

GORDON HEIGHTS

Land Use Plan

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Prepared for the:



TOWN OF BROOKHAVEN

Prepared by



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2011 GORDON HEIGHTS LAND USE PLAN

Town of Brookhaven



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1 Executive Summary

The Gordon Heights Land Use Plan details existing land use, demographic, and economic conditions in the hamlet and provides guidance for future land-use decisions inside the study area. The Land Use Plan is based on an earlier community visioning and extensive community outreach. The Plan covers the community's traditional boundaries: Middle Country Road to the north, East and West Bartlett Roads to the east, Mill Road to the west, and the area approximately 1000 feet south of Granny Road on the southern end.

The Plan analyzes the following elements of the Gordon Heights community: land use and zoning, demographics and economics, mobility, infrastructure, and environmental resources. The Gordon Heights Land Use Plan elaborates on the results of the community visioning. The Plan reviews those elements of the Middle Country Road Land Use Plan that pertain to Gordon Heights, specifically the proposed Westfield-Fife Neighborhood Center, and the Transitional Corridors east and west of it.

The discussion of land use covers residential, commercial, industrial, and recreational uses as well as community services, and open space. The Plan focuses on the land use and related requirements of the South and North Neighborhood Centers as proposed by the community during the visioning and modified based on the economic report conducted for the Land Use Plan.

The Gordon Heights Land Use Plan makes recommendations for new and modified residential and commercial land uses. Zoning and building code modifications are recommended in support of the Plan. The Plan recommends infrastructure and mobility improvements, particularly wastewater collection and treatment. Table 1-1 provides a summary of the Gordon Heights Land Use Plan recommendations.

Table 1-1 - Summary of Gordon Heights Land Use Plan Recommendations

CATEGORY	RECOMMENDATION
Land Use/Zoning	Rezone South Neighborhood Center parcels to PDD
	Rezone the parcels in the proposed Westfield-Fife Neighborhood Center to J6 (Main Street Business) and designate the Center as a Hamlet Overlay District. Issue guidelines for development of the parcels including the suggested number and mix of housing types, affordability goals, architectural guidelines, and community amenities
	Rezone Middle Country Road parcels outside the Hamlet Center to J (Transitional Business)
	Permit Live-Work Units in the Hamlet Overlay District and the South Neighborhood Center PDD. Ensure that building codes provide for flexible use of the residential and commercial spaces, include appropriate safety language, and meet current guidelines for live/work units.
	Revise accessory apartment code to permit detached ADU's within 1500 feet of J6 districts, hamlet overlay districts, and PDD's that include a neighborhood or hamlet center. Institute specific building and site requirements to protect single-family neighborhoods.
	Exempt PDD's and Hamlet Centers from the five percent limit on ADU's
	Designate the Transitional Corridors of Middle Country Road as sending areas for the potential use of Pine Barrens Credits. Designate the Westfield-Fife Neighborhood Center as a receiving area for the purchase of TDR credits. Work with the Central Pine Barrens Joint Planning & Policy Commission to implement amendments to the Central Barrens LUP to effectuate the new sending areas.
	Disallow new commercial use applications for non-conforming properties.
Residential Land Uses	Require a minimum of 20 percent affordable housing in the South and Westfield-Fife Neighborhood Centers. Provide incentives for additional affordable housing
	Work with housing groups like the Long Island Housing Partnership to acquire, consolidate, and redevelop selected small lot clusters
	Work with housing groups like the Long Island Housing Partnership to purchase distressed mortgages and prevent foreclosures
Commercial Land Uses	Expedite permitting for new retail business in the Gordon Heights Neighborhood Centers
Industrial Land Uses	Encourage industrial or commercial development of the vacant Light Industrial (L1) parcel on east side of Mill Road near West Yaphank Road and redevelopment of the other two L1 parcels on Mill Road to bring jobs to Gordon Heights. The single non-conforming industrial use property should be returned to residential use.
Recreational Land Uses	Work with Civic Association to confirm suitability of parcels identified for pocket parks
	Connect the proposed South Neighborhood Center to the trail network proposed by the Town. Connect existing and proposed parks and open space inside Gordon Heights to each other and to neighboring greenbelts, parks, and preserves. Connect the Westfield-Fife Neighborhood Center to the County-owned Davis Park and the Overton Preserve.

Category	Recommendation
Infrastructure	Permit phased development of the Neighborhood Centers with flexible options for sewage collection and treatment until regional sewer treatment becomes available
	Incorporate Gordon Heights Neighborhood Center sewer connection into plans for the County's Selden or Medford treatment plants. Ensure that Gordon Heights flow is considered in the Suffolk County and Brookhaven sewerage studies
	Ensure that the Town's Division of Streetlighting conducts an assessment of Gordon Heights streetlights and has recorded all of the lights into their priority Streetlighting Inventory and Maintenance System (SIMS). The SIMS is used to track the status of each light, its maintenance history, wattage, etc. Residents and the Civic Association should report damaged or unlit lights to the Division
Mobility	Extend Rose Lane across Gordon Avenue towards the proposed South Neighborhood Center through an existing right-of-way. Construct north-south road from Richard Drive across Granny Road with a crosswalk in that intersection. Connect Richard Drive extension to an extension of Gray Avenue southward. Connect West Yaphank Road to Homestead Drive.
	Work with Suffolk County Bus to alter their S60 route to incorporate the planned Neighborhood Centers into the route
	Work with the Gordon Heights Civic Association to identify the best locations for bicycle lanes based on the popular routes travelled by children to community facilities. Provide bicycle racks at Town Parks, the St. Michaels Community Center, and other locations where children gather. Provide bicycle access to the Overton Preserve and the former Coram Airport if/when it becomes a County Park
	Construct sidewalks along Granny Road from Mill Road to West Bartlett Road; on Wilson Avenue from Carr Lane to Middle Country Road; and on West Yaphank Road from Seymour Lane to Middle Country Road
	Provide well-marked or raised crosswalks on those roadways recommended for sidewalks at intersections near community facilities
	Work with the NYS DOT to implement changes recommended in the Middle Country Road Land Use Plan for SR 25. Incorporate the recommended access and parking recommendations into the Westfield-Fife Neighborhood Center Hamlet Overlay District requirements
	Permit parking reductions in the Neighborhood Centers for shared parking and on-street parking. Locate parking behind commercial areas
	Community Services
Incorporate a public green and provisions for new community center into the requirements for the South Neighborhood Center Planned Development District	

2 Introduction

2.1 Study Area

Gordon Heights consists of approximately 1,745 acres in the central portion of the Town of Brookhaven. The Community's traditional boundaries are Middle Country Road to the north, East and West Bartlett Roads to the east, Mill Road to the west, and the area approximately 1000 feet south of Granny Road on the southern end (see

Figure 2-1). The US Postal Service assigns three different zip codes to Gordon Heights (11727-Coram, 11953-Middle Island, and 11763-Medford). Three fire districts serve Gordon Heights; Gordon Heights, Coram, and Middle Island. The Yaphank Fire District is adjacent to the community, but its district does not incorporate any portion of Gordon Heights. The Study Area is located within the Compatible Growth Area (CGA) of the Central Suffolk Pine Barrens Preserve. The census blocks of the 2000 US Census that can be identified with Gordon Heights included a population of 3,100. Gordon Heights as recognized by the US Census includes all of tract 1587.05. Traditional Gordon Heights (as recognized in this study) includes 1587.05 plus approximately 18.6 percent of tract 1587.04 and 4.3 percent of tract 1587.07.

2.2 History

Louis Fife founded Gordon Heights in 1927. His goal was to give African-American residents of New York City access to land and country living. The community has remained one that is comprised primarily of African-American residents. Many of its families have lived in the community for generations. The community's fire department, established in 1947, was the first black fire department and fire district in New York State. A detailed history of Gordon Heights and its founding families is provided on the Gordon Heights Future website (www.gordonheightsfuture.org).

2.3 The Community Visioning

The Town of Brookhaven sponsored a visioning process to assist the community in formalizing its desires for the future of Gordon Heights. Over 250 residents came together on March 4, 2006 to initiate the process. They reviewed information (surveys, maps, regulatory materials, etc.) provided by the Town and its design consultants, Vision Long Island (www.visionlongisland.org) and ADLIII Architecture (www.adl3.com/), and developed lists of their hopes and concerns.

The design team reviewed and summarized the information developed by the residents. The Team examined the connections between the community and the region, the availability of infrastructure, community facilities, the street network, transportation routes, and traffic counts. The Team looked at ways to retain the existing neighborhood fabric and integrate the concepts from the Middle Country Land Use Plan. The Gordon Heights Land Use Plan is based on the results of the Town's Middle Country Road Land Use Plan and the Community Visioning in combination with additional analysis of economic and infrastructure information. The results of the Visioning are summarized in Section 3.

2.4 Middle Country Road Land Use Plan

The Town of Brookhaven prepared the *Final 2006 Middle Country Road Land Use Plan for Coram, Middle Island, and Ridge* (www.brookhaven.org), which included a proposed hamlet center in Gordon Heights off Middle Country Road. The Town's plan included two distinct hamlet centers one in Coram (Coram East Hamlet Center, Figure 2-2) and the other in Gordon Heights (Westfield-Fife Neighborhood Center, Figure 2-3) approximately 4,000 feet apart. The Plan calls for each Center to create its own identity through unique architectural styling. The centers would include multi-family residential uses to help support the commercial uses and create "walkable" communities. The Gordon Heights Neighborhood Center (referred to in the Plan as the Westfield/Fife Neighborhood Center) was envisioned as a compact area with neighborhood service-oriented retail uses.

The "traditional neighborhood," located between Homestead Drive and Wilson Avenue, would facilitate access to the commercial areas of Middle Country Road and would increase Gordon Heights' sense of community. The Plan proposed a "transition" area between the Coram Hamlet Center and the Gordon Heights (Westfield/Fife) Neighborhood Center. The Town's "Transitional Corridor Overlay District" would include design criteria for development inside the transitional area. Environmentally sensitive parcels inside the Transitional Area would be set aside for parks and open space. The Plan also called for the discontinuation or relocation of those commercial uses that are inconsistent with the vision for the transitional area between the Hamlets. See Section 4 for a more detailed description. The Town supported a community visioning (public participation planning process) shortly after the Middle Country Road Land Use Plan was completed. Gordon Heights residents supported a Middle Country Road neighborhood, but located slightly east (see next section).

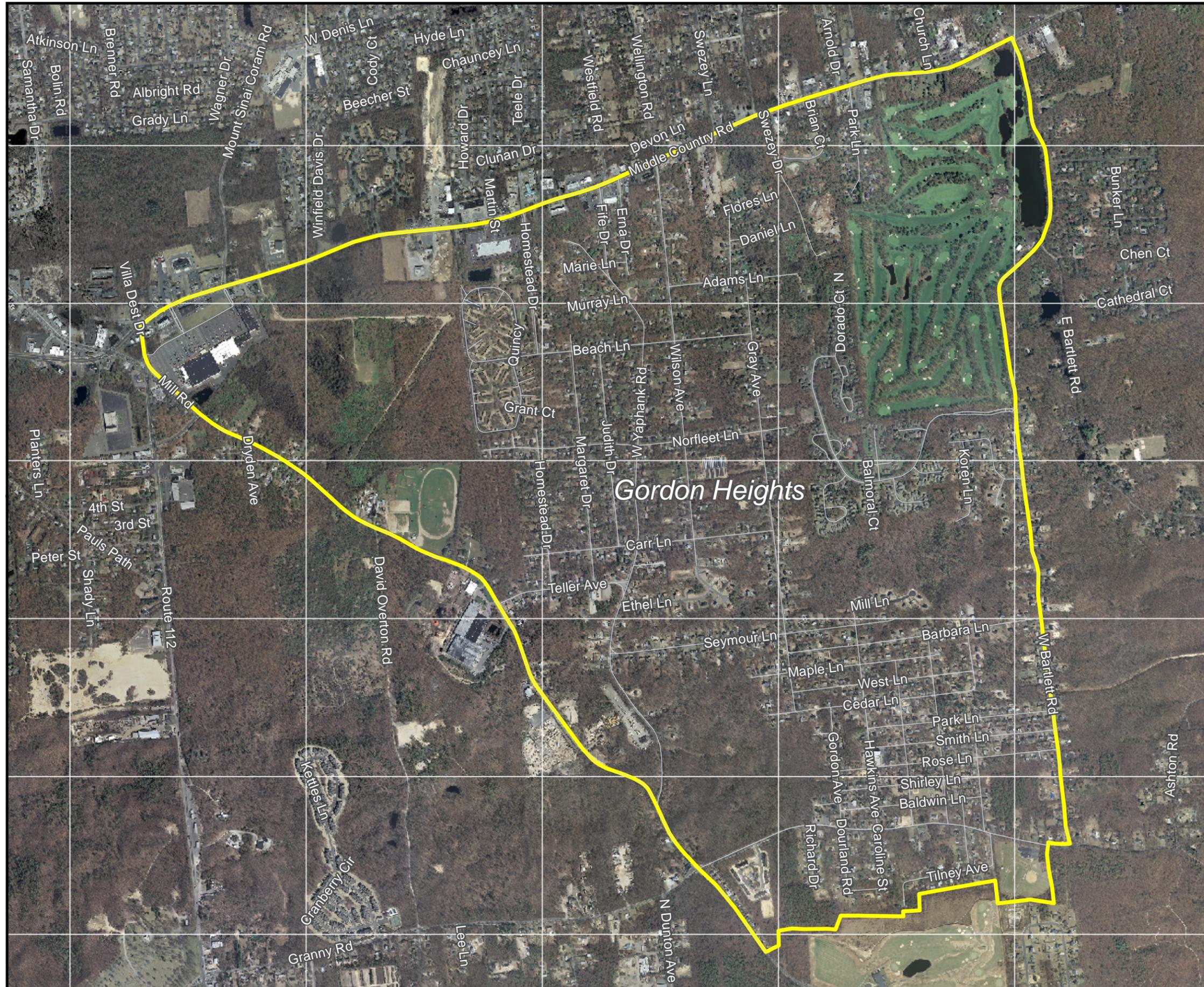


Figure 2-1
Study Area



CAMERON ENGINEERING
& ASSOCIATES, LLP

Source: NY State Office of Cybersecurity & Critical Infrastructure Coordination (2007 Aerials).



Legend

Roads

- Property Line
- Curb
- Sidewalk
- Green
- Buildings
- Parking
- Coram parcels03
- Recharge

**Middle Country Road
Land Use Plan**

JS December 2005

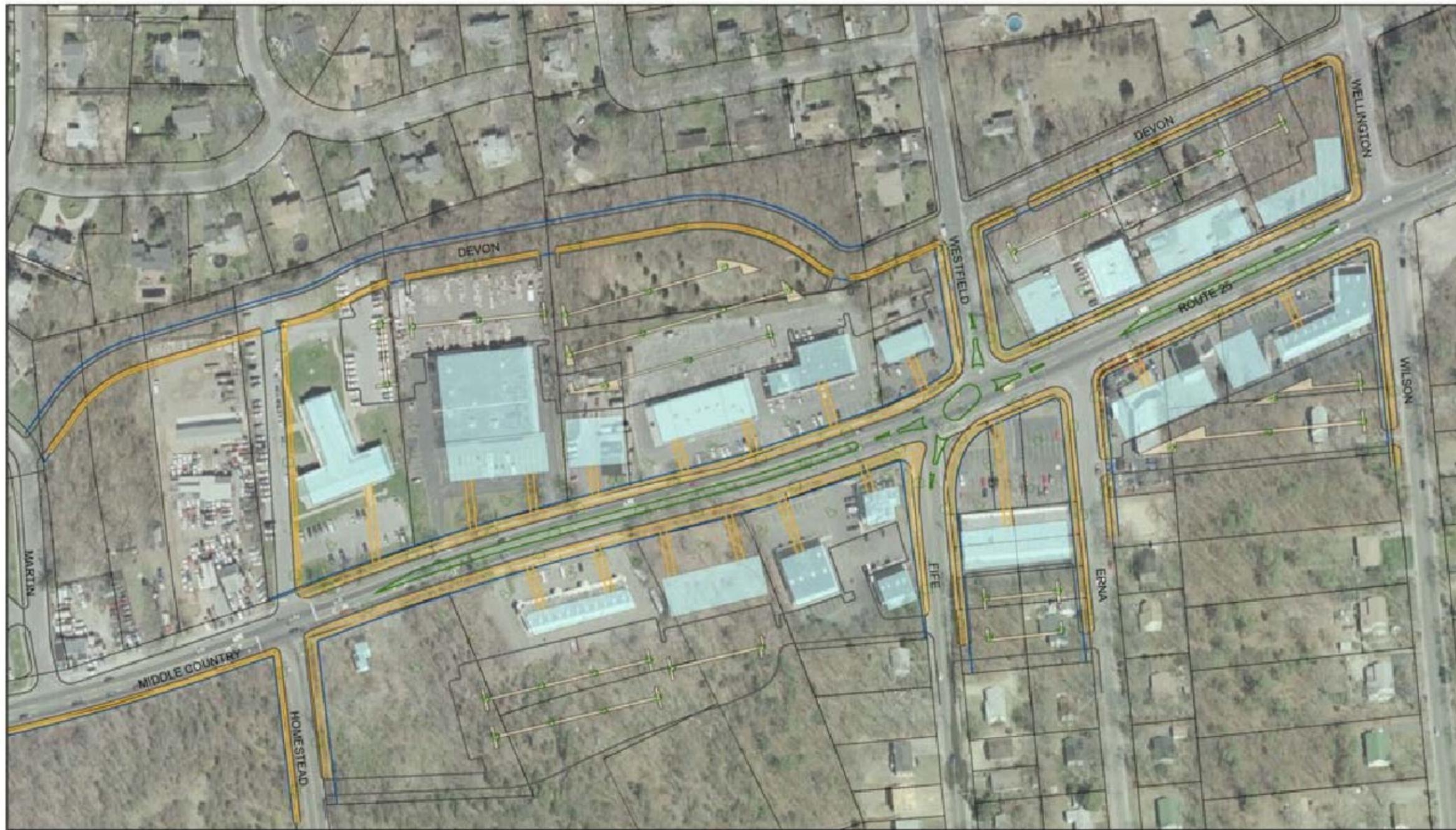
**Coram East
Hamlet Center
Concept**



200 100 0 200 400 Feet



Figure 2-2
Coram East Hamlet Center



Legend

Roads

-  Property Line
-  Curb
-  Sidewalk
-  Green
-  Buildings
-  Parking
-  CoramParcels03
-  MidIsIParcels03

**Middle Country Road
Land Use Plan**

JS December 2005

**Westfield/Fife
Neighborhood Center
Concept**



Figure 2-3
Westfield/Fife Neighborhood Center

2.5 Community Outreach

Vision Long Island assisted the Town with community outreach. They attended various community events at the request of each organization to provide both updates of the visioning plan as well as explanations of the process. Such organizations included the Gordon Heights Chamber of Commerce, the Greater Gordon Heights Civic Association, the Gordon Heights Visioning Steering Committee, the Coalition for the Preservation of the Gordon Heights Fire District, and the Greater Gordon Heights Committee of Concerned Residents.

Vision Long Island met with several of the pastors within the community to discuss the visioning and its implications. They attended community events in support of visioning initiatives throughout the neighborhood since the visioning process began. These events included the ground breaking of the Harrison Hale Community Action Center and Harrison Hale Recognizing Community Leaders, the Gordon Heights Chamber of Commerce Young Entrepreneurship Awardees and their first annual fundraiser honoring business leaders in the community. Vision Long Island also worked with the Gordon Heights Civic Association in hosting the annual community celebration.

Vision Long Island continues to serve as the webmaster for the community site. The site provides residents with information regarding upcoming events, updates on the visioning process, links to the community organizations, as well as general information regarding the history of the community. The organization continues to provide the outreach for the visioning, including phone banking, door-to-door visits, flyer distribution, the community newsletter, and email blats to residents regarding visioning updates.

2.6 Meetings and Events

Vision Long Island attended meetings, press conferences, seminars, and working groups. Meetings included the following:

- **August 19, 2009 & January 12, 2010- First Meeting of the Sex Offender Task Force** - Met with the task force to develop solutions to the oversaturation of sex offenders and identify existing challenges. Assembled community concerns and challenges regarding sex offenders.
- **September 7, 2009- Gordon Heights Visioning Steering Committee (GHVSC)** - Vision Long Island reached out to the GHVSC to review both the last presented concept of Gordon Heights' future and the land use plan. After which, the GHVSC

provided a list of possible questions and concerns that may arise from the community. The committee also provided some outreach ideas of how to increase the community participation.

- **June 18, 2009- Gordon Heights Fire District Forum** - Vision Long Island addressed approximately 100 residents regarding the aspects of the visioning including the scope of the Gordon Heights Fire District evaluation, the potential for commercial development and the effects development may have.
- **August 2, 2008 & August 1, 2009- Gordon Heights Day Celebration** - Vision Long Island attended the annual celebrations and presented to the community any and all progress in the visioning process. The presentation included infrastructure and analysis updates as well as information regarding the next opportunity for the community to participate.
- **September 27, 2008 & September 26, 2009- Gordon Heights Visioning** - Hosted community event to reveal results of current community projects and aspects of the visioning. The community also reviewed a presentation of the land use plan.
- **Quarterly- Greater Gordon Heights Civic Association** - Attended the community civic meeting giving an overview of the visioning and promote the upcoming community visioning.
- **Quarterly- Greater Gordon Heights Chamber of Commerce** - Attended the community chamber meeting giving an overview of the visioning and promoting the upcoming community visioning.

3 The Community's Vision

3.1 Community Wishes and Concerns

The community identified a broad range of challenges. Concerns over crime and high tax rates were raised, as well as the disproportionately high number of sober houses, halfway houses, and the concentration of sex offenders as compared with surrounding communities. The community also expressed concerns over absentee-landlords and abandoned or poorly maintained houses. Despite these issues, residents expressed positive feelings about the residential fabric of the neighborhood and the open space surrounding their community.

Indeed, residents of Gordon Heights were eager to establish a strong sense of place. They wanted better street lighting, safer streets, improved public transportation, and access to neighboring commercial districts. Affordable housing was sought for single mothers, seniors, young singles, and others. The participants also addressed the need for a multi-use community center for all residents.

3.2 Street Connectivity and Neighborhood Centers

One of the core concepts that came from the Visioning was the need for two mixed-use neighborhood centers on the main north-south traffic routes that could serve all of Gordon Heights. The community identified two locations for neighborhood centers: one at the intersection of Wilson Avenue and Middle Country Road in northern Gordon Heights and the other at Mill Road and Granny Road in southern Gordon Heights (Figure 3-1). A community node was also envisioned at the intersection of Wilson Avenue and Norfleet Road. This would serve to break up the long stretch of road and act as a central focal point of the community. However, there is already a 'community node' in the form of the St. Michael's Community Center, which is located just a block south at 102 Wilson Avenue.

