR 101. Despite the proposed county take-over, however, this road should remain residential, buffered where possible by the proposed east-west greenbelt.

Longwood Road: As the only east-west road between Route 25 and the Long Island Expressway in the Yaphank area, Longwood Road will inevitably carry greatly increased traffic within the next few years, and should be improved from the proposed CR 101 to the William Floyd Parkway. Some new right-of-way will be required to improve the alignment and extend the road westward to meet CR 101. Despite the recommended improvement, however, no intensification of land uses should be permitted, other than those already planned at the intersection with the William Floyd Parkway.

CR 99 – Hot Water Street: As it will be a primary access to the proposed community college campus in Southampton, this two-lane road needs improvement. It does not appear that a grade-separated interchange at CR 111 is necessary.

Airports

While the area impacted by the noise of the airplanes at MacArthur Airport is, in general, built-up, a different situation prevails at Grumman-Calverton and at the Brookhaven Airport. The town has been extremely foresighted in acquiring protective land and in zoning so as to assure that the planned moderate expansion of Brookhaven Airport will not adversely impact residential areas. However, there still remains an area west of William Floyd Parkway, between the southwesterly portion of the airport and the Carmans


TRANSPORTATION CONCEPTS
(SHORT RANGE)
Corridors for New or Improved Fixed Route Bus Service
Boundary of Potential Dial-A-Bus Service Area
Multi-Mode Transportation Center
Improved Park & Ride Lot
Car-Pool Staging Area
PROPOSED FERRY TO CONNECTICUT
PORT JEFFERSON
STATE UNIVERSITY OF NEW YORK
CORAM
RONKONKOMA
IMPROVED ONE-WAY STREETS
YAPHANK
IMPROVED AIRPORT ACCESS
PATCHOGUE
BELLPORT
NYS RTE 25A
NYS RTE 347
NYS RTE 25
NYS RTE 495
NYS RTE 27
CR 20
CR 88
CR 16
CR 99
CR 80
CR 38
CR 111
CR 98
CR 25
CR 48
CR 21
CR 101
CR 83
0 4000 8000
SCALE IN FEET
NORTH

River, in which the town should consider acquiring the vacant land to prevent further home construction. It is also recommended that the town obtain a first option on the few houses already located in this area and purchase them when the present owners wish to sell.

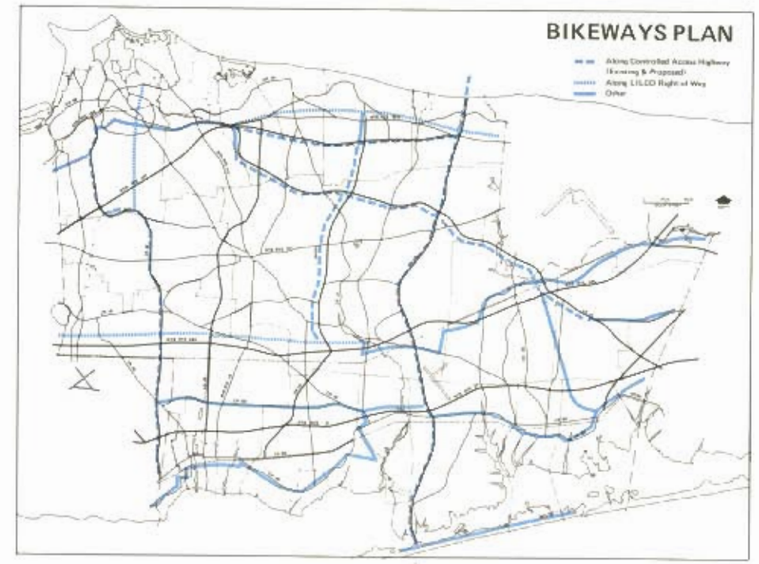
Access to Brookhaven Airport should be directly from William Floyd Parkway, rather than through residential areas, as at present.

The federal government has provided safety and noise control by acquiring a large buffer zone to protect the Calverton Airport. This federally-owned land is augmented by Suffolk County's Peconic River holdings and by the Brookhaven National Laboratory. However, a small number of single-family homes, located north of the Long Island Expressway, are virtually within the area most impacted by the take-offs and landings. It is suggested that these lands be acquired by the federal government to protect the airport fully, and that the existing homes be moved to a quieter area.