Residents identified the need for a physical connection between the northern, Coram portion of the community and the southern, Medford portion of the community. Wilson Avenue was initially identified as a potential neighborhood 'spine' that could be extended from Middle Country Road south to Granny Road (Figure 2-1). However, some participants did not support the Wilson Avenue extension, expressing concerns over which properties might be utilized for the street extension.

The community recognized that the new neighborhood centers would need to be integrated into the existing fabric of Gordon Heights. An open street network with small block sizes would increase walkability and disperse vehicular traffic.

3.3 The North Neighborhood Center

According to the Visioning, a ‘North Neighborhood Center’ would be situated near the intersection of Wilson Avenue and Middle Country Road (NYS Route 25) at the northern center of the community in a commercial area (Figure 3-1). It would serve as a gateway to the community and potentially as a new neighborhood commercial district. As people typically walk at least a quarter mile to access retail, this Center could be accessed by foot from the northern portion of Gordon Heights.

The North Neighborhood Center was envisioned by the community and design team to include a small plaza with a vertical visual element such as a sculpture, a bus shelter, and a landscaped green. These elements would help create a physical and visual gateway to Gordon Heights and a pleasant civic space. The larger adjacent parcel to the east could provide much-needed affordable housing. The housing might include some live-work units where entrepreneurs could start a business on the first floor and live on the second floor. Several new streets and connections in this area were proposed in the Visioning to make the neighborhood center more walkable and to provide more connections to and from the greater Gordon Heights community.

The concept for such a neighborhood center near this location was also proposed in the Middle Country Land Use Plan (Figure 2-3). As envisioned by the Gordon Heights community, the Center would be slightly east of the location proposed in the Middle Country Land Use Plan. The location proposed in the Visioning would be included inside the Gordon Heights Fire District, whereas the one proposed in the Middle Country Land Use Plan would be outside the Fire District. Discussion of the most appropriate location for the North Neighborhood Center is found in Section 4. The ‘North Neighborhood Center’ is referred to as the ‘Westfield-Fife Neighborhood Center’ (from the Middle Country Land Use Plan) through the remainder of this document.

3.4 The Middle Community Node

The Town of Brookhaven operates the St Michael’s Community Center at 102 Wilson Avenue, just a couple hundred feet north of Carr Lane (Figure 2-1). The Town recently completed the following improvements to the building and grounds: kitchen updates, basement and first floor refinishing, interior painting, landscaping, and new signage. The community makes good use of the facility, which is in the center of Gordon Heights, and functions well as a central or ‘Middle Community Node.’

3.5 The South Neighborhood Center

The proposed Southern Neighborhood Center would be located at the intersection of Granny Road and Mill Road on the northeastern property. It would serve as the primary downtown area for Gordon Heights and would extend from Mill Road to Richard Drive along Granny Road (Figure 3-1). The Southern Neighborhood Center location was identified as the ideal location for a neighborhood center by participants in the Visioning workshop and in the Middle Country Road Land Use Plan for Coram, Middle Island & Ridge ([available on the Town's website](#)). As envisioned, it would include some two-story commercial development along Granny Road and a Village Green. Live/work units would be included in the development along the Green. New duplex (two-family) houses would be incorporated into the Center to provide affordable housing for young people and for the retired members of the community. Ideally, the housing would be arranged on new streets that continue the grid and fabric of the existing southern portion of Gordon Heights. This would create pedestrian and vehicular connections between the residential areas to the north and east and the commercial portion of the Southern Neighborhood Center. It would also help merge the new Neighborhood Center into the existing community.

According to the Vision, the South Center would include on-street parking as well as small parking lots to make shopping convenient and provide delivery access and employee parking for the commercial establishments. The Village Green would provide attractive and functional space for community gatherings and events. The Village Green would terminate at a new community center. Residents suggested that a new community center there should provide those services that are not available at the St. Michael's Community Center, such as career counseling, a pool, gym, meeting rooms. A post office was proposed during the Visioning that would face the Village Green and add an important civic building to this public space.

A new condominium development was constructed across Granny Road from the proposed South Neighborhood Center since the Visioning. Residents of the condominiums will help support any commercial development in the Gordon Heights South Neighborhood Center.

3.6 Abandoned and Blighted Properties and Absentee Landlords

Residents expressed concern over the number of abandoned and blighted properties. The Town's Code Enforcement Division is working with the community and specifically the Gordon Heights Civic Association (www.gordonheightsfuture.org) to address these concerns. This issue is discussed in the section on housing (Section 5.3.6).

3.7 Housing Choices

The Gordon Heights community is predominantly a single-family residential community (89 percent of the area and 68 percent of the units). Affordable housing including apartments, townhouses, small-lot single-family homes, and second units, was identified as a top priority in the Visioning. Affordable housing incentives might include such things as density bonuses, fee reductions/waivers, reduced parking requirements, and/or expedited permit review. The Town of Brookhaven currently has a 10 percent affordable housing set-aside. Residents suggested that a higher percentage, such as 20-30 percent might better meet Gordon Heights' needs.

Inclusion of 'granny flats' was suggested as a means of satisfying some of the community's affordable housing needs and easing housing costs. Granny flats are accessory apartments built over detached garages. The additional revenue helps the homeowner keep up with property maintenance, provides a buffer against financial hardship, and provides tenants with affordable apartment space in a quiet residential setting. The blocks in much of Gordon Heights are large and many are quite deep, while many homes in Gordon Heights do not have garages. The Visioning Team recommended rear lanes down the middle of these blocks so that detached garages with granny flats could be constructed and accessed from the lane. Detached garages accessed from the street could be an alternative for those locations where rear lanes were not possible. A change in the Town's codes would be required to permit these units. Typically, granny flats are limited to a studio or one bedroom and the property owner must live on the premises (to avoid absentee landlord problems). Granny flats might be permitted throughout Gordon Heights, but would be most practical in areas close to the proposed neighborhood centers where the additional density would benefit the centers' retail components and would provide a good transition from the denser neighborhood center to the single-family areas.

3.8 Housing Utilized by Sex Offenders

Community residents expressed serious concerns over the high concentration of sex offenders in Gordon Heights. The prevalence of illegal rooming houses and rents, which is greater than neighboring communities, has led to a high concentration of sex offenders in Gordon Heights. A separate report on the sex offender issue was prepared for the Town.

3.9 Sidewalks, Crosswalks and Traffic Calming

Visioning attendees also stressed the need for pedestrian safety improvements. They suggested narrower streets to slow traffic and improve pedestrian safety. More sidewalks and crosswalks would reduce motorist-pedestrian conflicts. Clearly marked crosswalks would add to pedestrian safety along key roadways, such as Granny Road. Residents asked for a reduction of travel speeds to a safer 20-25 mph throughout Gordon Heights. Pedestrians would benefit from sidewalks on both sides of the road with 4-6 foot widths for most, and 8-14 foot widths in the key commercial area of Granny Road, where right-of-ways permit. Sidewalks should be separated from the street with four-foot wide planter strips wherever practicable.

Signage alone does not necessarily change driver behavior. Modifications to road geometry, tree canopies, building types and setbacks, where possible, engender greater compliance with posted speed limits. The community prioritized sidewalk and traffic calming needs by study area location (Table 3-1 and Figure 3-2).

Table 3-1 - Sidewalk and Traffic Calming Needs from the Visioning

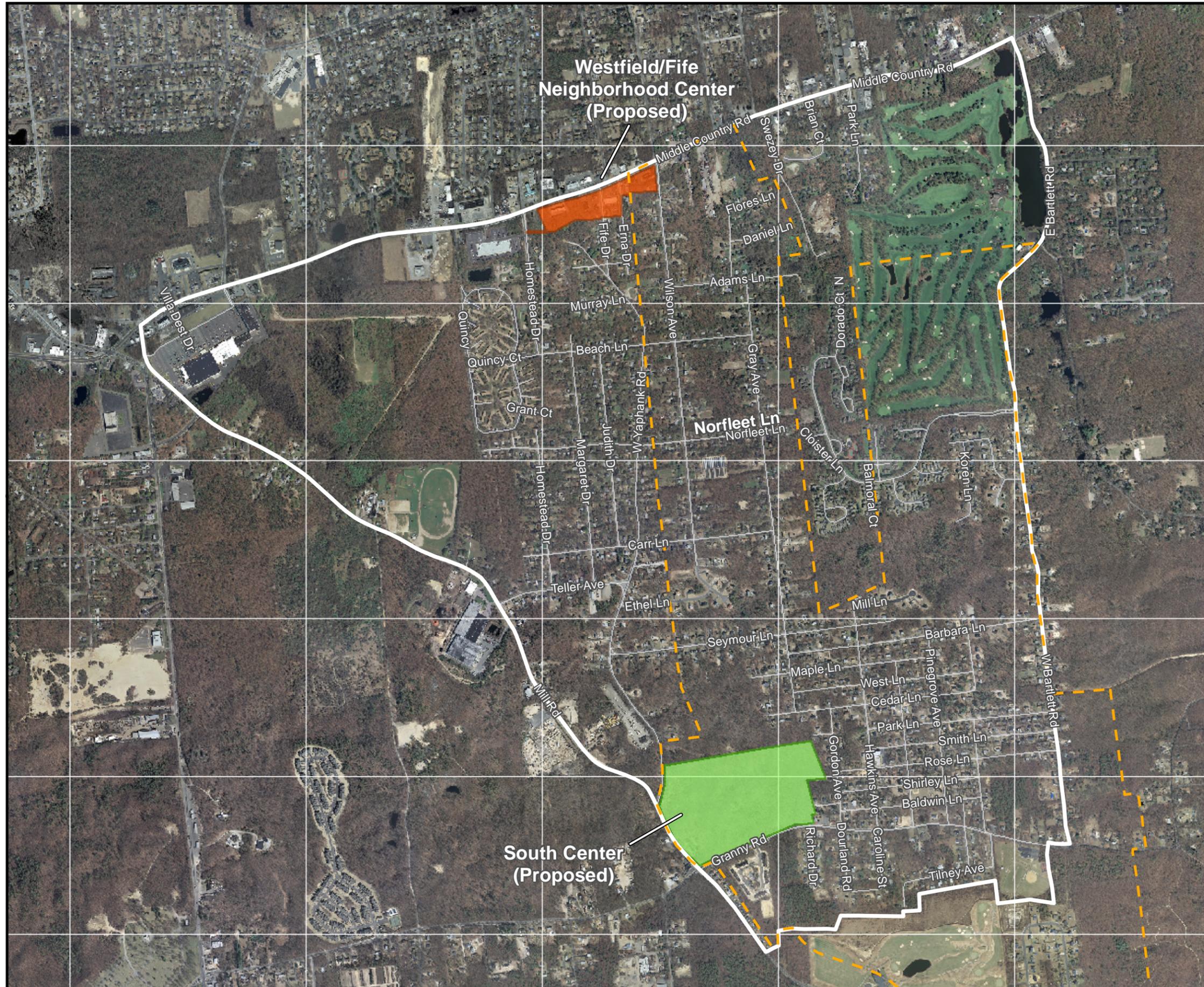
<p><i>Granny Road from Mill Road to West Bartlett Road</i></p> <ul style="list-style-type: none"> • Granny Road Ball Field • The Children's Park • Three major churches, Community Baptist, St. Mary's AME and Feed My Sheep • Heavy pedestrian usage • High traffic count • Community store
<p><i>Wilson Avenue from Carr Lane to Middle Country Road (Route 25)</i></p> <ul style="list-style-type: none"> • St. Michael's Recreation Center • Shopping on 25 • High traffic count • Heavy pedestrian use
<p><i>West Yaphank Road from Seymour Lane to Middle Country Road (Route 25)</i></p> <ul style="list-style-type: none"> • Major thruway from within community to Middle Country Road (Route 25) • Commercial areas - 7/11, Laundromat, Mike's, Westfield Shopping, Barber Shop • Veterans' Memorial • High traffic count

3.10 Public Transit

Residents requested that Suffolk County buses stop at the south neighborhood center once it becomes established. They also felt that buses should be available more frequently and that shelters should be provided at all major bus stops. Figure 3-3 depicts the route of the S60 local bus through Gordon Heights, its scheduled stop at Rose Lane and Hawkins Ave and potential route extensions to serve the proposed Westfield/Fife and South Neighborhood Centers.

3.11 Gordon Heights Fire District

The Gordon Heights Fire District serves only portions of Gordon Heights. The Coram, Medford, and Middle Island Fire Districts are responsible for the other parts of Gordon Heights. The Yaphank Fire District is adjacent to Gordon Heights and participates in mutual aid, but does not directly serve residents of Gordon Heights. Many community members spoke with pride of the service provided by the Gordon Heights Fire District. However, residents also expressed concerns over the high taxes paid by those in the Gordon Heights Fire District, which are substantially more than residents of other fire districts pay. The Town has commissioned an independent study of this issue.



Proposed Neighborhood Centers

- South Center**
- Westfield/Fife Neighborhood Center**
- Gordon Heights Fire District Boundary**



Figure 3-1
Proposed Neighborhood Centers

Source: NY State Office of Cybersecurity & Critical Infrastructure Coordination (2007 Aerials and road network).

4 The Westfield-Fife Neighborhood Center

The Town's 2006 Middle Country Road Land Use Plan identified an area off Middle Country Road that it set aside for the Westfield/Fife Neighborhood Center (Figure 2-3). It would extend from Homestead Drive to Wellington Drive/Wilson Avenue. The adopted Plan called for development of this area into a small and compact neighborhood main street fronting on Middle Country Road. Proposed land uses from the Plan are shown in Figure 4-1.

4.1 Plan Overview

The Westfield/Fife Neighborhood Center was proposed for both the north and south sides of Middle Country Road. However, only the south side of Middle Country Road is within Gordon Heights. The Plan suggested that there were opportunities for non-competing service-oriented retail uses for the Gordon Heights center, although it would be only 4,000 feet from the proposed Coram East Hamlet Center. The Center, as envisioned in the Plan, would be a main street district approximately 1,700 feet long (0.30 miles) that would front on Middle Country Road with parking to the rear. Service-oriented retail in the Westfield/Fife Neighborhood Center would include restaurants, farmers markets, offices, bars, artist studios, hardware stores, beauty parlors, and cleaners. The Plan allows for drive-through facilities as long as the drive-through component is internal to the site. It proposes relocating heavy commercial uses (*i.e.* auto repair and gas stations) outside the Center.

The Plan calls for future buildings to be oriented toward Middle Country Road with parking confined to the rear and limited or no direct access to the street. Parking lot access to Middle Country Road would be provided through the local street grid. It suggests courtyard areas such as plazas or squares with decorative pavers, landscaping, furnishings, fountains, or public art for front yards, and architectural guidelines for buildings.

The Middle Country Road Land Use Plan called for the preservation and public use of the Town's historic (circa 1824) Isaac Smith/Albert Mott house. Unfortunately, the house, formerly located on the southeast corner of Middle Country Road and Homestead Drive, collapsed in 2009. The Town will build a new building in the style of the historic 19th century structure and will use salvaged pieces from the collapsed building. The new building will serve as a center for the Greater Gordon Heights Chamber of Commerce. The Middle Country Road Land Use Plan suggested construction of a small public park, such as a playground on the land to the south and east. Others have suggested that reconstruction of the Mott House occur on the same grounds as the historic Davis House. That would,

however, remove the Mott house replica from the traditional Gordon Heights community and from its original location. The Plan also suggests using the old Sixth Precinct building for community meetings and youth programs and continued police presence. It advises significant use of public plazas, pedestrian malls and other civic spaces throughout the proposed Main Street and the conversion of existing front yard parking areas to plazas, squares, or courtyards, thereby relocating vehicles to the rear of the buildings. Attractive, well-lit, and wide alleyways are proposed in the Plan to give pedestrians access to the street frontage from rear parking lots. The Main Street is envisioned with decorative street furniture, sidewalks, streetlights, trees, and on-street parking.

4.2 Roadway Details

The Middle Country Road Land Use Plan proposes realigning Westfield Road and Fife Drive at Middle Country Road into a four-legged intersection or a roundabout as part of proposed traffic calming for Middle Country Road that includes on-street parking. A landscaped median is recommended along Middle Country Road within the Main Street District approximately from Homestead Drive to Wilson Avenue. The Plan proposes replacing most or all of the parcel access points along Middle Country Road with access from interconnected side streets. Adjoining parking areas are proposed between parcels to create common parking facilities that would be well lit and landscaped.

4.3 Infrastructure and Zoning

The Plan proposes J6 Business zoning for the Main Street Center and land uses as depicted in Figure 4-1. Sanitary collection and treatment is discussed in Section 6.1. Development standards and guidelines would be based on the *Main Street Business District Design Manual* prepared as part of the Plan.



- Legend**
- Gordon Hieghts**
-  Med Density Residential
 -  High Density Residential
 -  General Commercial
 -  High Density Commercial
 -  Transition Commercial
 -  Office
 -  Heavy Commercial
 -  Municipal/Institutional
 -  Park/Open Space

**Middle Country Road
Land Use Plan**

JS December 2005

**Westfield/Fife
Land Use Plan**

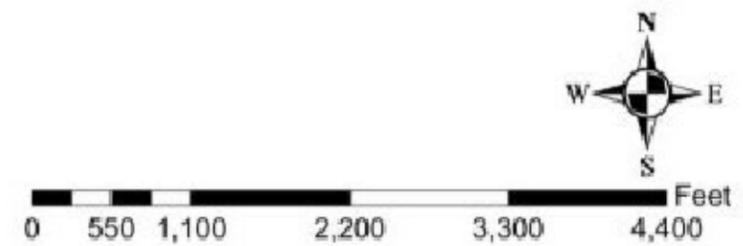


Figure 4-1
Westfield/Fife Land Use Plan

5 Land Use and Zoning

5.1 Zoning

Properties in Gordon Heights include nine of the Town's zoning classifications (Figure 5-1). The majority are zoned single-family Residential A1 (minimum area 40,000 square feet or 'one-acre'). There is a single parcel zoned A2, owned by the Town, on Middle Country Road. The golf course in the northeastern corner of the community is zoned single-family Residential A5 (minimum area 200,000 square feet or 'five-acre'). The other A5 parcel is the former airport in the northwestern corner of the community, now under County and Town ownership. Only two areas are zoned multifamily (MF), one just south of Granny Road near Mill Road and the other west of Homestead Drive near Middle Country Road. A number of parcels along Middle Country Road are zoned J2 (general business) and J4 (office). Two parcels (gasoline filling stations), are zoned J5 business: one at the intersection of Mill Road and Middle Country Road and the other ¼-mile east on Middle Country Road. Light industrial (LI) zoning applies to three parcels on the north side of the Mill Road and West Yaphank Road intersection. One parcel, ¾-mile east of Mill Road on Middle Country Road, is zoned PRC (planned retirement community). Parcels considered for the Westfield-Fife Neighborhood Center are zoned A1, A5, and J2. South Center parcels are zoned A1.

5.2 Overall Land Use and Assessed Value

Gordon Heights 2007 land use (Figure 5-2) and assessed value (Figure 5-3) data are from the Suffolk County Real Property Tax Service Agency (See also Table 5-1). Over 1,700 individual parcels account for almost 1,745 acres of property. Three quarters of the parcels are residential, accounting for almost half the community's acreage. Seventeen percent of all parcels were vacant in 2007, representing 12 percent of the land area. Public and recreational land, consisting of large lots, accounts for only 4.5 percent of the total parcels but a significant share – approximately 30 percent – of the total land area. There were 45 commercial and industrial parcels as of 2007, representing 2.6 percent of the parcels and 6.3 percent of the land area of the community.

Table 5-1 - Land Use

Land Use	No. Parcels	Percent	Acreage	Percent
Residential	1275	74.7	786.8	49.4
Commercial	42	2.5	78.9	5.0
Industrial	3	0.2	20.8	1.3
Vacant Land	290	17.0	192.3	12.1
Institutional	21	1.2	37.9	2.4
Public Land	69	4.0	268.6	16.9
Recreational	8	0.5	208.6	13.1
Total	1708	100.0	1594.0	100.0

Source: Suffolk County Real Property Tax Service Agency, 2007

5.3 Residential

5.3.1 Housing Characteristics and Zoning

Residential properties in Gordon Heights are zoned single-family (A1, A2, and A5), multifamily (MF) and planned retirement community (PRC) (Figure 5-1 and Figure 5-2). Single-family homes represent 68 percent (1,202 homes) of the housing stock in Gordon Heights (Table 5-2). Much of the housing stock was built just after World War II in the mid-to-late 1940's. Relatively new single-family housing units are located adjacent or near the golf course in the northeast portion of Gordon Heights. One older multifamily apartment complex (Homestead Village) is located on the west side of Homestead Drive. Homestead Village provides 431 units on 46 acres consisting of 17 garden-style apartment complexes with 44 studios, 172 one-bedroom, 172 two-bedroom, and 42 three-bedroom units. Newer multifamily units, constructed in the last few years, are sited south of Granny Road near Mill Road. Table 5-2 shows the breakdown of housing in the Gordon Heights area according to the 2007 Suffolk County Real Property Tax Service Agency Data while Figure 5-3 depicts assessed values using the same data source.

Table 5-2 - Housing Breakdown

Land Use	Number Parcels	Total Acreage	Percent of Acreage	Number of Units	Percent of Units
Single Family	1,202	696.8	88.6	1202	67.8
Two Family	8	5.7	0.7	16	0.9
Three Family	8	10.9	1.4	24	1.4
Single Family with Apartment	45	21.2	2.7	90	5.1
Apartment Complex	1	45.2	5.7	431	24.3
Abandoned	11	7.1	0.9	11	0.6
Total	1,275	786.8	100.0	1774	100.0

Source: Suffolk County Real Property Tax Service Agency, 2007

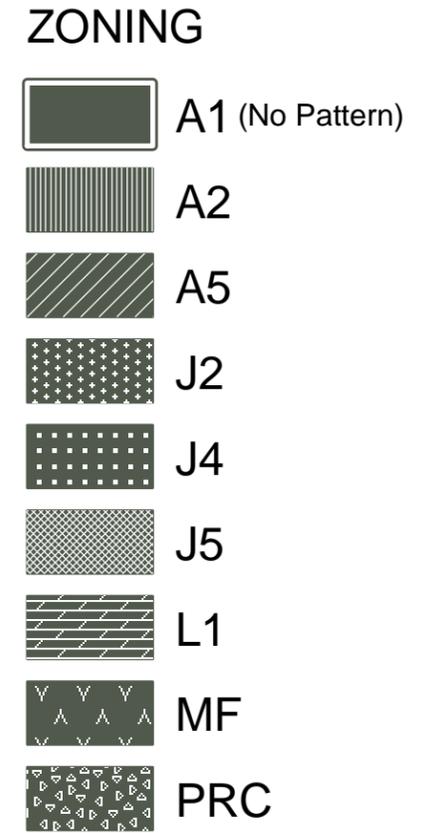
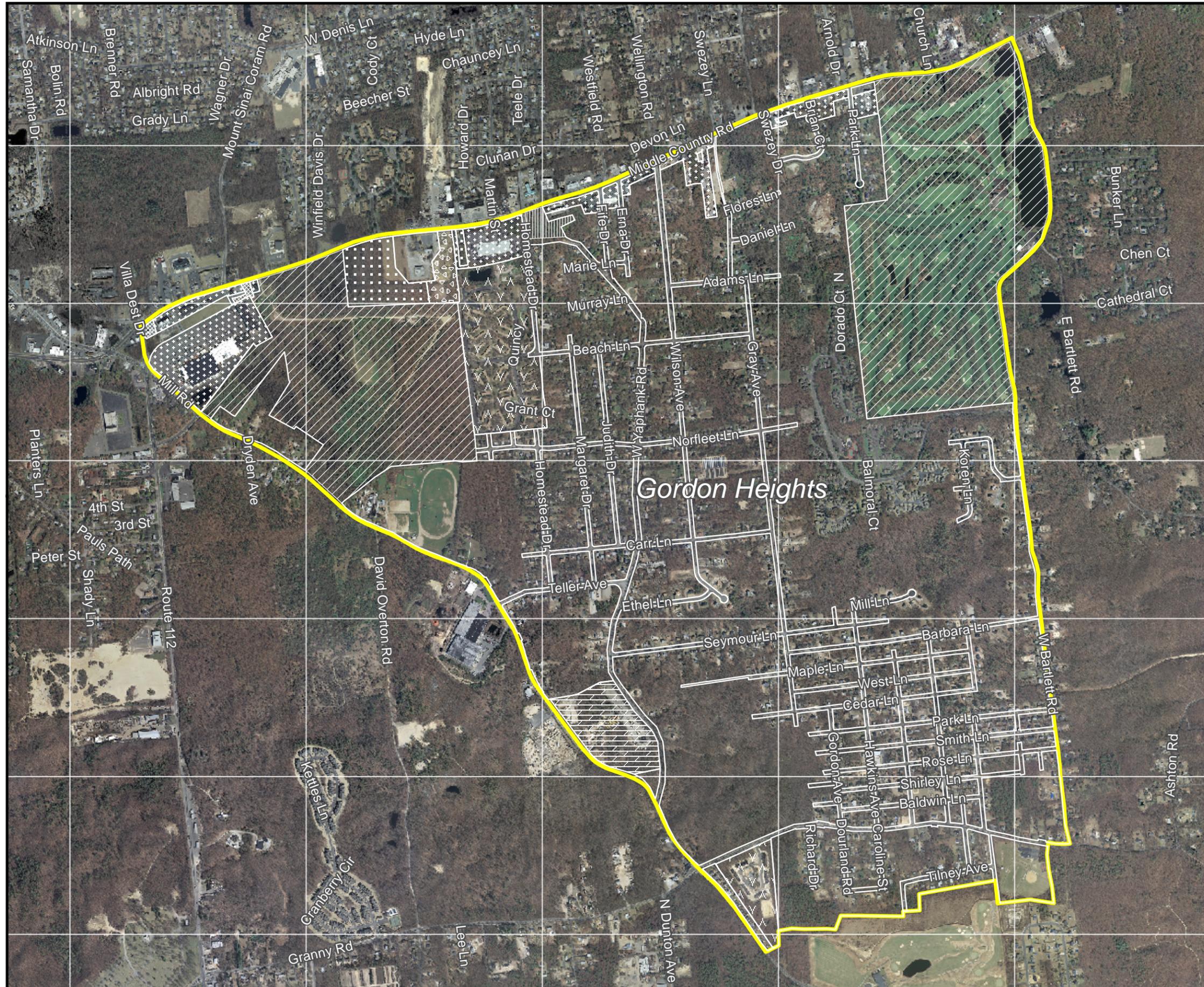
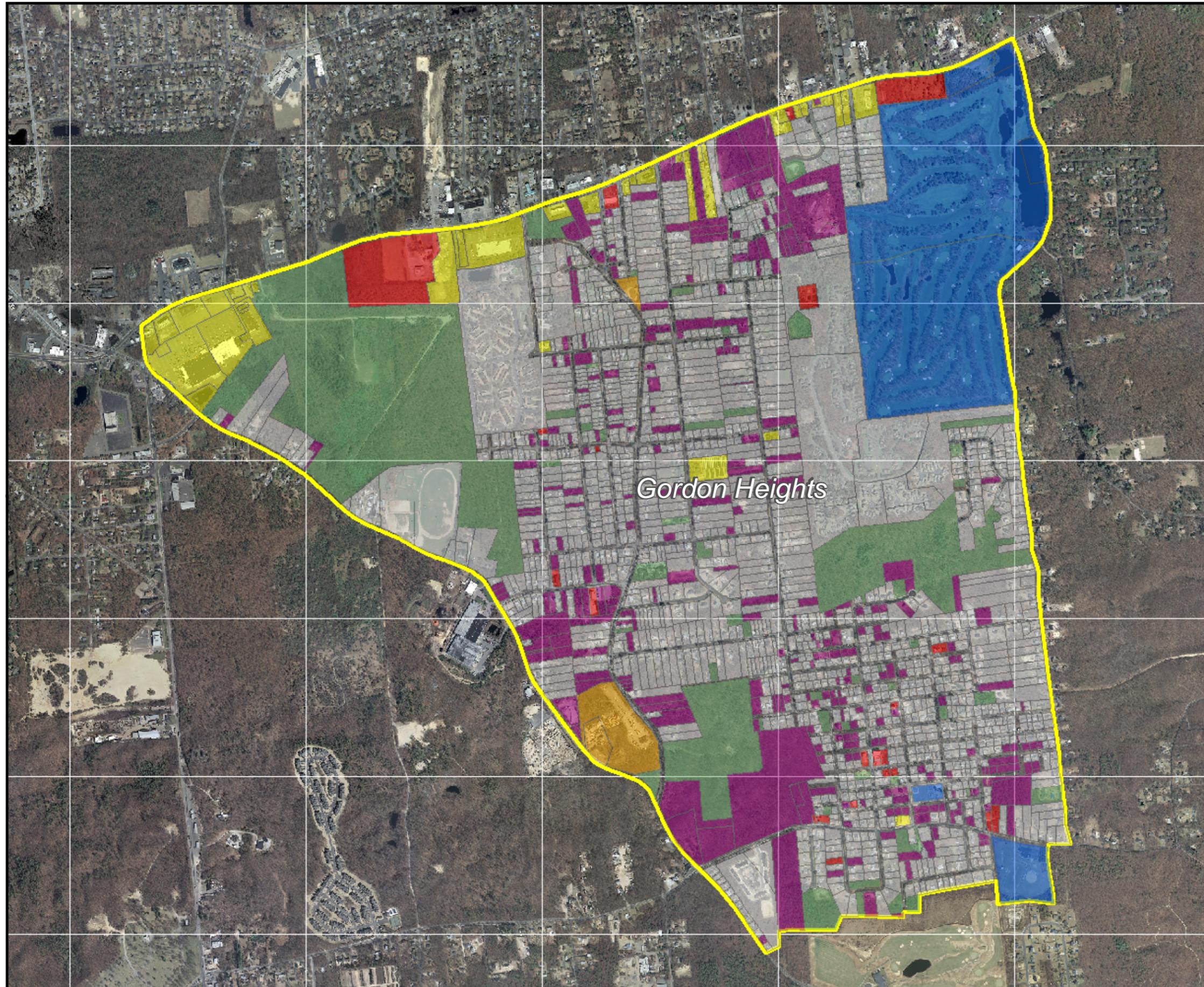


Figure 5-1
Zoning



CAMERON ENGINEERING
& ASSOCIATES, LLP



- Land Use**
- Commercial
 - Industrial
 - Institutional
 - Public Land
 - Recreational
 - Residential
 - Vacant

Gordon Heights



Figure 5-2
Land Use

Source: Town of Brookhaven GIS Department (tax parcels).

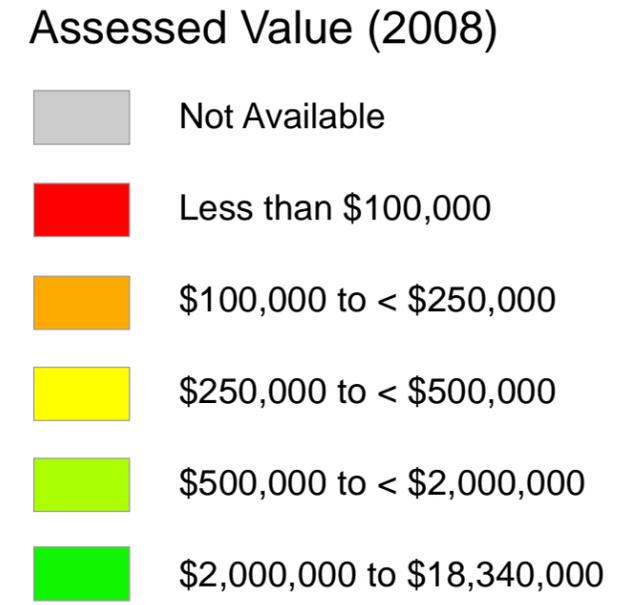
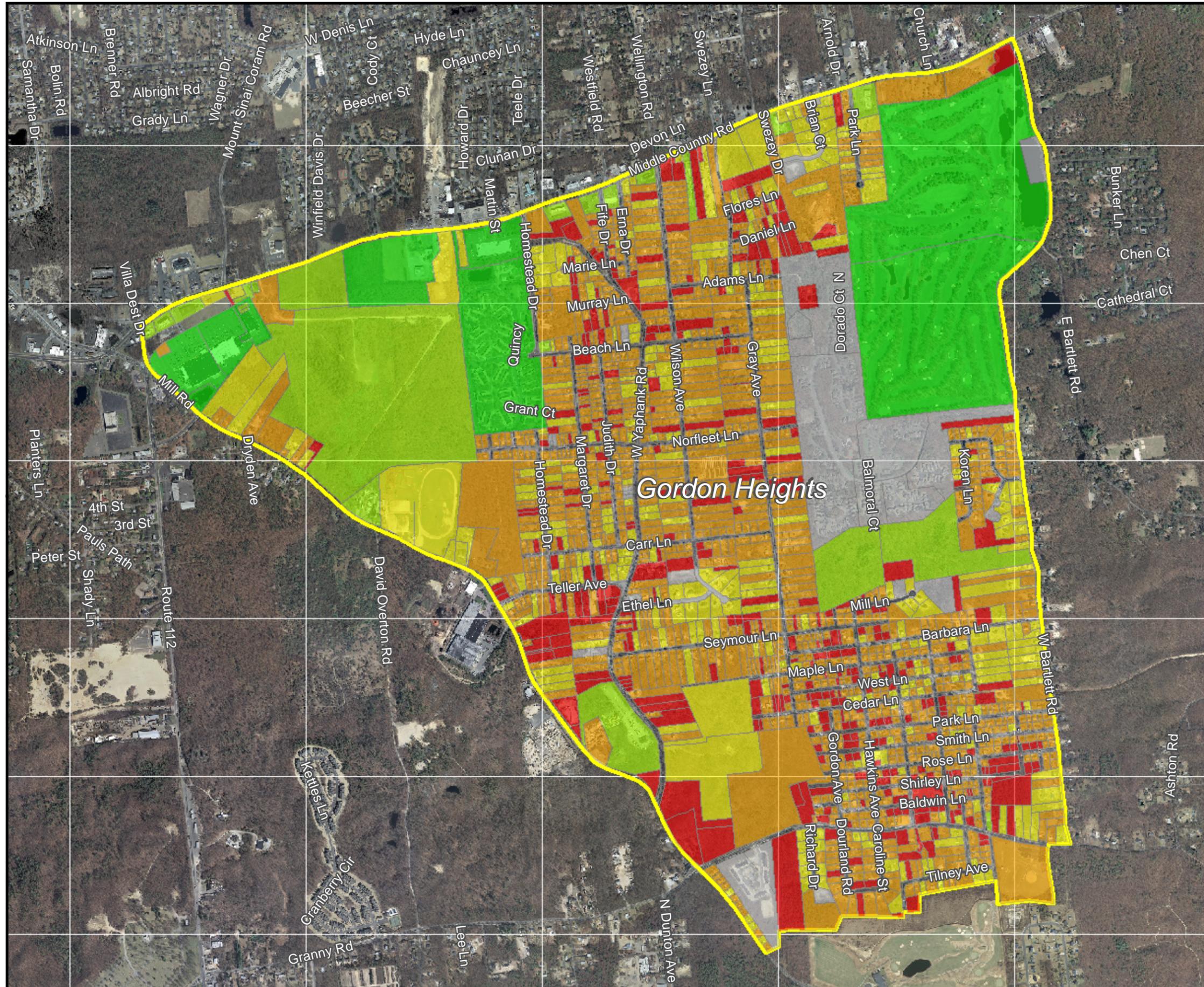


Figure 5-3
Assessed Property Value

Source: Town of Brookhaven GIS Department (tax parcels).

5.3.2 Rental Homes

Gordon Heights has a relatively high number of permitted rental housing units as a percentage of the total number of units. In 2007, according to the Suffolk County Real Property Tax Service Agency, there were eight two-family homes, eight three-family homes, 45 homes with apartments, and one 431-unit apartment complex out of 1,275 residential parcels in Gordon Heights. Assuming that renters occupied all the 471 multifamily units in 2007 and only the apartments (45) in the single family with apartment, then the 516 rental units accounted for 29.1 percent of the 1,774 units in Gordon Heights. That compares to 21 percent of Brookhaven units and 20 percent of Suffolk County units (in year 2000). However, the one apartment complex alone (Homestead Village) accounts for 84 percent of the rental units (17 garden-style courts, 44 studios, 172 1BR, 172 2BR, and 42 3BR units). Visioning attendees suggested that there was a demand for additional apartments (rental or ownership) for the smaller family units (singles, single-parent households, and seniors).

5.3.3 Accessory Apartments

Accessory Dwelling Units (ADU's) are private, complete housing units, in or adjacent to single-family homes. Detached ADU's over garages 'granny flats' are not permitted in the Brookhaven. The Town's Accessory Apartment Review Board makes decisions about applications for special permits to allow accessory apartments. Town of Brookhaven ordinance §85-201 regulates ADU's. The ordinance requires property owners to live on the premises, limits ADU's to an apartment inside the principle dwelling unit, limits unit size, and the number of bedrooms to one. According to the ordinance:

A. Purpose.

It is the specific purpose and intent of this article to allow accessory apartments in the A Residence, A Residence 1, A Residence 2, A Residence 5, B Residence, B Residence 1 and C Residence Districts to provide the opportunity and encouragement for the development of small rental housing units designed, in particular, to meet the special housing needs of single persons and couples of low and moderate income, both young and old, and of relatives of families presently living in the Town of Brookhaven. Furthermore, it is the purpose and intent of this article to allow the more efficient use of the Town's existing stock of dwellings to provide economic support of present resident families of limited income and to protect and preserve property values. To help achieve these goals and to promote the other objectives of this article specific standards are hereby set forth for such accessory apartment uses. [Amended 4-16-1996, effective 5-6-1996]

B. Standards

(1) *Owner occupancy required. The owner(s) of the lot upon which the accessory apartment is located shall reside within the principal dwelling building. No other owner(s) shall own a larger percentage collectively or individually than the owner-occupant. A homeowner shall be permitted one accessory apartment only, and only one accessory apartment per dwelling shall be permitted.*

(2) *Location on lot. An accessory apartment shall be located in the principal dwelling building.*

(3) *Accessory apartment size. The minimum habitable area for an accessory apartment shall be 300 square feet and a maximum of 650 square feet; in no case shall it exceed 40% of the habitable area of the dwelling building in which it is located, except in certain compelling circumstances a maximum of 850 square feet may be approved, at the discretion of the Accessory Apartment Review Board, in accordance with Table #1 below. In no event may there be more than one bedroom per accessory apartment. [Amended 5-8-1995; effective 6-5-1995]*

Additional ADU's are limited based on Town ordinance subchapter 12 that precludes issuance of a permit "in the event that 5% or more of the lots within a one-half-mile radius of the subject parcel contain accessory apartments." The Accessory Apartment Review Board can vary this requirement.

Suffolk County Real Property Tax Service Agency reports that as of 2007, there were 45 single-family units with accessory apartments in Gordon Heights. These units, representing 5.1 percent of rental units, are all part of the home (principal residence) and are not built over attached or detached garages.

5.3.4 Live Work Units

During the Visioning, community members expressed a need for live/work units in Gordon Heights to give young entrepreneurs an affordable opportunity to enter business. They noted that there are already home-based businesses that are ready to expand into more formal workspace, but are not quite ready for strictly commercial space. Live/work units could satisfy that need. The availability of these units is also valuable to single-parent households that cannot afford childcare, but want to work. They are useful to seniors that do not need full-time work, but want to work part time out of their homes. Artists and other members of the 'creative class' often prefer live/work units.

5.3.5 Affordable and Workforce Housing

The lack of affordable and workforce housing is a crisis that affects most Long Island communities. Communities like Gordon Heights suffer from both a lack of affordable housing and the onset of gentrification. Table 5-3 illustrates the current distribution of households by income bracket in Gordon Heights. Gentrification is evident as the share of households earning more than \$75,000 per year increased from roughly 26 percent in 2000 to roughly 40 percent in 2007. The median household income for Suffolk County in 2007 was \$82,961. In Gordon Heights that year, 60 percent of households earned less than \$74,999 (90 percent of the median household income) and 77 percent earned less than \$99,999, 120 percent of the median household income for Suffolk County. New York State passed a workforce housing law in 2008 that gives builders a density bonus for building affordable housing units, but requires that 10 percent of the units in developments greater than five units must be affordable. Government agencies and non-governmental groups offer affordable housing assistance (see Section 9).

Table 5-3 - Gordon Heights Household Income Distributions, 2000-2007

Annual Household Income	2000		2007	
	Households	% of Total	Households	% of Total
\$0 - \$14,999	218	14.22%	182	10.34%
15,000 - \$24,999	202	13.18%	119	6.76%
\$25,000 - \$34,999	187	12.20%	220	12.49%
\$35,000 - \$49,999	214	13.96%	268	15.22%
\$50,000 - \$74,999	317	20.68%	273	15.50%
\$75,000 - \$99,999	232	15.13%	299	16.98%
\$100,000 - \$149,999	122	7.96%	284	16.13%
\$150,000 +	41	2.67%	116	6.59%
Total	1,533	100%	1,761	100%

Source: U.S. Census Bureau, Claritas, Economics Research Associates

5.3.6 Small Lots

The Town of Brookhaven is conducting a small lots assessment that includes lots with 50 feet or less of frontage, but excludes publicly owned parcels. Gordon Heights has approximately 185 small lots (Figure 5-4). According to the Town, small lots have had a higher foreclosure rate than larger parcels. The Town, County, and non-profit providers have been developing these lots, one at a time, as they become available with no overall plan for the community as to how they should be developed, if at all. In addition, the various non-profit providers do not appear to have a coordinated approach to development. Options for alternative development, such as merger or grouping of small lots that might be utilized for multi-family residences, or groupings of single-family residences with corresponding open space and/or recreational amenities are considered in

the Recommendations Section. Current development of small lots in the Gordon Heights community have been approved by the Town's Board of Zoning Appeals, which has routinely granted large lot area, frontage, setback and side yard variances from the predominant one-acre, residential zoning code. Cumulative impacts upon ground water resources in this one-home-per-acre zoned community need to be carefully considered.

5.3.7 Abandoned and Fire Damaged Homes

During the Visioning, residents of Gordon Heights expressed concerns over the blighted and fire-damaged homes in their community. According to data collected by the Gordon Heights Civic Association in the summer of 2008, there were six fire-damaged and 23 abandoned homes (Figure 5-5). Since then, the number of abandoned and/or fire damaged have likely risen due to the financial crisis and recession (see below). The tax assessor in cooperation with the Gordon Heights Civic Association could determine at any given time the number and location of these homes.

5.3.8 Foreclosures

A listing of the communities with the greatest foreclosure rates in Suffolk County, based on the last 12 months of sales, finds Gordon Heights seventh out of the 50 communities with the highest foreclosure rates in Suffolk County. RealtyTrak, a leading online source of foreclosure information, showed 70 properties in pre-foreclosure, three bank-owned, and two for auction in Gordon Heights as of July 21, 2009 (Figure 5-6). The tax assessor in cooperation with RealtyTrac or a similar organization could determine at any given time the number and location of these homes.