In the areas nearest the flight paths and noise-impacted zones, the buffer should be increased through farm acquisition and open-space zoning, with homes as far away as possible. No new high density residential development should be permitted adjacent to the federally-owned buffer zone.

Bikeways

Bicycles provide transportation and recreation. Those who use their bicycles for transportation are probably best served by bikeways along major highways. For these, bikeways are recommended along all new county limited access highways, along Nicolls Road and along the William Floyd Parkway, as well as along the rights-of-way of the Long Island Lighting Company. For recreation cyclists, a more scenic bikeway route is suggested adjacent to the Peconic River Park. Other bikeways are suggested as well so as to form an extensive network throughout the town. Clearly, not all can be built immediately but, as segments are built and town officials can evaluate their use, informed judgments can be made as to the need for and extent of a formal bikeways system.



EXPLANATION OF LEGEND ON LAND USE PLAN

The map of the Land Use Plan is at the end of this volume. Together with the text, it forms the Master Plan. The Land Use Plan map shows recommended land uses for all vacant land in the town, but, by and large, in areas that are already fully or partially developed, it shows development as it has already occurred, even where such development does not precisely match existing zoning. In western Brookhaven, which is largely built up, the land use proposals are thus specifically related to certain locations where there are sizeable areas of vacant land — usually not less than 50 acres. This does not mean, however, that planning was done on a parcel-by-parcel basis. It can readily be seen that the map is generalized (as indeed it must be, since it is at a scale where one inch on the map equals a mile on the ground). In eastern Brookhaven, the planning was more conceptual because of the many thousands of acres of vacant land.

Rural Density Residential: Overall net densities of less than one and one-half homes per acre. Corresponds to existing A1 and A Residential Districts in the zoning ordinance and also includes proposed lower densities — as low as one home to each two acres.

Low Density Residential: Overall net densities of about two to three homes per acre, corresponding generally to present B1 and B Residential Districts.

Medium Density Residential: Overall net density of more than three homes per acre, corresponding generally to C and D Residential Districts, but excluding areas developed with, or zoned for townhouses or multi-family structures.

Major Parks and Open Space: Includes major existing parks (town, county, state and federal), proposed parks (including specifically expected dedications through open space development), golf courses, major wetlands and stream valleys proposed for conservation, Long Island Lighting Company rights-of-way proposed for bikeways or other recreational use, and so forth..

Agriculture: Includes major farms almost entirely on Class I and II soils which are specifically recommended for preservation.

Office: Major existing and proposed office areas, corresponding to the J-4 District but also including IRS in Holtsville. Individual small office parcels are included in the "General Commercial" category.

General Commercial: Corresponds to all the "J" districts under present zoning, except for major office building (J-4) areas. (Individual-lot offices and industrial uses are not shown separately.)

Commercial Recreation: Includes both waterfront recreation (such as a marina) and inland recreation (such as a racetrack). Does not correspond to any existing zoning districts.

Industrial: Corresponds to existing industrial districts but does not include commercial recreational uses that are presently industrially zoned but limited by special covenants (such as the Suffolk Meadows Racetrack).

Major Instititutions: Includes colleges, airports, and major county and town offices, but does not include individual schools (considered part of the residential fabric), fire houses, churches, and so forth.

New Centers: Symbol showing location of planned new multi-use centers (residential, commercial, office and institutional uses, and parks). The middle of the "bulls-eye" symbol shows the overall density of the entire larger area (extending often to the school district boundary), because multi-family and townhouse development in these centers is expected to result from open-space development, including transfer of development rights.

Multi-Use Planned Unit Development: Multi-use areas to be developed as a single unit (although development might be staged). A single overall conceptual plan would be presented for residential, office, commercial, institutional and open-space elements.

Open-Space Residential Development: Areas where "281" or cluster zoning has been specifically granted but development is not yet substantially complete, or areas specifically proposed for "281" development. (Where "281's" are complete, the developments are shown as built. Those with townhouses thus are shown as "multi-family and townhouse," and the park dedications, if they are substantial, are shown as "major parks and open space.") The orange and green stripes show open-space development; the color underlying them shows the overall residential density of the "281".