5.3.9 Housing Utilized by Sex Offenders

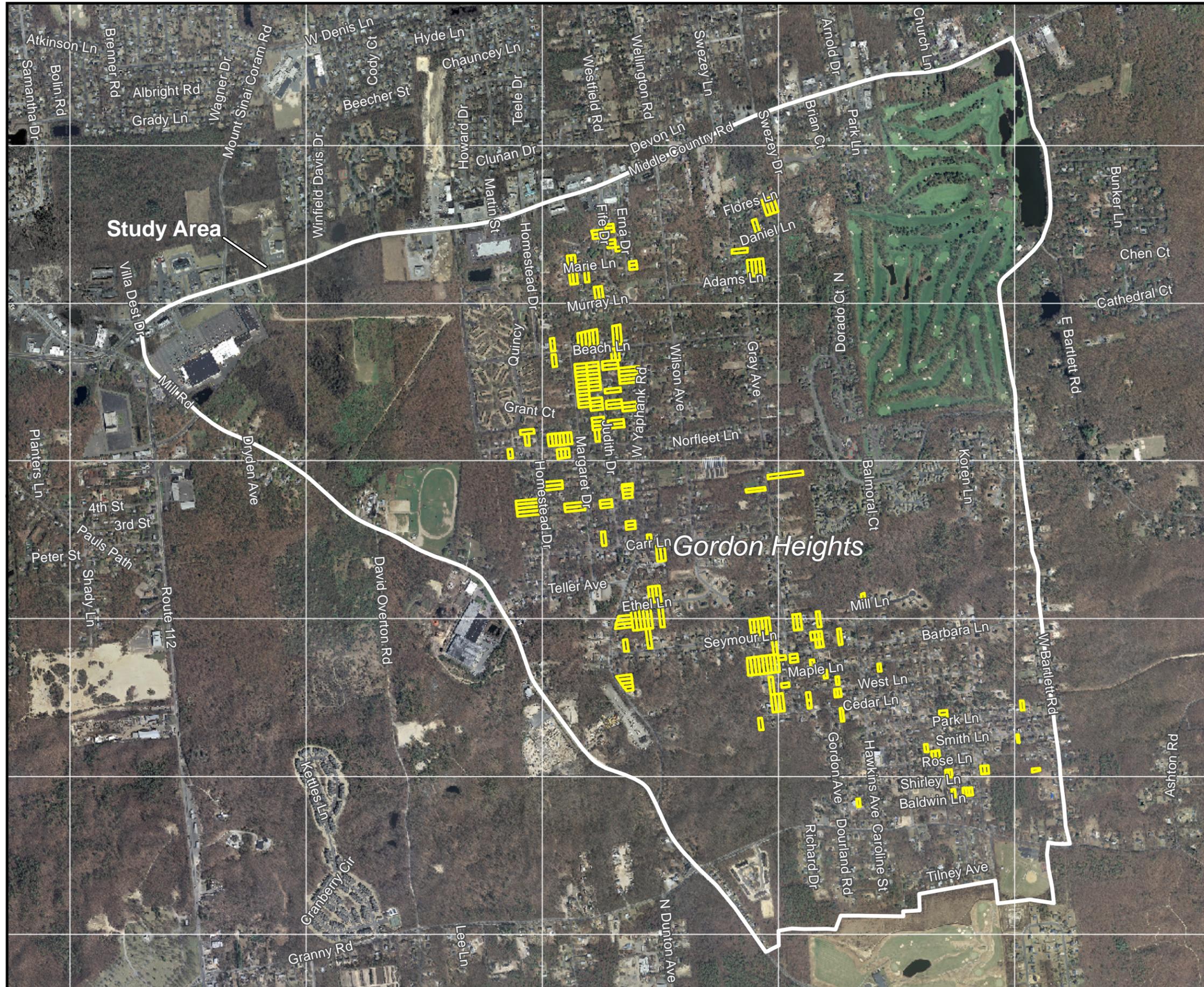
One of the most pressing issues facing Gordon Heights is the high concentration of sex offenders residing inside the community. According to the New York State Department of Criminal Justice, as of May 2009, Suffolk County had 447 level 2 and level 3 sex offenders, Brookhaven had 172 (38.48 percent of the Suffolk County sex offenders), and Gordon Heights had 42 – comprising 9.4 percent of Suffolk County's and 24.4 percent of the Town's sex offender populations, respectively. As of May 2009, Gordon Heights housed 26 level-2 sex offenders and 16 level-3 sex offenders. Data for level-1 sex offenders are not available. Neighborhood rent market conditions and current local laws tend to relegate sex offenders to areas like Gordon Heights because there are no schools within a quarter-mile radius. Groupings of sex offenders, sometimes several to a house,

exacerbate the problem. There are proposals to amend the current sex-offender location law as discussed in a separate report to the Town.

According to community representatives, the concentration of sex offenders in Gordon Heights affects family behavior and community safety. Residents report that parents shut their doors and are reluctant to allow children to play outside or to run freely to neighbors' and friends' homes. They feel that it is not safe for children to get on and off the school bus in many places. Concern for the welfare of children has led to a steady decline in participation in youth activities. The number of summer camps and youth programs available to the community dropped as the number of sex offenders increased. Those programs are important not only for the children, but also for the jobs that they create. Emergency service response to criminal activity in sex offender homes consumes emergency response resources. These problems contribute to decreased property values. The separate report to the Town on sex offenders addresses the issues.

5.3.10 Housing for Recovering Substance Abusers

The community also expressed concerns over the location and number of 'sober homes' inside Gordon Heights. These homes, which are privately run, are designed to provide substance-free living for recovering substance abusers. State, County, or Town governments do not regulate sober homes. The NYS Department of Alcoholism and Substance Abuse Services regulates programs for substance abusers, but it is not empowered to regulate housing, except housing in which licensed programming is provided. All or nearly all sober homes provide only housing and do not provide services, except AA-type programming, which does not require licensure. Under the Town's zoning code, up to eight unrelated individuals may legally live in a home in a residential zone. In addition, the courts have consistently ruled that certain classes of unrelated individuals living as a family in effect constitute a family and may not be regulated by governmental intervention. Efforts are underway by County Legislator Kate Browning and others to push for sober home regulation and reform of payments by the social and mental health services systems to sober home property owners.

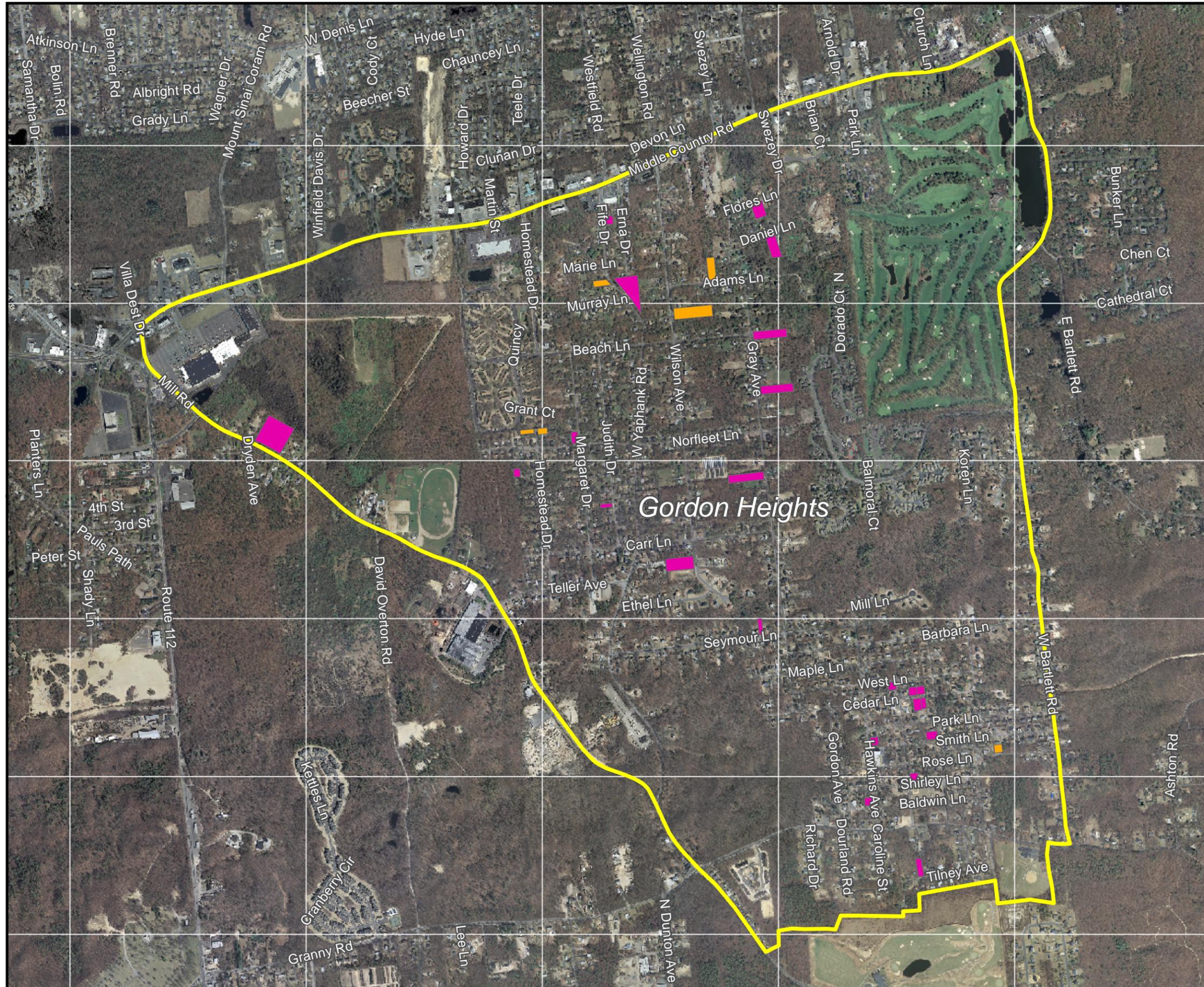


 **Small Lot**
(less than 50 feet of street frontage)



Figure 5-4
Small Lots

Source: Town of Brookhaven GIS Department (tax parcels).



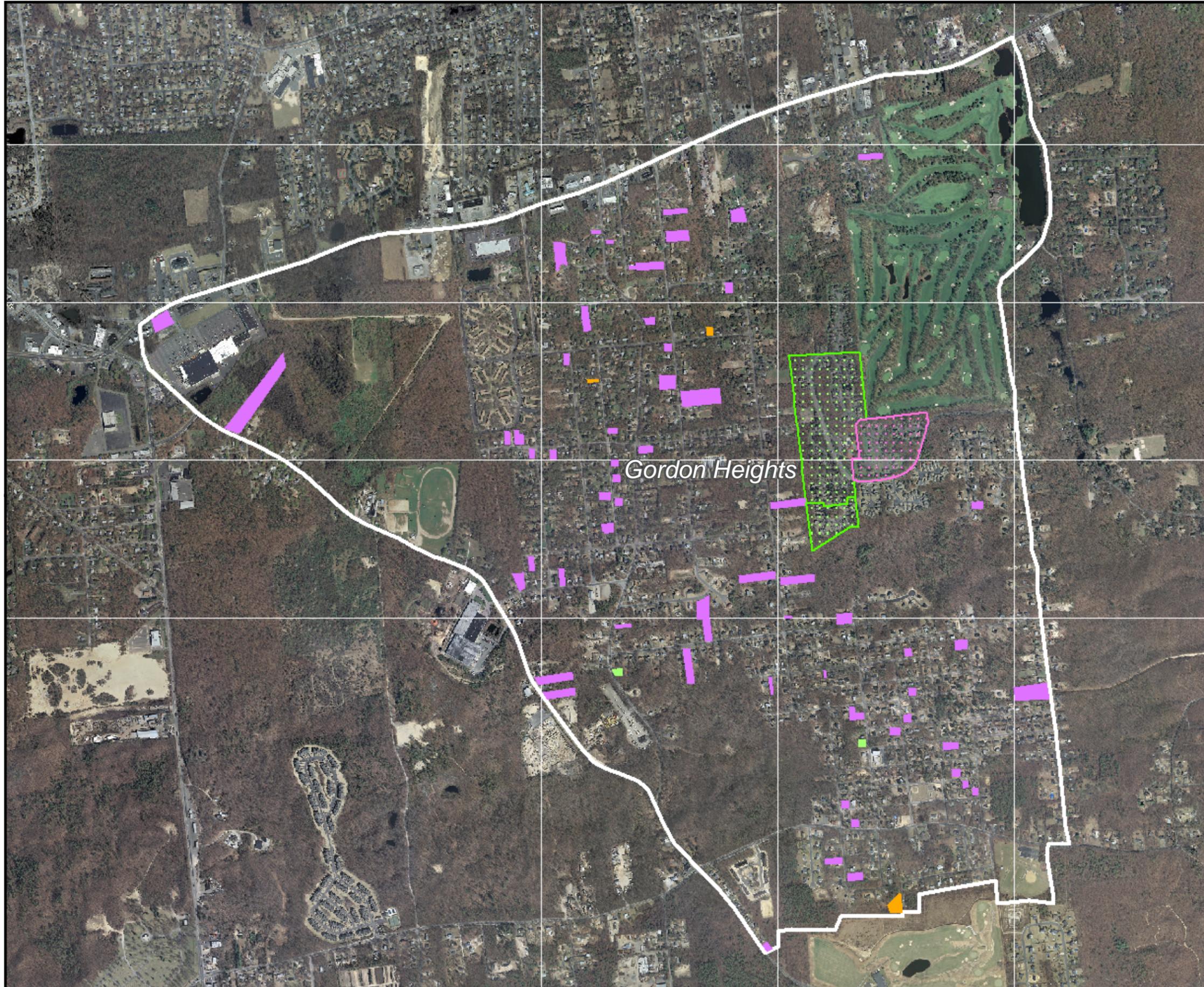
Home Condition

- Abandoned
- Fire Damage



Figure 5-5
Abandoned & Fire-Damaged Homes

Source: Gordon Heights Civic Association



Foreclosures Status of Property

-  Auction
-  Bank-Owned
-  Pre-Foreclosure
-  1 property in pre-foreclosure within condominium
-  2 properties in pre-foreclosure within condominium

(Data as of July 21, 2009, from RealtyTrak)



Figure 5-6
Foreclosures in Gordon Heights

Source: RealtyTrak

5.4 Commercial

There are few (6.24 percent) commercially zoned (J2, J4, and J5) parcels in Gordon Heights (Figure 5-1 and Table 5-4) and all of it is located along Middle Country Road (State Route 25). A map of land uses (Figure 5-2) corresponds closely to the zoning map. Table 5-4 lists the commercial and industrial land uses in Gordon Heights. There are, however, some split-zoned (commercial/residential) parcels along Middle Country Road and some commercial uses on residentially zoned parcels inside Gordon Heights. Of those, two are located on Granny Road.

The taxes assessed on commercial properties help reduce the residential tax burden. This is particularly important in Gordon Heights, where the tax revenue that supports the fire district comes almost exclusively from the relatively small number of residential taxpayers.

5.5 Industrial

In today's market, the lines between 'commercial' and 'industrial' users can be blurry, as the number of 'heavy industry' businesses has shrunk, particularly on Long Island. Typically, industrial businesses are factories or manufacturers, whereas 'commercial' businesses sell services or products manufactured by others. Table 5-4 lists the commercial and industrial land uses in Gordon Heights.

There is one industrially zoned (L1 - Light Industrial) area on the east side of Mill Road near the southern terminus of West Yaphank Road (Figure 5-1). The western side of Mill Road has clusters of industrial uses, though they are outside the project boundary. Some of the uses in the industrial area include a bus depot and storage facility.

5.6 Community Services

5.6.1 Fire Protection

The Gordon Heights Fire District is a source of pride for the community. It is the first African American fire department and fire district in New York State. The Gordon Heights Fire District boundaries do not conform to the traditional land boundaries of Gordon Heights (Figure 5-7). The boundaries, set many years ago, include only a portion of Gordon Heights. The District excludes all of Gordon Heights west of Emma Drive from Middle Country Road to Mill Road (part of the Coram Fire District) as well as the northeastern corner of the community and a large portion of the Dorado Court development (part of the Middle Island Fire District). The exclusion of these areas

eliminates properties with some of the highest assessed values in Gordon Heights (Figure 5-3). Most of the 45 commercially and industrially zoned properties inside Gordon Heights are not in the Fire District. The larger, newer, and more highly taxed homes of the Dorado Court development along with the golf course are outside the District.

Table 5-4 - Commercial and Industrial Land Uses in Gordon Heights

TAX ID	LAND USE	DETAILED LAND USE	ZONING
0200430000300024000	Commercial	One Story Small Structure - Multi-Occupant	J2
0200430000300025000	Commercial	Area Shopping Centers	J2 & A1
0200430000300028000	Commercial	One Story Small Structure - Multi-Occupant	J2 & A1
0200431000300003000	Commercial	One Story Small Structure	J2
0200431000300008000	Commercial	Auto Body, Tire, Other Related Auto Sales	J2 & A1
0200431000300010000	Commercial	Commercial	J2 & A1
0200431000300011000	Commercial	Auto Body, Tire, Other Related Auto Sales	J2
0200431000300026001	Commercial	One Story Small Structure - Multi-Occupant	J2 & A1
0200431000300026003	Commercial	One Story Small Structure	J2 & A1
0200431000300028001	Commercial	Auto Body, Tire, Other Related Auto Sales	J2
0200431000300028002	Commercial	Auto Body, Tire, Other Related Auto Sales	J2
0200431000300030005	Commercial	Restaurants	J2
0200431000400008000	Commercial	Converted Residence	J2 & A1
0200431000400029000	Commercial	Area Shopping Centers	J2 & A1
0200450000300018000	Commercial	Service and Gas Station	J5
0200450000300019000	Commercial	Office Building	J2
0200450000500001000	Commercial	Drive-In Branch Bank	J2
0200451000200001001	Commercial	One Story Small Structure - Multi-Occupant	J2
0200451000200002000	Commercial	Drive-In Branch Bank	J2
0200451000200004002	Commercial	Professional Building	J2 & A1
0200451000200004006	Commercial	Automatic Car Wash	J5
0200451000200004008	Commercial	Auto Body, Tire, Other Related Auto Sales	J2
0200451000200012001	Commercial	Area Shopping Centers	J2
0200451000200012002	Commercial	Downtown Row Type (Detached)	J2
0200451000200012003	Commercial	Auto Body, Tire, Other Related Auto Sales	J2
0200451000200013000	Commercial	Commercial	J2 & A1
0200452000100011003	Commercial	Area Shopping Centers	J2 & A1
0200452000100014001	Commercial	Professional Building	J2
0200452000100014002	Commercial	Professional Building	J4
0200452000100015000	Commercial	Commercial	PRC
0200452000200038000	Industrial	Other Storage, Warehouse, Distribution Facility	A1
0200452000300044000	Commercial	Funeral Home	A1
0200477000100002003	Commercial	Area Shopping Centers	J2
0200477000100002004	Commercial	Large Retail Outlets	J2
0200479000400009000	Commercial	One Story Small Structure - Multi-Occupant	A1
0200525000100013001	Industrial	Commercial	L1
0200525000100013002	Industrial	Trucking Terminal	L1
0200545000300003000	Commercial	Commercial	A1
0200546000100021006	Commercial	One Story Small Structure	A1
0200430000300015001	Commercial	Area Shopping Centers	J2

The taxes associated with fire protection are higher than the fire protection taxes of most other Long Island communities. The high tax burden is due in part to the lack of a commercial tax base referred to above, in part to the small number of households that support the district, and in part to the exclusion of most of the more highly assessed properties of Gordon Heights. Because of the unusually high tax burden, some Gordon Heights residents are suggesting elimination of the District and its consolidation into a neighboring district. The Town has commissioned an independent study of this issue.

5.6.2 Community Center

The Town of Brookhaven owns the 1,000-square foot St. Michaels Community Center at 102 Wilson Avenue (Figure 5-8). The Center provides activities such as a summer camp for youth ages five to eleven, tutoring, access to computers, and a venue for senior activities. According to the Town's Recreation Department, the Center offers tutoring for grades K-8th, holiday and school break craft classes, senior advocacy services, billiard and air hockey games, basketball (weather permitting), defensive driving, double Dutch, summer programs, senior citizen club (Wednesday), Ping-Pong, and tai chi.

During the visioning, the community indicated that the St. Michaels Community Center is too small for all the activities it offers and the attendance it attracts. They suggested that a larger community center be included in the South Neighborhood Center as a central gathering place for the new neighborhood. Residents suggested converting the St. Michaels Community Center to a facility for children if the new center was constructed.

5.6.3 Daycare Centers and Churches

The Gordon Heights' daycare centers and churches offer many community services (Figure 2-1). As of June 2008, there were nine State-licensed daycare facilities in Gordon Heights. Most of the daycare centers are small and care for less than 20 children. There are nine parcels in use as day care centers and 13 parcels owned by the following 12 religious institutions:

- Church of God at Coram, 56 Pinegrove Avenue
- Community Baptist Church, 107 Granny Road
- Cornerstone New Covenant, 40 Central Parkway
- Faith Baptist Church, Teller Avenue
- Gordon Heights Seventh Day Adventist Church, 21 Teller Avenue
- Great Commission Baptist Church, 93 W Bartlett Road
- Harrison Hale Community Action Center, 40 Central Parkway
- Harvest Tabernacle Church-God, 56 Pinegrove Avenue

- Mission of Truth, 73 Homestead Drive
- St. Frances Cabrini Church, 134 Middle Country Road
- St. Mary AME Zion Church, 537 Granny Road
- Unity Church of Our Lord, 24 Hawkins Avenue

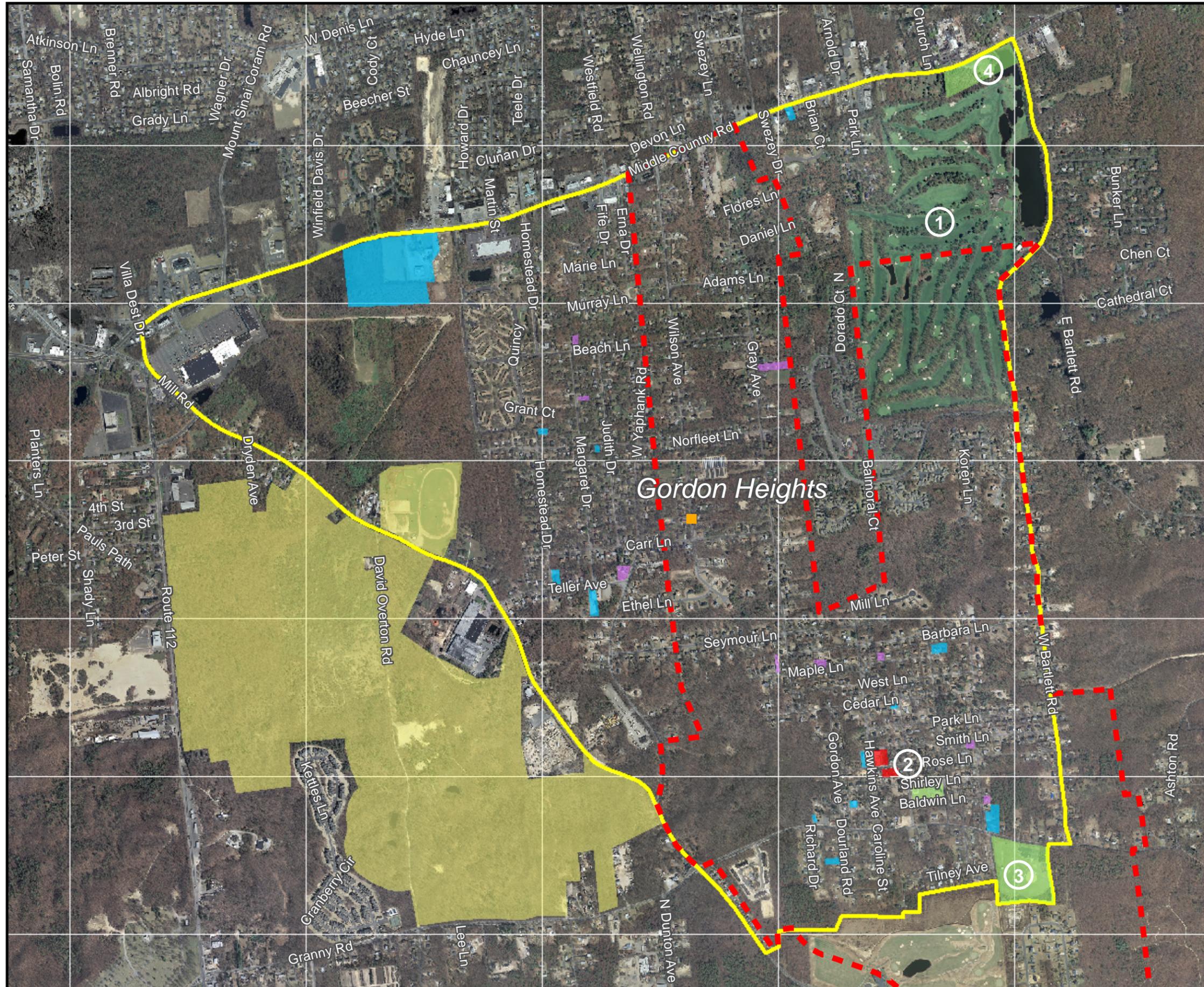
5.7 Recreational

The Spring Lake Golf Club is a 180-acre public course in the northeastern corner of the community. Gordon Heights also has three parks; Children's Park, Granny Road Park, and Bartlett's Park (Figure 5-8). Children's Park is located between Shirley and Baldwin Lanes and Central Parkway and Pine Grove Avenue. It incorporates a ball field, basketball court, and children's play equipment. Granny Road Park is located on the south side of Granny Road in the southeast corner of Gordon Heights. It offers a number of lighted ball fields as well as a lighted basketball court. Bartlett Park is located on the corner of Middle Country Road (NYS Route 25) and East Bartlett Drive. The park provides picnic accommodations as well as a playground and a pond.

The Middle Country Road Land Use Plan identified opportunities in Gordon Heights for expanding park and recreational facilities. The Plan suggested restoring the Mott House at the southeast corner of Middle Country Road and Homestead Drive to its original condition. Unfortunately, the Mott House has collapsed since the completion of the Plan. The Town will build a new building in the style of the historic 19th century structure and will use salvaged pieces from the collapsed building. The new building will serve as a center for the Greater Gordon Heights Chamber of Commerce. The Middle Country Road Land Use Plan also proposed using the remaining lands to the south and east for a public park or playground. It recommended renovation and reuse of the old police precinct building as a facility for youth programs and community meetings.

The 2009 Statewide Comprehensive Outdoor Recreation Plan (SCORP) by the New York State Parks, Recreation, and Historic Preservation Planning Bureau has guidelines for neighborhood, community, and regional parks (Table 5-5).

Based on Gordon Heights' 2007 population of 6,070, its size of approximately 1,745 acres (2.73 square miles) and the SCORP guidelines (Table 5-5), the Gordon Heights community should have approximately 12 play lots or pocket parks, three neighborhood parks, and one community park. In fact, the community is lacking the recommended number of play lots or pocket parks, but does have the appropriate number of neighborhood parks and community parks (Cathedral Pines, Overton Preserve, and others).



- St. Michael's Community Center
- Day Care Facilities
- Overton Preserve*
- Religious Use
- Fire House
- Parks

*Note: Approximate boundary.

Gordon Heights Fire District

Recreational Facilities

- ① Golf Course
- ② Shirley Lane Park
- ③ Granny Road Park
- ④ Bartlett Park

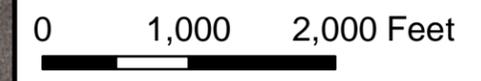


Figure 5-8
Community Services

Source: Town of Brookhaven GIS Department (tax parcels).

5.8 Vacant Land

There are many large and small tracts of vacant land in Gordon Heights (Figure 5-2). As of 2007, the Suffolk County Real Property Tax Service Agency reported 290 vacant parcels (17 percent of the total) representing 192 acres or 12 percent of Gordon Heights. A number of these parcels are located adjacent to public land, others adjoin fire damaged, or abandoned parcels and still others are next to properties in foreclosure. The Town might acquire clusters of these properties to create linkages between larger open spaces and recreational areas.

Table 5-5 - Recreational Opportunity Standards from NYS Parks 2009 SCORP

RECREATIONAL FACILITY DESIGN STANDARDS AND DEVELOPMENT GUIDELINES – OPPORTUNITY STANDARDS					
Facility Type	Service Area in sq. mi.	Approx. Size in Acres	Max. Travel Time	Means of Access	Comments
Play lot	0.2	2500 sq. ft. to 1 ac	10 min.	By foot or by bicycle	Similar to a Pocket Park but typically combined with residential development, may have some play equipment.
Pocket park	0.2	2500 sq. ft. to 1 ac	10 min.	By foot or by bicycle	Primarily passive recreation areas for office workers and shoppers
Neighborhood Park	0.8	5 to 10	20 min.	By foot or by bicycle	Should contain a balance of passive areas with landscaping, and active areas such as play fields, court games, tot lots, etc.
Community Park (serves multiple neighborhoods)	0.8 to 28	20-50	30 min.	Automobile, mass transit, bike, hiking or trail	Offers both passive and active recreational opportunities. Not intended for scheduled or organized athletic events. May include play structures, game courts and fields, swimming pools or beaches, trails, individual and group picnic areas, landscaping and gardens, and/or areas for concerts or plays. Support facilities such as parking and comfort stations would be needed.
Urban Parks (serves entire city)	28 to 50	50-150	30 min.	Automobile, mass transit, bike, hiking or trail	Extensive day use areas; may include play structures, game courts and fields, swimming pools or beaches, trails, individual and group picnic areas, landscaping and gardens, and/or areas for concerts or plays. Support facilities such as parking and comfort stations would be needed. Provides 4-season activities and may accommodate organized athletic leagues or events.
Large Regional Parks (serves a county)	50+	40+	1-2 hrs.	Automobile, charter bus, mass transit, or major trail	In addition to activities mentioned for Urban Parks, these parks may include camping, picnicking, water access and selected winter activities such as ski touring, or snowmobiling
Metro	28 to 50	25	30 min.	Limit vehicle access. Promote non-motorized modes of access.	Urban parks emphasizing special recreational cultural or historical themes and activities, day and evening operation during all seasons

5.9 Public Land

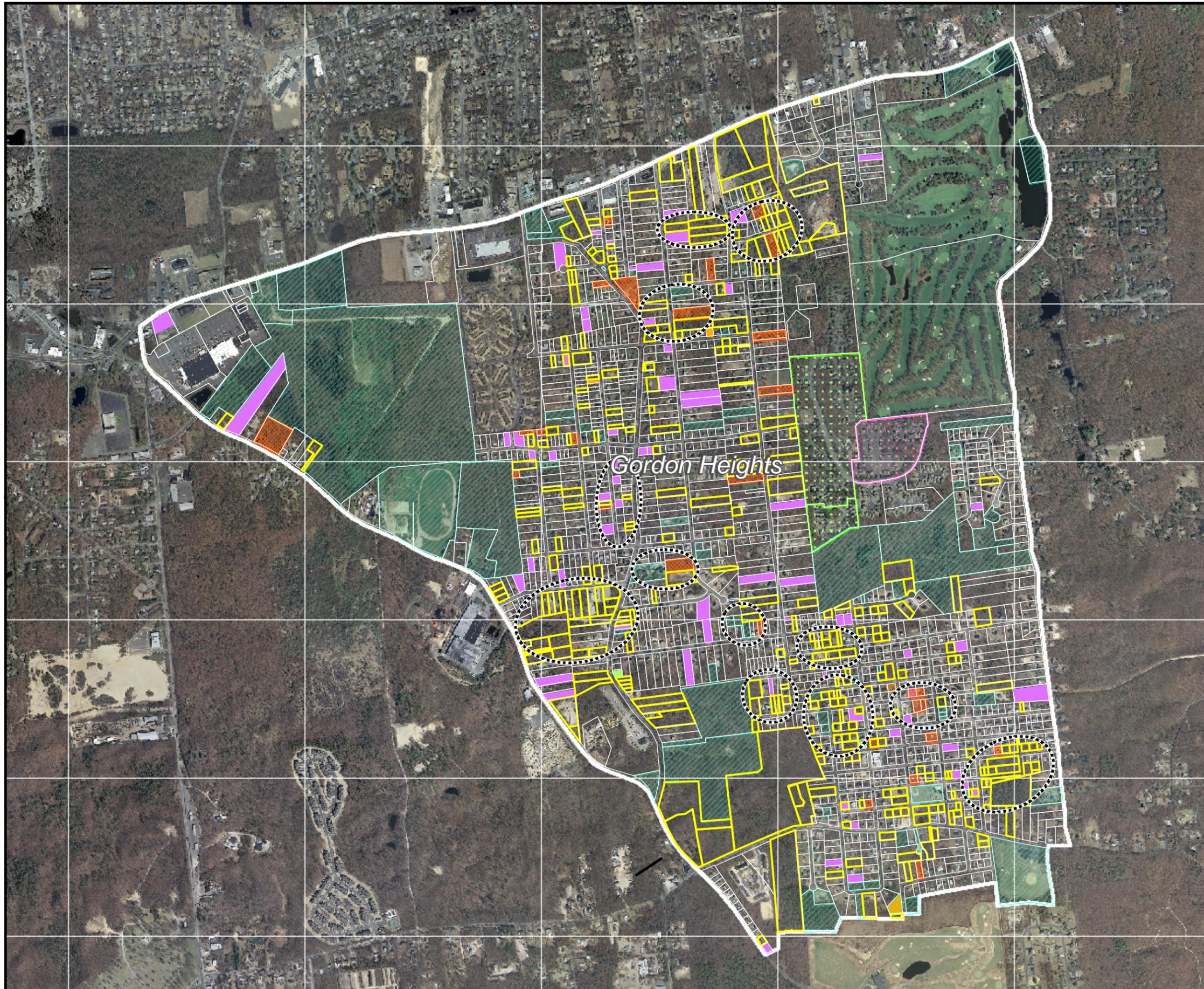
As of 2007, the Suffolk County Real Property Tax Service Agency reported 69 public-owned parcels (four percent of the total) representing 269 acres or 17 percent of Gordon Heights (Table 5-6 and Figure 5-9). Public-owned land in Gordon Heights includes the former Coram airport, which closed in 1984. It is a large County-owned parcel in the northwestern corner of Gordon Heights. Two other large parcels just south of the airport are part of the Overton Preserve. The Town owns a large parcel north of the proposed South Center and one in the middle of the community north of Mill Lane, both maintained as preserves. The Town also owns three parks in Gordon Heights (see above).

Table 5-6 - Public-Owned Land in Gordon Heights

Use	Ownership	No. Parcels	Percent	Acreage	Percent
Recreation	Town	6	8.70%	24.18	7.67%
Preservation	Town/County	16	23.19%	96.63	30.66%
Purchased Development Rights	County	1	1.45%	23.00	7.30%
Public Water Supply/Stormwater Basin	SCWA/Town	4	5.80%	15.56	4.94%
Community Services	State	1	1.45%	2.13	0.68%
Other*	Town/County	41	59.42%	153.71	48.76%
Total		69	100%	315.21	100%

*Note: Includes tax lien parcels and parcels not permanently preserved.

There are numerous smaller parcels scattered throughout the community. An examination of the location of Town-owned parcels, and vacant, foreclosed, and abandoned and fire-damaged properties indicates the presence of clusters (Figure 5-10). It may be possible to utilize these groupings to create opportunities for small new housing developments.



Property Status

-  Publicly-Owned Land
-  Abandoned & Fire-Damaged Homes
-  Vacant
-  Auction
-  Bank-Owned
-  Pre-Foreclosure
-  1 property in pre-foreclosure within condominium
-  2 properties in pre-foreclosure within condominium
-  Clusters



Figure 5-10
Publicly-Owned Vacant,
Abandoned Properties and
Properties in Foreclosure



CAMERON ENGINEERING
& ASSOCIATES, LLP

5.10 Non-Conforming Uses

Non-conforming uses occur on properties where the use was in existence prior to the enactment of the current zoning. Once the use has received a certificate of occupancy, however, the Town cannot eliminate the pre-existing uses. As long as the nonconforming use does not change, its status as a grandfathered use is protected. A property loses its non-conforming use status when it changes the nature of the use of the structure for greater than one year. According to the Town's zoning ordinance, a pre-existing, non-conforming use or building can be rebuilt. If an existing non-conforming, use ceases to operate, Town Code provides that the use can be discontinued if proper notice has been made by the Building Department. The Town can classify the situation as a 'discontinuance' and can revoke the nonconforming use status. However, the business owner must intend to abandon the use. Discontinuance due to repairs, acts of nature, government controls, foreclosure, condemnation, or injunctions is not considered an abandonment of the nonconforming use status. Thus, if the discontinuance is beyond the business owner's control, the non-conforming use is not forfeited.

There are several non-conforming uses throughout the Gordon Heights community (Table 5-7). For example, Figure 5-2 shows commercial uses on Granny Road, Gray Avenue, and Homestead Drive as well as industrial use on West Yaphank Road, all on residential zoned properties.

Table 5-7 - Non-Conforming Use Properties in Gordon Heights

TAX ID	CURRENT USE	ZONING
0200451000200004002	Commercial	J2 & A1
0200451000200013000	Commercial	J2 & A1
0200452000300044000	Commercial	A1
0200452000200038000	Industrial	A1
0200479000400009000	Commercial	A1
0200431000300010000	Commercial	J2 & A1
0200431000400008000	Commercial	J2 & A1
0200431000400009000	Commercial	J2 & A1
0200546000100021006	Commercial	A1

6 Infrastructure

6.1 Sanitary Sewer

The density of the proposed Neighborhood Centers exceeds the Article VI sanitary design flow requirements of the Suffolk County Department of Health Services (SCDHS). The County allows up to 300 gallons of on-site wastewater disposal per day per acre in Hydrogeologic Zone III, which incorporates all of Gordon Heights. The County discharge limitation represents the sewage flow from an average single-family home. As the proposed Neighborhood Centers exceed the County's disposal limitations, neither could be built without a connection to a treatment plant. Options for the provision of sanitary collection in order of priority include a) connection to nearest existing sanitary sewer district, b) connection to nearest proposed sanitary sewer district, c) construction of a private treatment plant, d) connection to an existing private treatment plant, or e) connection to a proposed private treatment plant, and f) construction of a private plant onsite. A clear recommendation cannot be made at this writing as at least two regional wastewater collection and treatment studies (see below) are pending. Each of the wastewater collection and treatment options is described below.

6.1.1 Use of Pine Barrens Credits

Suffolk County Department of Health Services Division of Environmental Quality issued Transfer of Development Rights (TDR) Standards in 1995 that guides the transfers within Hydrogeologic Zone III for single-family residential subdivisions or developments and construction projects. The Standards require a minimum lot size of 20,000 square feet or equivalent and provision of public water to the TDR receiving sites and, where necessary, to downgradient areas that might be impacted by the project. As currently proposed, none of the lots in either of the proposed Neighborhood Centers would meet the 20,000 square foot minimum lot size. However, use of Pine Barrens credits may be valuable for development of the Middle Country Road corridor (see Section 10.4 on recommendations).

6.1.2 Connection to Nearest Existing Sanitary Sewer District

The 2006 Middle Country Land Use Plan stated that, the formation of local sewer districts is being considered by the Town in order to accommodate the potential design density envisioned within the Hamlet Centers.

The Town of Brookhaven has two Town-sponsored sewer districts; District #1 was established in the 1990's to fund the construction, operation, and maintenance of the sewer system for a research park in South Setauket. District #2, formed in the 1980's, serves an industrial park known as the Brookhaven Technology Center adjacent to US Department of Energy's Brookhaven National Laboratory. Sewers were installed in the late 1980's, but no wastewater treatment plant (businesses used on-site disposal systems). Funding (\$11.7M) received in 2009 from the federal American Recovery & Reinvestment Act and from the NYS Environmental Facilities Corporation will go toward the design and construction of a treatment plant to serve this Shirley R&D subdivision. The creation of the special taxing district facilitated the financing of sewer infrastructure through both *ad valorem* taxes and flow-based sewer bills. This made it possible to bill developed properties based on their sewage flow. The special district allowed the Town to qualify for low-interest, long-term financing through the NYS Environmental Facilities Corporation revolving fund. The properties that now benefit from the improvements are paying the taxes that repay the loan.

The nearest Suffolk County sewer district is Selden Sewer District 11 (Figure 6-1), which has a number of connections from remote parts of the district. A portion of the district abuts Middle Country Road north of Gordon Heights. It may be possible for both the Westfield-Fife and South Neighborhood Centers to connect to this district if excess capacity were available at the plant. The proposed South Neighborhood Center is over approximately one and a half miles from the southern edge of Selden Sewer District 11. The Westfield-Fife Neighborhood Center is nearly adjacent to the southern edge of Selden Sewer District 11 (Figure 6-1). Suffolk County's Medford Sewer District 7 is approximately 2.5 miles south of the South Neighborhood Center. Connection to this plant would be more expensive than to the Selden District due to the distance. The Suffolk County Department of Public Works will address utilization of existing treatment plant excess capacity, potential expansion of sewer districts, and construction of addition capacity in their Countywide Sewer Study that will commence in 2010.

6.1.3 Connection to Nearest Proposed Sanitary Sewer District

Suffolk County recently issued a Request for Proposals (RFP) for a study to investigate the feasibility of sewerage a number of areas in the County. One of those areas is the Middle Island corridor. The study area, as defined in the RFP, includes only the area along Middle Country Road from Swezey Lane east (Figure 6-1). The Gordon Heights Westfield-Fife Neighborhood Center would likely be close enough to this proposed district to connect it, should the County determine that the district warrants construction.

The Town of Brookhaven recently adopted a resolution (#2009-904 on 10/27/2009) that authorizes a comprehensive sewer study to investigate sewerage needs throughout the Town. The Town will issue an RFP for the study soon. It will be important for the consultants that prepare the County and Town sewer studies to coordinate their efforts.

The 2006 *Middle Country Land Use Plan* stated: “A regional Sewage Treatment Plant for both the Coram West as well as the Coram East Centers should be considered and could be located on the northerly portion of lands of Spiegel, just south of Skips Road, adjacent to the existing LIPA properties, subject to appropriate engineering.” Both the Westfield-Fife and South Neighborhood Centers would likely be close enough to this proposed district to connect, should the Town and County determine that the district warrants construction. Such a district would be very close to the County’s existing Selden Sewer District 11, which extends north from Middle Country Road.

As the County considers consolidation of the 175 publicly and privately owned plants and expansion of others, it is unlikely that it would support the construction of a new district and plant so close to an existing one. It is possible, however, that the Selden District and its plant capacity might be expanded to accommodate the development proposed in the Middle Country Land Use Plan. If so, both the Westfield-Fife and South Neighborhood Centers may be close enough to connect. The County can explore these issues as part of the upcoming Sewer Study

6.1.4 Construction of a Private Treatment Plant

Construction of a private treatment plant to service just the South Neighborhood Center might be possible if a permit could be obtained from the Suffolk County Department of Health. However, the County and Town are unlikely to approve new treatment plants (other than small package plants) until their sewer needs studies are completed. Even then, both entities are more likely to encourage the construction or expansion of larger publically owned regional plants over multiple small, privately owned facilities.

6.1.5 Provision of a Package Plant

Developers can install commercially available wastewater treatment plants (e.g., Chromaglass Corporation’s system) in place of on-site systems. Suffolk County Department of Health Services will permit these ‘package plants’ to treat up to 15,000 gallons per day of wastewater. That volume represents the equivalent of approximately 50 single-family homes. Such a system could be installed as a first phase solution for the

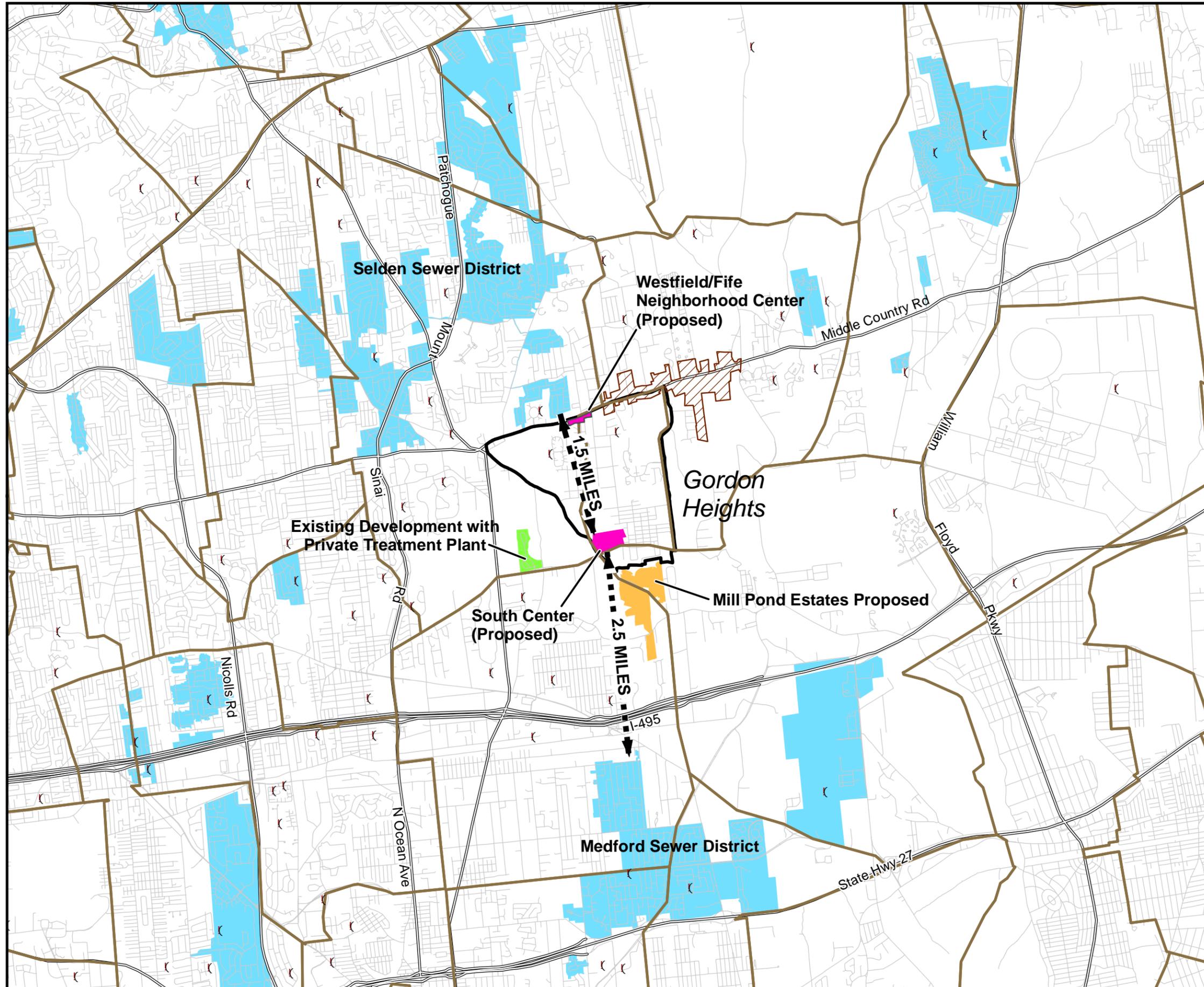
South Neighborhood Center. However, subsequent phases of the Neighborhood Center development would then require a connection to another treatment plant.