Other Symbols: The following conventional representations of roads, railroads, and school and municipal boundaries appear on the Land Use Plan and the other maps in this volume;

Municipal Boundaries

School District Boundaries

Railroads

Expressways and Major Arterials

Arterials and Collectors

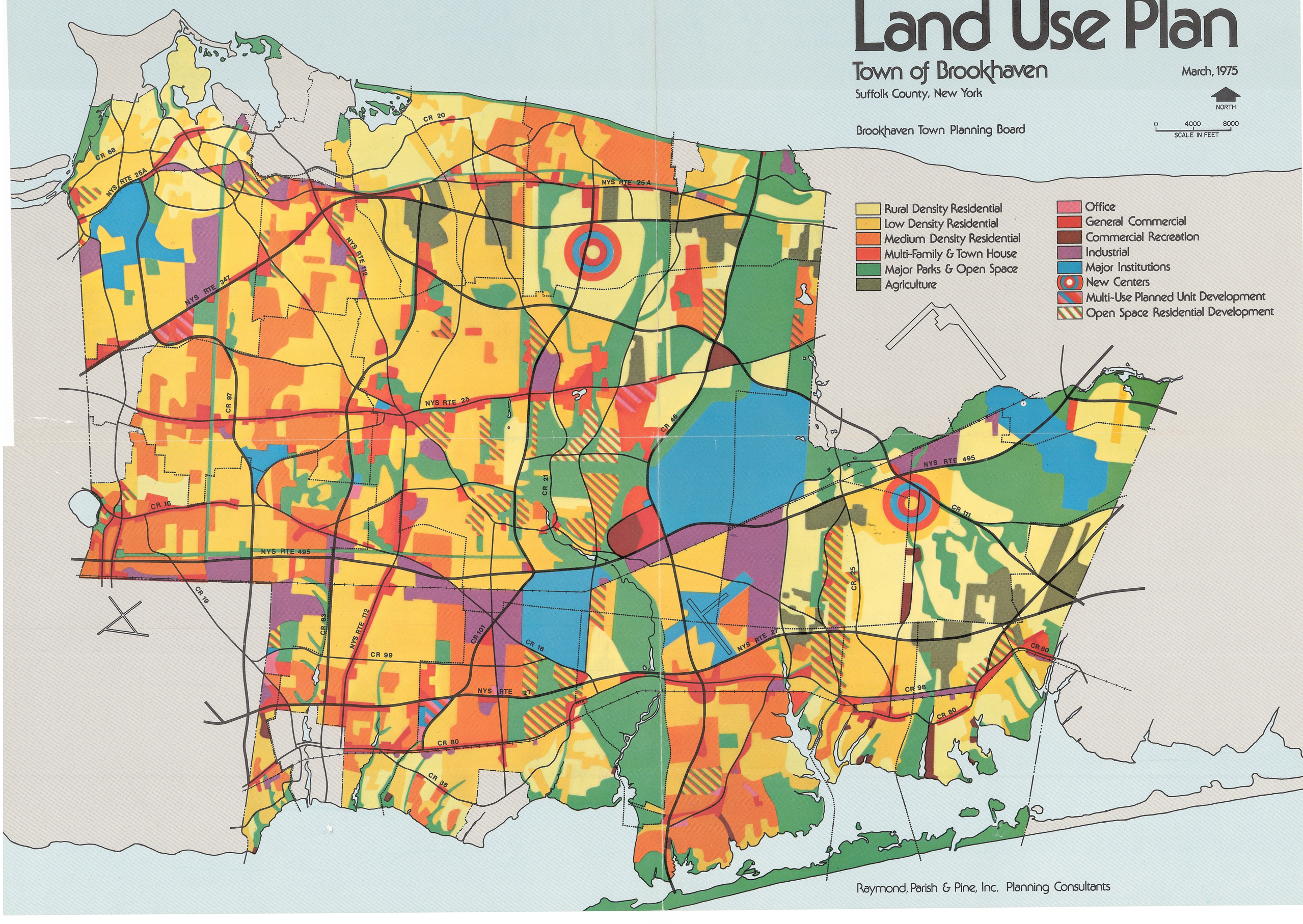
Land Use Plan

Town of Brookhaven

Suffolk County, New York

March, 1975

Brookhaven Town Planning Board



Raymond, Parish & Pine, Inc. Planning Consultants