6.1.6 Connection to an Existing Private Treatment Plant

A development approximately one mile to the west of the proposed South Neighborhood Center on Granny Road has an operating treatment plant. There may be an opportunity to expand the plant at the Kettles Lane development to accommodate flow from the proposed South Neighborhood Center. The pipe connection would be less than one mile down Granny Road. It is unclear whether the entity that currently owns and operates the plant for the development would be interested in pursuing this option.

Another option is a connection to the plant operated by the Chelmsford Weald Condominiums across Granny Road from the proposed South Neighborhood Center. The 36-unit development has a package plant operating at 9,900 gpd, with an excess capacity of approximately 5,000 gpd. That excess capacity could accommodate flow from approximately 16 single-family units.

The developer of the South Neighborhood Center would enter into a contract with the owner/operator of the Chelmsford Weald Condominiums plant to utilize their excess capacity or the Kettles Lane plant to fund the its expansion and connection. The additional operating costs incurred by the private plant would be paid by South Neighborhood Center residents and businesses through a sewer connection fee. The fees would, presumably, be billed through a third party utility billing service. Such an arrangement could appeal to the owner/operator of the Kettles Lane plant as funding to offset current operating costs or to accumulate a reserve fund for future upgrades and maintenance.



Sewage Treatment Plants

Suffolk County Sewer District

Middle Island Study Area
Suffolk County Sewering Study

Gordon Heights Study Area

0 1 2 Miles

Figure 6-1 Sewering Opportunities

Source: Sewer Districts digitized from Suffolk County Department of Public Works Sewer Districts Map (2005).

6.1.7 Connection to a Proposed Private Treatment Plant

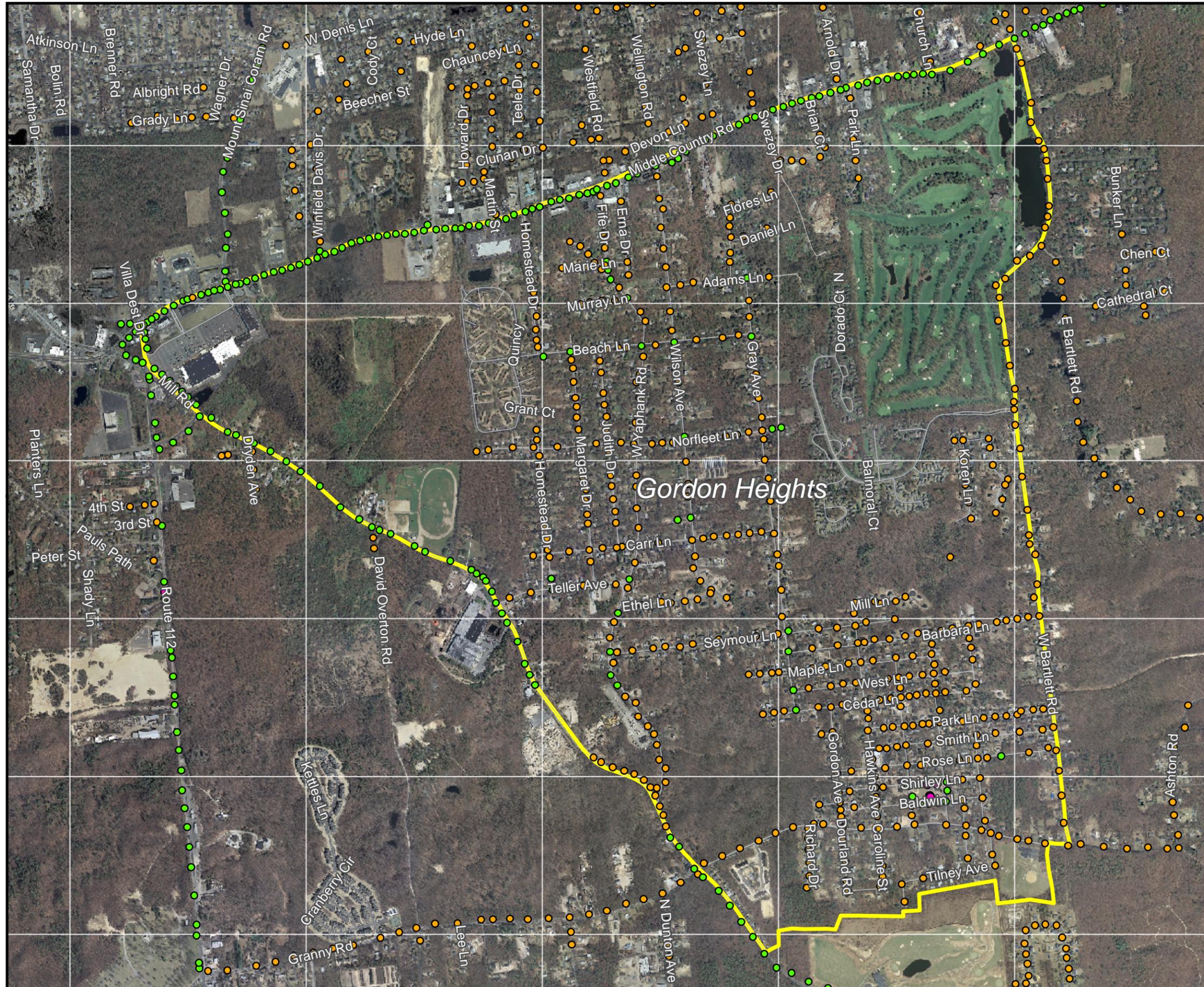
A new development (Mill Pond Estates) is proposed south of Gordon Heights off Mill Road and adjacent to the Mill Pond Golf Course. The opportunity here is similar to the Kettles Lane development option discussed above. The difference is that this development is in design and not yet constructed. Discussions of the capacity of the proposed plant could take place now that would allow for the expansion of the plant with the development of the Gordon Heights South Neighborhood Center. A connection to that plant would be less than a half mile down Mill Road.

6.2 Street Lighting

Residents of Gordon Heights expressed concerns during the visioning over the availability of and intensity of adequate street lighting for community safety. They suggested that although some lighting is non-functional or requires new lamps, requests for repair frequently go unanswered.

The Town of Brookhaven Division of Street Lighting maintains the approximately 44,000 streetlights on Town roadways as well as on all County and State Highways except Sunrise Highway and the Long Island Expressway. The Town maps streetlights with their Global Positioning System equipment and enters the data into their Street Lighting Inventory and Maintenance System (SIMS). The SIMS tracks the status of each light, its maintenance history, wattage, etc. The Division is also in the first phase of a 3-year, one million dollar project to upgrade streetlights with energy efficient lighting.

There are approximately 673 streetlights inside Gordon Heights (Figure 6-2). Most of the lights are equipped with 35-100W lamps, though many at intersections have 150-250W lamps. There are higher intensity lamps (400W) at Children's Park on Central Parkway. There appear to be few streets with no lighting and only a few with minimal lighting. If community members feel there are insufficient streetlights, they may petition the Town for new streetlights. If a majority of the residents on a particular street request streetlights, they will be installed by the Town at no additional charge to the residents.



Lamp Brightness (Wattage)

- 35W - 100W
- 150W - 250W
- 400W



Figure 6-2
Street Lighting



CAMERON ENGINEERING & ASSOCIATES, LLP

Source: Town of Brookhaven GIS Department.

6.3 Mobility

6.3.1 Hamlet Connectivity

The Town's adopted 2006 Middle Country Road Land Use Plan (LUP) proposes the development of five distinct Hamlet Centers and one Neighborhood Center along Middle Country Road (NY25) between North Ocean Avenue (CR83) to the west and William Floyd Parkway (CR46) to the east. Transition zones would connect the Hamlet Centers and would contain business and residential uses that adhere to the standards established in the Plan. These hamlets would be limited to approximately one half mile in size to facilitate pedestrian mobility.

6.3.2 Street Connectivity

Because most of Gordon Heights was built in the early to middle twentieth century, its streets are arranged in a grid pattern, which encourages greater connectivity than the more recent cul-de-sac and curvilinear street designs. However, north to south connectivity is limited between Gordon Heights' existing north central and southeast neighborhoods. None of the north-south streets connects Middle Country Road to Granny Road. Gray Lane continues as far south as Cedar Lane, which is part of the existing southern neighborhood. A turn onto Cedar Lane from Gray Lane and then onto Gordon Avenue brings the motorist to Granny Road. Fife Drive / West Yaphank Road connect to Mill Road near the proposed South Neighborhood Center.

6.3.3 Public Open Space Connectivity

Public green spaces in Gordon Heights include one north of the South Neighborhood Center, one north of Mill Lane and two parks in the southeast and northeast corners of the community (Figure 5-8). The County-owned former Coram Airport and adjacent parcels occupy a large space in the northwestern corner of Gordon Heights. The much larger Overton Preserve is across Mill Road. A number of small publicly owned parcels are scattered throughout the community. The former Coram Airport is relatively inaccessible other than from Norfleet Lane. The Town-owned parcel in the middle of the community is accessible from Mill Lane. Granny Road Park connects to other undeveloped Town-owned parcels that run west almost to Mill Road. The Overton Preserve located west of the community across Mill Road is relatively inaccessible to the residents of Gordon Heights.

6.3.4 Public Transportation

The only form of public transportation that runs through the Gordon Heights community is the Suffolk County Transit S60 bus (Figure 3-3). The bus travels south from Middle Country Road south onto West Yaphank Road, east on Seymour Lane, South on Gordon Avenue to Granny Road. The bus travels east on Granny Road, north on Hawkins Avenue, west on Seymour Lane, north on Gray Avenue back to Seymour Lane and Middle Country Road. From Gordon Heights, the bus makes stops in Lake Grove, SUNY Stony Brook, Stony Brook, Setauket, East Setauket, Port Jefferson, Terryville, and Coram. It also offers connections to other lines as well as the Long Island Rail Road. There are no bus shelters at the stops in Gordon Heights.

6.3.5 Bicycle Lanes and Sidewalks

Bicycle riding creates mobility for children and residents without personal automobiles. There are no dedicated bicycle lanes in Gordon Heights, though many of its streets are quiet and wide enough to make bicycle riding relatively safe. Bike lanes provide a protected area for bicyclists to travel instead of competing for space with automobiles. There are few sidewalks in Gordon Heights. Sidewalks allow residents to move safely around the community without competing with vehicles. They are particularly important to children, seniors, the disabled and at-home parents.

6.3.6 Traffic

The Middle Country Road Land Use Plan (LUP) incorporated an analysis of current (2005) Average Annual Daily Traffic (AADT) and future (2035) AADT conditions on NY 25. The study assumed a growth factor (buildout) of 1.5 percent per year under existing and proposed land uses to estimate AADT for 2035. The analysis for NY 25 found a significant increase in AADT from 2005 to 2035 with an aggregate AADT growth factor of 1.45 under existing land use and 1.90 under proposed land use conditions. The LUP documented a need for additional NY 25 capacity under either plan. The LUP presumably assumed no change in transportation preferences by area drivers. Three area intersections with NY25 (all outside Gordon Heights) were examined (NY112, CR83, CR21). All experienced a significant reduction in the level of service.

The State DOT scheduled improvements for after 2013 for NY25 from Mt. Sinai-Coram Road east to CR 21. The work would include capacity and safety improvements to

address long-range traffic growth. It is unclear how these plans would incorporate the Middle Country Road LUP's suggested roadway improvements discussed above.

6.3.7 Parking

On-street parking is available throughout the community. Parking currently is not a major concern, as there are few commercial areas and only one large multifamily complex (Homestead Village). The Middle Country Road Land Use Plan recommends free public parking garages or lots in the Hamlet Center. The Plan suggested making parking incentives available to developers that contribute to public parking facility construction.

6.4 Infrastructure Funding

6.4.1 NYS Infrastructure Development Demonstration Program

The New York State Housing Finance Authority (HFA) offers funding through its Infrastructure Development Demonstration Program (IDDP) for infrastructure associated with affordable housing projects. Eligible projects must have pending or approved applications for construction or rehabilitation with federal, state, or local government agencies. Applicants can be municipalities (cities, towns, villages, or counties), public benefit corporations, not-for-profit corporations, or charitable organizations that construct or rehabilitate housing.

The IDDP grants will fund up to five thousand dollars (\$5,000) of infrastructure improvements per unit of affordable housing. The program will fund the hard and soft costs associated with infrastructure improvements. A total of \$5 million is available for Fiscal Year 2008-09. At least 75 percent of the total program funding is for projects located in cities, towns, or villages having a population of 30,000 or less, which would make the program highly competitive for the Town of Brookhaven, which is far more populous.

6.4.2 Suffolk County Workforce Housing Infrastructure Program

The Suffolk County Workforce Housing Infrastructure Program makes funding available for sewage treatment plants, roads, sidewalks, curbs, parking, lighting, and other items. Approved developments can receive \$30,000-\$50,000 per affordable unit. The amount funded will increase based on the percentage of units set aside for workforce housing.

The County issues bonds to fund infrastructure improvements for qualifying workforce housing developments through its Department of Economic Development and Workforce Housing. The proposed improvements must meet the appropriate Suffolk County Department of Public Works, Department of Health Services, or Town standards. The infrastructure funding is available only for project that have a minimum of 20 percent of the development units as workforce housing. These units must remain affordable for at least 10 years.

The County typically interviews the applicant and development team and processes applications for funding on a rolling basis. The agency has a great deal of flexibility with applications, can negotiate with applicants, and recommend a different amount of funding. The program offers a preference for: a) developments with more than 20 percent workforce housing units; b) developments that stipulate that units remain affordable permanently; c) developments of ten units or more; d) developments built according to ‘green standards;’ and e) developments that meet the county's Smart Growth goals. Program applications must include a supporting letter from the supervisor or mayor of the applicable local municipality. The County encourages developers to submit a pre-funding information application to determine the appropriateness of their proposed development. Agency staff submits approved projects approved to the Suffolk County Legislature and County Executive for final approval.

Developments approved for funding require the following; 1) the County must be given title to or a permanent easement for the infrastructure, including any land necessary for access. The interest must be for at least as long as the term of the bonds issued by the County to fund the improvements. 2) The developer must agree that the improvements will be used for workforce housing purposes for at least that same period and an appropriate covenant/restriction must be placed on the property. 3) Unless the bonds are paid off in full, the workforce housing status must be maintained for the life of the bonds regardless of default by the developer on any outstanding mortgage or foreclosure on any of the developer's outstanding mortgages. Thus, lending institutions for the developers must agree to maintain the workforce housing status or agree to have the bonds paid off in the event of a foreclosure.

6.4.3 Suffolk County Save Open Space Bond Act Workforce Housing Program

Suffolk County’s Save Open Space (SOS) Bond Act seeks to preserve open space and create workforce housing. The SOS program allows the County to strip development rights from non-farmland open space purchases and direct the credits to support the

increased sewage flow for workforce housing developments. The County Department of Planning established the following criteria for the program:

- Development rights generated from this program can be used only for the development of affordable rental and ownership workforce housing to individuals.
- Only construction of homes with a maximum purchase price of \$250,000 and affordable rental units are eligible for the transfer of development rights.
- Profit realized by a for-profit developer must meet New York State Affordable Housing Corporation guidelines.
- Workforce homes created with development rights from this program must remain as workforce homes in perpetuity.
- Development rights generated by this program must not be used on properties:
 - That are on the Master List of Proposed County Open Space acquisitions,
 - That received an authorized planning steps resolution, or
 - Identified for acquisition, protection, or preservation on another state or local government approved and adopted plan or list.
- Development rights must be used intra-Ground Water Management Zone and intra-Town only. Use of development rights between Ground Water Management Zones or between Towns may require approvals of other jurisdictions and are not ‘as-of-right.’

7 Environmental Resources

7.1 Open Space

Open space includes vacant undeveloped private parcels as well as publicly owned properties (see Figure 5-2 and Figure 5-9, respectively). A description of public properties is provided in Section 5.9. The Middle Country Road Land Use Plan also included a discussion of open space. Figure 7-1 shows existing parks, open and public space in Middle Island. The map shows parcels along Middle Country Road from Wilson Avenue east to Wading River Hollow Road.

7.2 Groundwater Resources

All of Gordon Heights is in Hydrogeologic Zone III. The Town protects groundwater in this hydrogeologic zone by requiring a minimum of one acre for residential development. The Town encourages cluster development and imposes limits on clearing and fertilizer-dependent vegetation to preserve natural recharge areas and reduce leaching of contaminants to groundwater. The Town also established stricter standards for light industrial development in Hydrogeologic Zone III. The groundwater aquifer (Glacial) is many tens of feet below grade in Gordon Heights. There are, however, areas where groundwater is perched over clay lenses. This is likely the case in the northeastern corner of the community where ponds adjacent to the golf course feed the Carmans River headwaters. Some parcels inside Gordon Heights, underlain by clay lenses, have shallow groundwater and are therefore less suitable for development due to sanitary wastewater regulations.

7.3 Sensitive Environmental Resources

All of Gordon Heights is within the Long Island Pine Barrens Compatible Growth Area. The Core Preservation Area is just east of Gordon Heights off East Bartlett Road and includes some of the headwaters of the Carmans River. The Central Pine Barrens Joint Planning and Policy Commission is working on an amendment to the 1995 Plan that would change the clearing standards for Hamlet Centers. In the meanwhile, all development within the CGA would have to comply with existing clearing standards.



Figure 7-1
Existing Parks & Open Space - Middle Country Road Land Use Plan

Wetlands are present on the parcel east of the proposed Westfield-Fife Neighborhood Center on the south side of Middle Country Road. There are numerous ponds in the northeastern corner of Gordon Heights, primarily on the golf course property that ultimately feed the headwaters of the Carmans River. These ponds should receive special attention as their waters supply the sensitive ecological communities of the river and its watershed and are known Tiger Salamander breeding sites.

7.4 Overton Preserve

The 562-acre Overton Preserve is a triangular-shaped area bordered by Route 112 to the west, Granny Road to the south, and Mill Road to the north and east (Figure 5-9). The Town and County acquired the parcels inside the Preserve over many years. Three parcels within the Preserve area, totaling 49.7 acres, lie on the northeast side of Mill Road.

The Town completed the Draft Overton Preserve Land Use and Preservation Plan (LUPP) in December of 2006. The report recognized that preservation of the Preserve property is critical to offsetting the planned increase in density associated with the Middle Country Road Land Use Plan. The Preserve LUPP recommended acquisition of environmentally sensitive wetlands, open space, and the parcels that represented potential recreational opportunities. The goal of the Preserve LUPP is to balance increased development density in the proposed hamlet centers with large expanses of open space and parks. This August, the County purchased another 166 acres to add to the Preserve. According to a July 2009 report by the Pine Barrens Commission, the Overton Preserve can serve as a Compatible Growth Area (CGA) Sending Area for Pine Barrens Transferable Development Credits.

7.5 Other TDR Opportunities

The Pine Barrens Commission's July 2009 report also listed the Town's proposed Hamlet Centers and Transition Areas along Middle Country Road as special CGA areas for receiving and sending, respectively, of Pine Barrens Credits.

8 Demographics and Economics

Economics Research Associates (ERA) conducted a market opportunities analysis to project and recommend market-supportable development in the community (Appendix A). All the following information is from their report. Their analysis of residential and retail market opportunities for the Gordon Heights neighborhood included four (4) sections:

- Section 1 describes the proposed Neighborhood Centers and highlights specific tasks addressed by the market opportunities analysis.
- Section 2 evaluates the existing socio-economic conditions and projections that formed the basis of the market opportunities discussion. Topics examined included demographic trends, current area housing stock, planned developments, and demographic projections.
- Section 3 describes opportunities in local residential and retail markets. The residential section analyzed the level of demand capture necessary to support the kind of new housing proposed for the Neighborhood Centers. It also includes discussion of the development issues surrounding the live/work and other hybrid building types that the community supports. The retail section analyzes the unmet retail sales potential in the trade area and then quantifies retail development potential, estimating supportable space by retail category.
- Section 4 concludes the market opportunities analysis with a discussion of the development recommendations suggested by the analysis.

8.1 Demographics

The market opportunities analysis included four geographic levels - the Gordon Heights neighborhood; the Town of Brookhaven; Suffolk County; and Long Island. The report includes data reflecting overall trends in New York State for comparative purposes. Data was obtained from a variety of sources, including the US Census Bureau, the Suffolk County Planning Department, and ESRI, Inc. and Claritas, Inc., two respected providers of demographic data.

Because the Gordon Heights neighborhood overlaps several statistical geographies, demographic information was tabulated from nearby block groups, the smallest geographic unit at which the US Census Bureau tabulates socio-economic data. Those block groups, selected to represent the Gordon Heights neighborhood for comparative purposes, are bounded by Route 112 to the west, Middle Country Road to the north, West Bartlett Road to the east, and Granny Road to the south.

8.1.1 Population and Household Characteristics

Table 8-1 details historical population and household estimates for Gordon Heights, the Town of Brookhaven, Suffolk County, and Long Island. Some significant highlights:

- The population of Gordon Heights was approximately 6,070 in 2007. Neighborhood population grew at an annual rate of 2.4 percent between 1990 and 2000 and at 2.1 percent annually between 2000 and 2007, outpacing the rates of growth observed in the Brookhaven, Suffolk County, and Long Island populations over the same periods.
- Brookhaven was home to about 476,400 residents in 2007. The Town's population grew at an annual rate of 0.9 percent between 1990 and 2000 and again at 0.9 percent between 2000 and 2007.
- Suffolk County has a total population (2007) of about 1,483,440 residents. Population increased at an annual rate of about 0.7 percent between 1990 and 2000 and 0.6 percent between 2000 and 2007. Long Island, which is home to approximately 2,813,500 residents, grew at a more moderate pace of about 0.5 percent annually between 1990 and 2000 and .03 percent between 2000 and 2007.
- Between 2000 and 2007, Brookhaven grew faster proportionally than Suffolk County (0.8 percent) and Long Island (0.3 percent).
- Between 1990 and 2000, the neighborhood's household growth of 1.9 percent was lower than the population growth rate there, indicating family household formation. Between 2000 and 2007, annual household growth slowed to 1.7 percent.
- Between 1990 and 2000, Brookhaven's household growth of 1.3 percent exceeded the population growth rate there. More recently, annual household growth has slowed to 1.0 percent.
- Between 2000 and 2007, Suffolk County's annual household growth of 0.8 percent exceeded household growth on Long Island, which experienced roughly half the rate of growth experienced in Suffolk County.
- Average household incomes in Gordon Heights were lower than those observed in Brookhaven, Suffolk County and Long Island over all years considered. Household income growth in Gordon Heights did, however, outpace household income growth in Brookhaven, Suffolk County, and Long Island between 1990 and 2000. The rate of growth in neighborhood household income slowed between 2000 and 2007 and was outpaced by the rates of household income growth in Brookhaven, Suffolk County, and Long Island.

Table 8-1 - Demographic Data and Household Income

	1990	2000	2007	Annual Growth	
				1990-2000	2000-2007
Gordon Heights					
Population	4,145	5,263	6,068	2.4%	2.1%
Households	1,296	1,564	1,761	1.9%	1.7%
Average HH Income	\$36,935	\$54,606	\$71,915	4.0%	4.0%
Brookhaven					
Population	407,832	448,248	476,433	0.9%	0.9%
Households	129,109	146,904	157,886	1.3%	1.0%
Average HH Income	\$51,361	\$72,967	\$101,794	3.6%	4.9%
Suffolk County					
Population	1,321,330	1,419,369	1,483,438	0.7%	0.6%
Households	424,561	469,299	496,218	1.0%	0.8%
Average HH Income	\$56,991	\$79,449	\$109,421	3.4%	4.7%
Long Island					
Population	2,609,174	2,753,913	2,813,523	0.5%	0.3%
Households	856,217	916,686	941,611	0.7%	0.4%
Average HH Income	\$63,072	\$87,045	\$119,125	3.3%	4.6%

Source: U.S. Census Bureau; Claritas; ESRI; Economics Research Associates

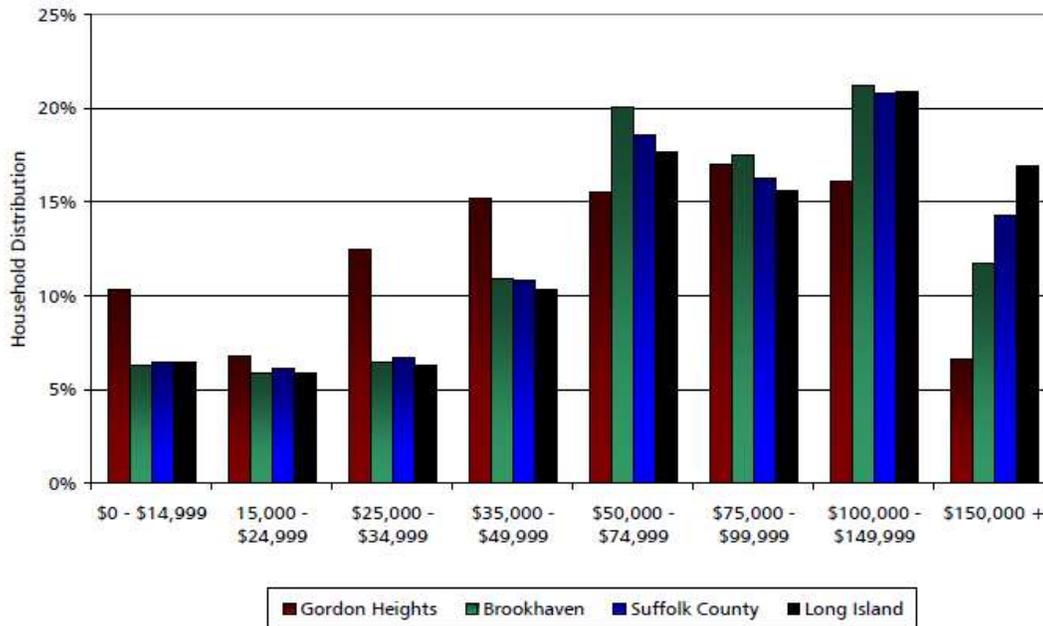
Table 8-2 illustrates the current distribution of households by income bracket in Gordon Heights. Gentrification is evident as the share of households earning more than \$75,000 per year increased from roughly 26 percent in 2000 to roughly 40 percent in 2007.

Table 8-2 - Gordon Heights Household Income Distributions, 2000-2007

Annual Household Income	2000		2007	
	Households	% of Total	Households	% of Total
\$0 - \$14,999	218	14.22%	182	10.34%
15,000 - \$24,999	202	13.18%	119	6.76%
\$25,000 - \$34,999	187	12.20%	220	12.49%
\$35,000 - \$49,999	214	13.96%	268	15.22%
\$50,000 - \$74,999	317	20.68%	273	15.50%
\$75,000 - \$99,999	232	15.13%	299	16.98%
\$100,000 - \$149,999	122	7.96%	284	16.13%
\$150,000 +	41	2.67%	116	6.59%
Total	1,533	100%	1,761	100%

Source: U.S. Census Bureau, Claritas, Economics Research Associates

According to Figure 8-1, Gordon Heights is less affluent than Brookhaven, Suffolk County, and Long Island, reflecting a higher proportion of households earning under \$50,000 per year and generally, a lower share of households earning in excess of \$50,000 per year. One exception to this comparative trend is observed in the \$75,000 to \$100,000 bracket, in which the neighborhood demonstrates a slightly higher proportion of households earning incomes falling within the bracket than the other geographies considered.



Source: Economics Research Associates

Figure 8-1 - Income Distributions – 2007

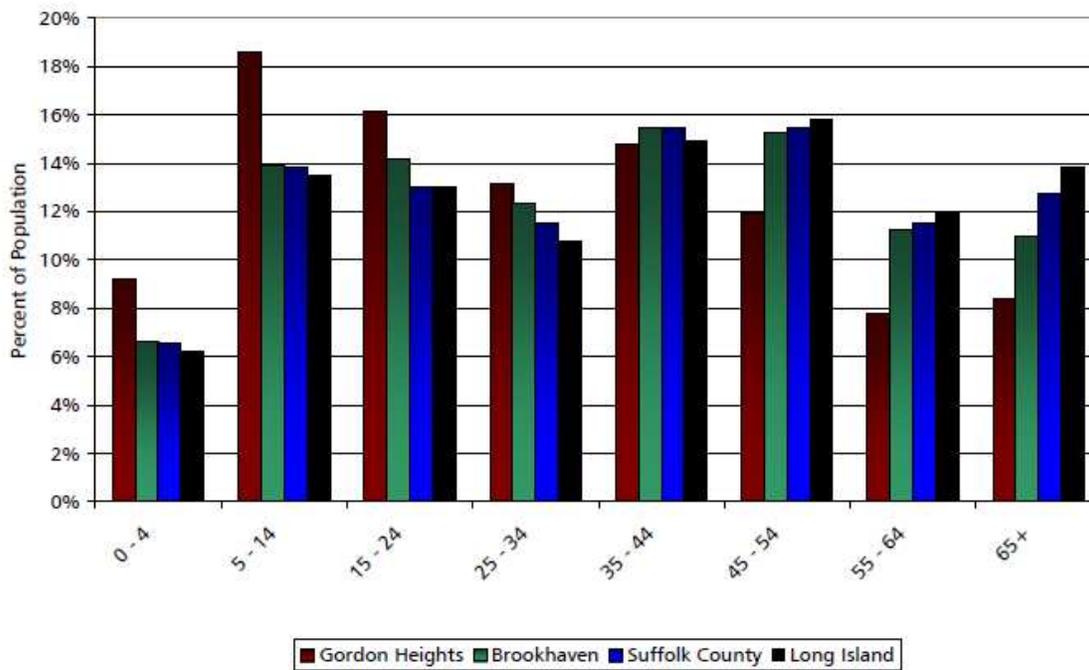
Household composition is another important consideration when examining area demographics. As shown in Table 8-3, Gordon Heights is family-oriented, with roughly 75 percent of all households organized as family households. In 2000, the neighborhood exhibited a far higher distribution of single parent households and a lower distribution of married-couple households without kids relative to other geographies.

Table 8-3 - Household Composition - 2000

Location	Non-Family Households	Family Households			
		Married Couple Households without Kids	Married Couple Households with Kids	Single Parent Households	Other Family Households
Gordon Heights	25.3%	15.4%	23.1%	28.5%	7.7%
Brookhaven	23.1%	30.4%	31.9%	7.0%	7.6%
Suffolk County	23.2%	31.6%	30.5%	6.5%	8.2%
Long Island	22.8%	32.3%	30.2%	6.0%	8.7%

Source: US Census Bureau; Economics Research Associates

Figure 8-2 presents the current age distribution of the population in Gordon Heights, Brookhaven, Suffolk County, and Long Island. Gordon Heights is proportionally younger relative to the other geographies, with over 57 percent of the neighborhood population aged less than 35 years old, as compared to 47 percent, 45 percent, and 43 percent of the Town, County, and Long Island populations, respectively. Gordon Heights also has a lower share of residents aged 55 and over relative to the other geographies.



Source: Economics Research Associates

Figure 8-2 - Age Distributions – 2007

8.1.2 Educational Attainment

Gordon Heights exhibits low educational attainment relative to the other geographies considered in this analysis (Table 8-4). About 74 percent of the Gordon Heights population age 25 and older has finished high school, versus roughly 87 percent in Brookhaven, 86 percent in Suffolk County, and 79 percent in New York State. With regard to professional degrees, the Gordon Heights neighborhood exhibits lower educational attainment rates as compared to the other geographies, as only about 5.5 percent of the neighborhood’s population age 25 and older has finished a master’s degree, versus nearly 11, 12, and 12 percent in Brookhaven, Suffolk County, and New York State, respectively.

Table 8-4 - Educational Attainment - 2000

Location	Doctorate	Professional Degree or Higher	Master's Degree or Higher	Bachelor's Degree or Higher	Associate's Degree or Higher	High School Graduate or Higher	No High School Diploma
Gordon Heights	0.2%	1.0%	5.5%	16.8%	20.7%	74.2%	25.8%
Brookhaven	1.2%	3.3%	11.2%	24.6%	33.1%	86.9%	13.1%
Suffolk County	0.9%	3.4%	11.8%	27.5%	35.4%	86.2%	13.8%
New York State	1.1%	3.8%	11.8%	27.4%	34.5%	79.1%	20.9%

Source: US Census Bureau; Economics Research Associates

8.1.3 Short Term Growth Projections

The ERA report relied on Claritas and ESRI, two well-regarded national data providers, to provide socio-economic and demographic projections. The Claritas and ESRI projections use historical demographic trends to project conditions in the year 2012. Due to the historical basis of the projections, the Claritas and ESRI projections reflect a continuation of recent population growth trends, household growth trends, and demographic patterns into the future. The projections provide a baseline estimate of future conditions (i.e., the projections do not anticipate development patterns that differ from historical trends).

Table 8-5 depicts population and household projections for Gordon Heights, Brookhaven, Suffolk County, and Long Island to 2012. Population and household growth in all four geographies is expected to slow between 2007 and 2012. Average household income growth in Gordon Heights is expected to grow more slowly at 4.1 percent annually than household incomes in Brookhaven (4.6 percent annually), Suffolk County (4.6 percent annually), and Long Island (4.5 percent annually) by 2012.

Gentrification in Gordon Heights is anticipated by 2012 as nearly 48 percent of households are anticipated to earn over \$75,000 per year, as compared to approximately 40 percent in 2007 (Table 8-6). Strong growth is expected in high-income bracket households earning over \$100,000 per year, where the share of households is expected to increase from fewer than 23 percent in 2007 to nearly 35 percent in 2012

Table 8-5 - Demographic Projections, 2007-2012

	2000	2007	2012	Annual Growth	
				2000-2007	2007-2012
Gordon Heights					
Population	5,263	6,068	6,498	2.1%	1.4%
Households	1,564	1,761	1,876	1.7%	1.3%
Average HH Income	\$54,606	\$71,915	\$87,943	4.0%	4.1%
Brookhaven					
Population	448,248	476,433	491,804	0.9%	0.6%
Households	146,904	157,886	163,812	1.0%	0.7%
Average HH Income	\$72,967	\$101,794	\$127,428	4.9%	4.6%
Suffolk County					
Population	1,419,369	1,483,438	1,516,029	0.6%	0.4%
Households	469,299	496,218	509,647	0.8%	0.5%
Average HH Income	\$79,449	\$109,421	\$136,870	4.7%	4.6%
Long Island					
Population	2,753,913	2,813,523	2,835,177	0.3%	0.2%
Households	916,686	941,611	950,993	0.4%	0.2%
Average HH Income	\$87,045	\$119,125	\$148,597	4.6%	4.5%

Source: U.S. Census Bureau; Claritas; ESRI; Economics Research Associates

Table 8-6 - Gordon Heights Household Income Distribution, 2007-2012

Household Income	2007		2012	
	Households	% of Total	Households	% of Total
\$0 - \$14,999	182	10.34%	157	8.37%
15,000 - \$24,999	119	6.76%	114	6.08%
\$25,000 - \$34,999	220	12.49%	129	6.88%
\$35,000 - \$49,999	268	15.22%	260	13.86%
\$50,000 - \$74,999	273	15.50%	323	17.22%
\$75,000 - \$99,999	299	16.98%	238	12.69%
\$100,000 - \$149,999	284	16.13%	405	21.59%
\$150,000 +	116	6.59%	250	13.33%
Total	1,761	100%	1,876	100%

Source: U.S. Census Bureau, Claritas, Economics Research Associates

The age distribution of Gordon Heights residents is expected to remain relatively stable to 2012 (Table 8-7). While age brackets representing working-age adults between the ages of 25 and 54 and seniors age 55 and over are anticipated to experience a slight increase in share of the Gordon Heights population, the share of the Gordon Heights population under age 25 will decline slightly. In total, working-age adults are expected to comprise 40.5 percent of the Gordon Heights neighborhood population by 2012.

Table 8-7 - Gordon Heights Projected Age Distribution, 2012

Age Group	2007		2012	
	Population	% of Total	Population	% of Total
0-4	558	9.20%	628	9.66%
5-14	1,128	18.59%	1,099	16.91%
15-24	981	16.17%	1,050	16.16%
25-34	797	13.13%	965	14.85%
35-44	896	14.77%	785	12.08%
45-54	726	11.96%	882	13.57%
55-64	471	7.76%	558	8.59%
65+	511	8.42%	531	8.17%
Total	6,068	100%	6,498	100%

Source: US Census Bureau; Claritas; Economics Research Associates

8.2 Existing and Projected Housing Stock

The Gordon Heights neighborhood housing stock is comprised over 1,880 housing units. In total, there are over 168,000 housing units in the Town of Brookhaven, accounting for over 30 percent of the 547,380 housing units in Suffolk County. As shown in Table 8-8 the annual growth rate in the number of housing units in Gordon Heights outpaced the growth rates in Brookhaven and Suffolk County housing units between 1990 and 2007. Proportionally, housing unit growth in Gordon Heights is also projected to outpace Brookhaven and Suffolk County housing growth between 2007 and 2012 as ESRI projects that the neighborhood will add approximately 1.2 percent of existing housing units annually. Brookhaven and Suffolk County, in comparison, are projected to add only 1.0 percent and 0.7 percent of existing housing units annually to 2012, respectively. In total, roughly 120 new housing units are expected to be built within the neighborhood and over 8,600 new housing units are expected to be built within Brookhaven by 2012.

Table 8-8 - Existing and Projected Housing Stock, Brookhaven, and Suffolk County

Location	1990	2000	2007	2012	Growth 1990-2007		Growth 2007-2012	
					Total	Annual	Total	Annual
Gordon Heights	1,447	1,691	1,888	2,007	30.5%	1.6%	6.3%	1.2%
Brookhaven	140,722	155,506	168,045	176,686	19.4%	1.0%	5.1%	1.0%
Suffolk County	481,286	522,323	547,377	565,615	13.7%	0.8%	3.3%	0.7%

Source: US Census Bureau; ESRI; Economics Research Associates

Table 8-9 breaks down the area housing stock, expressing proportions of owner- and renter-occupied units and vacant dwellings. Gordon Heights has a lower proportion of owner-occupied households, 55 percent, as compared to Brookhaven and Suffolk County, which demonstrate approximately 75 percent homeownership. The neighborhood also demonstrates a much higher share of renter-occupied units than the Town and County.

Table 8-9 - Brookhaven Housing Stock Detail, 2007

	Total Units	Owner-Occupied	Renter-Occupied	Vacant Units*
Gordon Heights	1,888	55.14%	38.14%	6.73%
Brookhaven	168,045	77.19%	17.89%	4.92%
Suffolk County	547,377	74.08%	16.59%	9.33%

Source: US Census Bureau; ESRI; Economics Research Associates - *Vacant Units include second homes.

In addition to households anticipated by ESRI and Claritas, there are several residential projects in the Brookhaven development pipeline. Those relevant to the discussion of market

opportunities in Gordon Heights are presented in Table 8-10. As shown, there approximately 785 units housing planned or under construction, but not yet open for sales or leasing proximate to Gordon Heights.

Table 8-10 - Planned Development Projects Proximate to Gordon Heights

Community	Property Type	Location	Number of Units
Mill Pond Estates	Retirement Community	Yaphank	280
Mews at Charles Pond	Rental Apartments	Coram	200
Overton Estates	Single Family	Coram	114
Fairfield @ Coram	Rental Apartments	Coram	80
Medford Gardens	Single Family	Medford	59
Middle Island Country Club Estates	Single Family	Middle Island	35
Garden Lane Associates Subdivision	Single Family	Yaphank	17
Total:			785

Source: Brookhaven Planning Department; Economics Research Associates

8.3 Market Opportunities Analysis

The market opportunities analysis was undertaken to analyze the residential and retail development potential of the Gordon Heights community. Results are reported below.

8.3.1 Residential Market Demand Analysis

The residential market opportunities analysis proceeds by quantifying demand for new housing in Gordon Heights and by investigating development trends and challenges associated with live/work space, a unit type that will compliment community goals. In order to substantiate demand for new housing in Gordon Heights, an income qualification analyses was conducted to translate projected household growth by income bracket in Gordon Heights and its surroundings into an estimate of future demand for housing constructed in the neighborhood. The analysis relied on the following methodology:

- Definition of a reasonable draw area from which newly created households looking to locate in the area might choose to live in housing constructed in Gordon Heights.
- Use of ESRI data, estimate projected growth in households by household income bracket from 2007 to 2012.
- Determination of the annual income needed to rent a market-rate apartment in the area and consider those households earning incomes sufficient to spend 30 percent or less of their gross annual income on new rental housing as the potential renter pool.
- Determination of the annual income needed to purchase an area home and consider those new households earning over the threshold income as potential purchasers.
- Quantification of capture rate expectations to arrive at an estimate of target households that will be “in the market” for new rental and for-sale product in 2012.

Gordon Heights Draw Area

Because of significant disparities in household income potential characterizing Gordon Heights and other communities in the adjacent zip codes of Coram, Middle Island, Selden, and Yaphank, the report considers Gordon Heights and only those immediately adjacent census tracts to constitute the primary area from which target buyers for new housing in the neighborhood would be drawn. Specifically, the report analyzed potential demand from two geographies, the first being the Gordon Heights neighborhood as previously defined for the purposes of demographic comparison, and the second being all census tracts bounded roughly by Route 83 to the west, Route 25 to the north, the westernmost extent of Longwood Road to the east, and Horseblock Road and Long Island Avenue to the south¹.

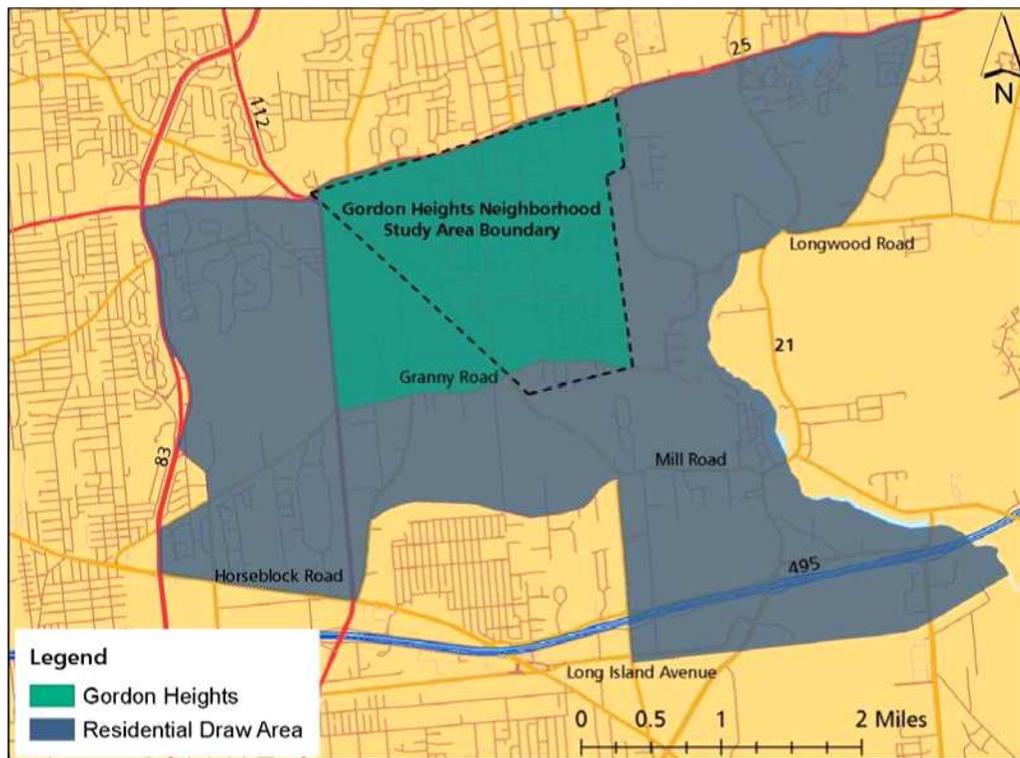


Figure 8-3 - Residential Draw Areas

Source: ESRI; Economics Research Associates

¹ Census tracts are one of the smallest geographical units for which the US Census Bureau and national data providers collect socio-economic data and afford sufficient detail for the purpose of the Gordon Heights retail market analysis

Projected Household Growth by Household Income Bracket

As noted previously, the Gordon Heights neighborhood is anticipated to add approximately 115 new households by 2012. The larger draw area is anticipated to add roughly 450 households over the same period. Table 8-11 presents the change in number of households by income bracket projected for both geographies. It should be noted that figures reported for the residential draw area are inclusive of the Gordon Heights neighborhood. In both geographies, strong proportional growth is anticipated in the share of households earning over \$100,000 annually.

Annual Income Needed To Purchase an Area Home or Rent an Area Apartment and Qualified Households "In the Market" for Both Rental and For-Sale Housing

To quantify housing demand, one must consider minimum housing costs necessary to afford new rental or for-sale product brought to the local market. Because rental product is traditionally the most affordable new product available in any real estate market, housing costs were investigated at a competitive new apartment complex proximate to Gordon Heights to arrive at an inclusive estimate of total housing demand. That property, the soon-to-be-completed Avalon Charles Pond by Avalon Bay Communities, is currently marketing its most affordable one-bedroom apartment for lease at \$1,470 per month.

Table 8-11 - Growth in Households by Income Bracket, 2007-2012

Income Bracket	Gordon Heights		Residential Draw Area	
	Growth in HH's	Percent Growth	Growth in HH's	Percent Growth
\$0-\$14,999	-25	-14%	-62	-15%
\$15,000-\$24,999	-5	-4%	-90	-21%
\$25,000-\$34,999	-91	-41%	-237	-34%
\$35,000-\$49,999	-8	-3%	-166	-16%
\$50,000-\$74,999	50	18%	40	3%
\$75,000-\$99,999	-61	-20%	-110	-9%
\$100,000-\$149,999	121	43%	433	34%
\$150,000-\$199,999	85	113%	219	35%
\$200,000-\$249,999	27	108%	317	262%
\$250,000-\$499,999	18	164%	78	86%
\$500,000+	4	80%	28	156%
Total	115		450	

Source: ESRI; Economics Research Associates

Relying on the rule of thumb that no more than 30 percent of a household's gross annual income be spent on housing, one must consider the annual income necessary to rent such an apartment to be roughly \$58,800. However, in order to allow for the use of data provided in fixed income brackets by ESRI and to account for the possibility that more affordable rental product might be constructed in Gordon Heights, the \$58,800 income threshold must be adjusted downward and one must consider the income threshold qualifying those "in the market" for new housing to be a household income of at least \$50,000 annually.

Table 8-12 presents the cumulative growth observed in households earning over \$50,000 from 2007 to 2012, reflecting a growth of over 1,000 income-qualified households.

Table 8-12 - Growth in Income Qualified Renter and Buyer Households, 2007-2012

Geography	Income Qualified HH's		Growth
	2007	2012	Qualified HHs, 2007-2012 ¹
Gordon Heights	972	1,216	244
Residential Draw Area	4,972	5,977	761
Total:			1,005

Source: ESRI; Economics Research Associates

¹Total growth is equivalent to cumulative growth observed in the Larger Draw Area.

Buyer Household Qualification

The report qualifies target buyer households using conventional home purchase assumptions; that is, it was assumed that home purchases will involve a 20 percent down payment, a 30 year self-amortizing mortgage, and in the current conservative lending environment, a 6.5 percent interest rate. Using these assumptions in concert with the 30 percent threshold housing cost allocation, the threshold annual income that an area household need earn in order to purchase a \$350,000 home (the median home sale price reported for Coram by Trulia.com) is roughly \$70,790. In order to use data reported by ESRI in defined income brackets, the minimum household income necessary to purchase a home is considered \$75,000 per year.

To avoid overlap in reporting demand for different product types, one must consider those households falling within the \$50,000 to \$75,000 annual household income bracket to be "in the market" for new rental housing and those households earning in excess of \$75,000 to be "in the market" for new for-sale housing. Based on these parameters and household income bracket growth observed between 2007 and 2012, roughly 40 households from the Larger Draw Area will be "in the market" for new rental housing by 2012 and the remaining 965 new households will be "in the market" for for-sale housing.

This qualification represents an allocation of approximately 5 percent of target households to rental demand and roughly 95 percent of target households to for-sale demand. The ultimate building program chosen for the neighborhood center development need not reflect this share of demand however, as many households considered under this analysis to be part of the for-sale target buyer group may be renters by choice.

Capture of Target Households

The study applied capture rates to estimate the share of total demand that might be captured by housing projects developed in connection with the Gordon Heights neighborhood centers proposal. A capture rate of between 20 and 30 percent was used for new households “in the market” for new housing from the immediate Gordon Heights neighborhood. A lower capture rate of five to ten (5-10) percent was used for new households “in the market” for new housing from the residential draw area. Based on these capture rates, the study estimated that these new households would demand between 87 and 149 new housing units in Gordon Heights by 2012. Table 8-13 presents the data for a supportable capture range.

Table 8-13 - Capture of Projected New Housing Demand: Gordon Heights 2007-2012

Geography	Income Qualified HH's		Growth	Capture of Growth	
	2007	2012	Qualified HH's 2007-2012	Conservative	Optimistic
Gordon Heights	972	1,216	244	20% 49	30% 73
<u>Larger Area</u>	4,972	5,977	<u>761</u>	<u>38</u>	<u>76</u>
Total:			1,005	87	149

Source: ESRI; Economics Research Associates

This range of between approximately 90 and 150 new housing units represents a market-driven supportable capture estimate that might be reflected by housing proposals in the ultimate neighborhood centers program. The report emphasizes, however, that the distribution of 95 percent of demand for these new units being demand for for-sale product resulted from the study’s income qualification parameters and need not apply to the final building program. In fact, when capture rates are applied solely to the 50 new households that will be qualified as renter households within Gordon Heights by 2012, the number of potential renter households jumps to between 10 to 15 households, or roughly 10 percent of total demand expressed under both the conservative and optimistic demand scenarios. This revised capture scenario is presented in Table 8-14 below.

Table 8-14 - Breakdown of Capture of Qualified Renter and Buyer Households by 2012

Geography	Growth in Qualified HHS 2007-2012		Conservative Demand Capture Scenario		Optimistic Demand Capture Scenario	
	Renters	Buyers	Renters	Buyers	Renters	Buyers
Gordon Heights	50	194	20%	20%	30%	30%
			5%	5%	10%	10%
<u>Residential Draw Area</u>	<u>0</u>	<u>761</u>	<u>0</u>	<u>38</u>	<u>0</u>	<u>76</u>
Total:	50	955	10	77	15	134

Source: ESRI; Economics Research Associates

8.3.2 Residential Product Types

In defining their community vision, Gordon Heights residents expressed interest in several forms of new housing, including detached single-family homes, townhouses, granny flats, and live/work units. Development of these housing types will achieve dual goals of expanding housing options and providing additional commercial space. In support of this vision, an investigation was conducted into the potential for each unit type to accommodate different demographic segments and evaluated design trends and development feasibility considerations relevant to realizing live/work space, a hybrid building type that has yet to be tested in the Brookhaven market:

Single-Family Detached Housing

Most appropriate for traditional family households, developing detached single-family housing will accommodate both entry-level and move-up buyers who desire a private yard and enough storage space to house their belongings.

Townhouses

With potential to be developed as either rental or for-sale housing, townhouses can accommodate young renters and first-time buyers, single-parent households, and move-down buyers including elderly citizens who no longer wish to shoulder the property maintenance responsibilities characteristic of owning a single-family home.

Granny Flats

Developing granny flats will increase affordable housing options for potential renters including first-time renters, single-parent families, and elderly residents. This product

type will likely be instrumental for retaining young residents who are increasingly leaving the neighborhood in favor of areas offering more diverse housing options.

Live/Work Units

Live/work units, which combine residences and commercial space in the same structure or on the same property, will offer community entrepreneurs, currently operating their businesses out of non-conforming spaces, the opportunity to own affordable residential and commercial space from which they can legally run their operations. Because of the low overhead realized by businesses operating out of this type of space, live/work space also presents opportunities for incubating fledging enterprises and new concepts entering the community. However, given that live/work units are untested in the Brookhaven marketplace, efforts to develop live/work units will be challenging. To evaluate these challenges one must examine potential design alternatives, live/work space programming trends, and development feasibility concerns characterizing the potential for developing live/work space in Brookhaven's current market and regulatory environment.

8.4 Retail Market

8.4.1 Overview

In order to determine the potential for additional retail development in Gordon Heights, the demand for goods and services from residents within a reasonable distance of the community was estimated. The retail market demand analysis compares household expenditure potential with existing retail sales within a defined trade area to assess the unmet demand for new retail stores. The trade area comprises the core group of consumers that will generate demand for goods at the proposed neighborhood center sites, and the extent of the trade area is based on the amount of time consumers are willing to travel for specific retail offerings. The trade area was defined as all lands in census tracts bounded roughly by Route 83 to the west, Route 25 to the north, the westernmost extent of Longwood Road to the east, and Horseblock Road and Long Island Avenue to the south. Figure 8-4 depicts the Gordon Heights retail trade area.

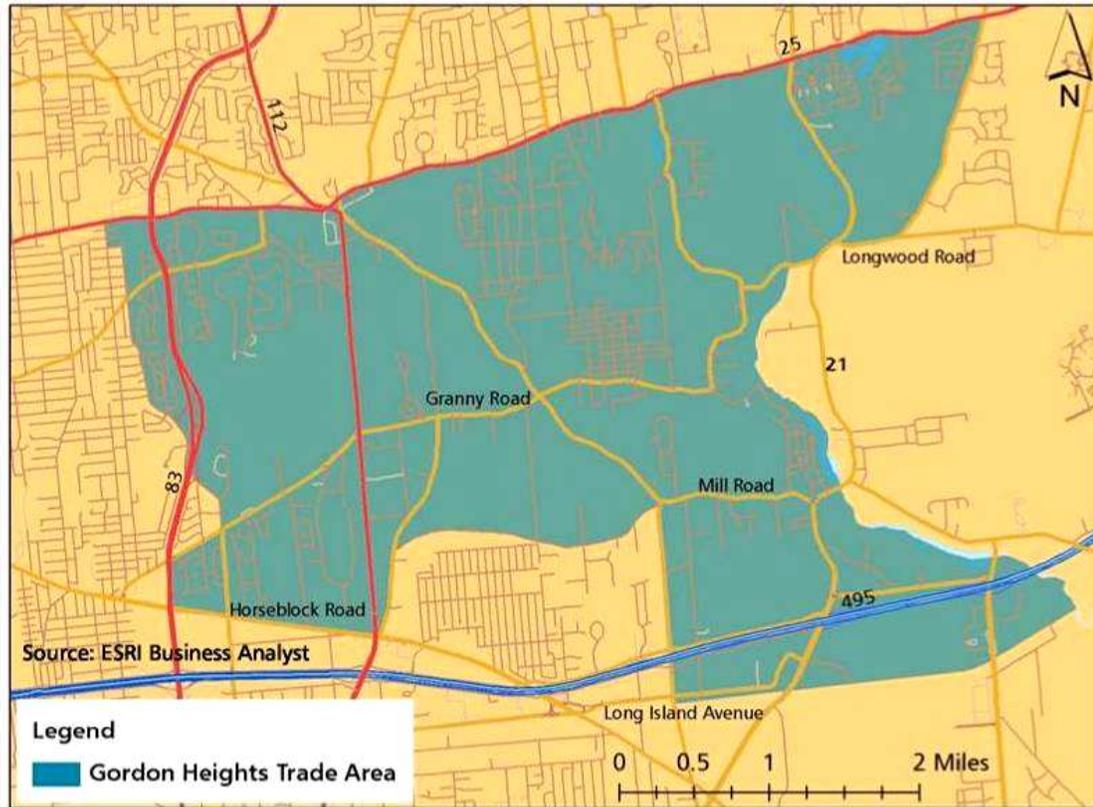


Figure 8-4 - Gordon Heights Retail Market Trade Area

Source: Economics Research Associates

8.4.2 Retail Market Demand

Resident market demand is determined by area demographics and factors in expenditure levels from existing households within the trade area, as well as potential expenditures from additional households anticipated within the trade area by 2012. Table 8-15 and Table 8-16 depict current trade area demographics, demographic projections to 2012, and household expenditures observed from existing households within the trade area in 2007.

Table 8-15 - Trade Area Demographics

Geography	2000	2007	2012	Annualized Growth	
				2000-2007	2007-2012
Gordon Heights Trade Area	19,570	22,006	23,413	1.7%	1.2%
Population Households	7,341	8,100	8,571	1.4%	1.1%

Source: ESRI; Economics Research Associates

Table 8-16 - Household Expenditure Potential within the Trade Area, 2007

Retail Category	Household Expenditure Potential	
	Average	Aggregate
Food and Beverage Stores	\$ 5,737	\$ 45,883,765
Health and Personal Care Stores	2,121	16,964,597
Miscellaneous Store Retailers	1,212	9,694,782
Furniture and Home Furnishings Stores	1,231	9,848,561
Electronics and Appliance Stores	1,120	8,960,555
Building Material, Garden Equip Stores	5,269	42,144,261
Clothing and Clothing Accessories Stores	2,415	19,316,765
Sporting Goods, Hobby, Book, Music Stores	853	6,819,461
General Merchandise Stores	5,804	46,422,158
<u>Foodservice and Drinking Places</u>	<u>4,720</u>	<u>37,753,436</u>
Trade Area Total	\$ 30,484	\$ 243,808,341

Source: Claritas; Economics Research Associates

8.4.3 Current Retail Sales

In order to determine market potential for new retail space, the retail demand model assesses current retail sales in the trade area based on 2007 data from Claritas, Inc.

Table 8-17 presents 2007 retail sales generated by shops and services in the trade area. As shown, annual retail sales within the trade area total about \$204,244,000 each year.

Table 8-17 - Estimated Retail Sales, 2007

Retail Category	Retail Sales 2007
Food and Beverage Stores	\$11,240,330
Health and Personal Care Stores	\$28,086,836
Miscellaneous Store Retailers	\$4,349,637
Furniture and Home Furnishings Stores	\$7,323,363
Electronics and Appliance Stores	\$6,120,106
Building Material, Garden Equip Stores	\$77,378,829
Clothing and Clothing Accessories Stores	\$2,632,022
Sporting Goods, Hobby, Book, Music Stores	\$4,467,646
General Merchandise Stores	\$45,291,094
Foodservice and Drinking Places	\$17,354,620
Trade Area Total:	\$204,244,483

Source: Claritas; Economics Research Associates

8.4.4 Planned Housing Units

As noted above, 785 housing units are planned within the Gordon Heights trade area in addition to new households anticipated by national data providers. These new households comprise another source of expenditure potential to be considered in estimating supportable retail space by 2012.

8.4.5 Retail Sales Leakage

In order to determine the amount of unmet spending potential in the trade area, household expenditure potential in 2012 was compared to existing sales within each retail category. The difference between expenditure potential and current sales (when expenditure potential exceeds current sales) represents the sales leakage that is being spent elsewhere but could potentially be captured by new and/or existing retailers, assuming no change in current spending levels. Table 8-18 presents the projected retail leakage from the trade area by 2012, demonstrating total unmet expenditure potential of approximately \$111,739,000 by 2012.

Table 8-18 - Unmet Expenditure Potential by 2012 (2007\$)

Retail Category	Aggregate		Unmet Expenditure Potential (c) = (a) - (b)
	Expenditure Potential (a)	Current Retail Sales (b)	
Food and Beverage Stores	\$52,297,625	\$11,240,330	\$41,057,295
Health and Personal Care Stores	\$19,335,992	\$28,086,836	-
Miscellaneous Store Retailers	\$11,049,967	\$4,349,637	\$6,700,330
Furniture and Home Furnishings Stores	\$11,225,242	\$7,323,363	\$3,901,879
Electronics and Appliance Stores	\$10,213,106	\$6,120,106	\$4,093,000
Building Material, Garden Equip Stores	\$48,035,394	\$77,378,829	-
Clothing and Clothing Accessories Stores	\$22,016,958	\$2,632,022	\$19,384,936
Sporting Goods, Hobby, Book, Music Stores	\$7,772,719	\$4,467,646	\$3,305,073
General Merchandise Stores	\$52,911,277	\$45,291,094	\$7,620,183
Foodservice and Drinking Places	\$43,030,798	\$17,354,620	\$25,676,178
Trade Area Total	\$277,889,077	\$204,244,483	\$111,738,872

Source: Claritas; Economics Research Associates

8.4.6 Sales Productivity

Sales data regarding productivity per square foot was used, by retail category, to convert unmet spending potential to supportable square feet of retail space. The analysis relied on industry standards published in the Urban Land Institute's Dollars & Cents of Shopping Centers 2006, adjusted for inflation to 2007 dollars. The midpoint estimates used to calculate unmet demand for retail space are presented in Table 8-19.

Table 8-19 - Sales Productivity (Annual Sales per Square Foot, 2007\$)

Retail Category	US Median	Midpoint	Upper Decile
Furniture and Home Furnishings Stores	\$230	\$330	\$430
Electronics and Appliance Stores	\$320	\$460	\$600
Building Material, Garden Equip Stores	\$310	\$450	\$590
Food and Beverage Stores	\$360	\$520	\$680
Health and Personal Care Stores	\$440	\$630	\$820
Clothing and Clothing Accessories Stores	\$310	\$450	\$580
Sporting Goods, Hobby, Musical Instrument Stores	\$220	\$320	\$420
General Merchandise Stores	\$160	\$230	\$300
Miscellaneous Store Retailers	\$210	\$300	\$390
Foodservice and Drinking Places	\$420	\$600	\$790

Source: Urban Land Institute; Economics Research Associates

8.4.7 Estimate of Unmet Demand for Retail Space

Table 8-20 presents the estimate of unmet potential for new retail space in the trade area. Retail categories demonstrating significant spending leakage by 2012 include Food and Beverage Stores (roughly \$41,057,000 in unmet potential), Foodservice and Drinking Places (approximately \$25,676,000), and Clothing and Clothing Accessory Stores (roughly \$19,385,000). Overall, projected sales leakage across all retail categories indicates demand for approximately 250,000 square feet of new retail space in the retail trade area.

Table 8-20 - Estimate of Unmet Retail Development Potential by 2012

Retail Category	Unmet Expenditure Potential	Retail Productivity ¹	Unmet Retail Potential (SF)
	(a)	(b)	(c) = (a) / (b)
Food and Beverage Stores	\$41,057,295	\$520	78,956
Health and Personal Care Stores	--	\$630	--
Miscellaneous Store Retailers	\$6,700,330	\$300	22,334
Furniture and Home Furnishings Stores	\$3,901,879	\$330	11,824
Electronics and Appliance Stores	\$4,093,000	\$460	8,898
Building Material, Garden Equip Stores	--	\$450	--
Clothing and Clothing Accessories Stores	\$19,384,936	\$450	43,078
Sporting Goods, Hobby, Book, Music Stores	\$3,305,073	\$320	10,328
General Merchandise Stores	\$7,620,183	\$230	33,131
Foodservice and Drinking Places	\$25,676,178	\$600	42,794
Trade Area Total	\$111,738,872		251,343

Source: Claritas; Economics Research Associates

¹ Sales productivity is reported as gross revenue per square foot.

8.4.8 Capture of Unmet Retail Development Potential

Recognizing that household expenditures may occur anywhere, one must apply a capture rate by retail category for retail development in the trade area. Table 8-21 presents the capture estimate for new retail space in the trade area, applying a range of capture rates from 10 to 20 percent across all retail categories.

Table 8-21 - Capture of Unmet Retail Development Potential by 2012

Retail Format	Conservative Estimate (SF)	Midpoint Estimate (SF)	Optimistic Estimate (SF)
Furniture and Home Furnishings Stores	1,000	2,000	2,000
Electronics and Appliance Stores	1,000	1,000	2,000
Building Material, Garden Equip Stores	-	-	-
Food and Beverage Stores	8,000	12,000	16,000
Health and Personal Care Stores	-	-	-
Clothing and Clothing Accessories Stores	4,000	6,000	9,000
Sporting Goods, Hobby, Book, Music Stores	1,000	2,000	2,000
General Merchandise Stores	3,000	5,000	7,000
Miscellaneous Store Retailers	2,000	3,000	4,000
Foodservice and Drinking Places	4,000	6,000	9,000
Total	25,000	38,000	50,000

Source: Economics Research Associates

Though more conservative capture rates between 5 and 10 percent might typically be appropriate for those retail categories offering comparison goods that consumers need not purchase locally, strong patronage from the underserved Gordon Heights community will likely generate above-average demand for new retail offerings in these categories. Therefore, before considering tenant needs, planned retail inside the trade area, and existing retail proximate to the trade area, retail development potential in the trade area could range between 25,000 and 50,000 square feet.

8.4.9 Revised Capture of Unmet Retail Development Potential

Because certain retailers require minimum floor areas to operate a business, actual supportable development potential should be further down-revised to eliminate positive, but limited development potential in categories representing tenants who occupy large blocks of space. For instance, tenants falling in the Furniture and Home Furnishings Stores and the Sporting Goods, Hobby, Book, and Music Stores categories typically require spaces over 5,000 square feet in suburban settings, and tenants falling in the General Merchandise Stores retail category typically require “big-box” spaces larger than 25,000 square feet. The small spaces contemplated above could not support these types of tenants; hence, there is effectively no development potential in these retail categories.

There are two (2) sizable supermarkets located just outside of the Gordon Heights trade area and believes that their presence effectively eliminates demand for traditional grocers and food markets in the Food and Beverage Stores category. However, because the sales impact of those grocery stores on trade area potential cannot be determined, there may be residual development potential for a small coffee shop, bakery, convenience store, or specialty food purveyor intended to serve the local community. Table 8-22 presents

revised estimates of supportable development potential within the Gordon Heights trade area, suggesting a supportable space range between 11,000 and 24,000 square feet.

Table 8-22 - Revised Capture of Unmet Retail Development Potential by 2012

Retail Category	Conservative Estimate (SF)	Midpoint Estimate (SF)	Optimistic Estimate (SF)
Food and Beverage Stores ¹	-	-	-
Health and Personal Care Stores	-	-	-
Miscellaneous Store Retailers	2,000	3,000	4,000
Furniture and Home Furnishings Stores	-	-	-
Electronics and Appliance Stores	1,000	1,000	2,000
Building Material, Garden Equip Stores	-	-	-
Clothing and Clothing Accessories Stores	4,000	6,000	9,000
Sporting Goods, Hobby, Book, Music Stores	-	-	-
General Merchandise Stores	-	-	-
Foodservice and Drinking Places	4,000	6,000	9,000
Trade Area Total	11,000	16,000	24,000

Notes: 1. There may be residual, but unquantifiable demand for a small coffee shop or convenience store.

Source: Economics Research Associates

Under the revised estimate, the Foodservice and Drinking Places and Clothing Stores categories show the greatest potential for new development, each ranging between 4,000 and 9,000 square feet of supportable space. Because new restaurants owned and operated by neighborhood residents might expect strong local patronage from the community, the midpoint and optimistic projections might best estimate space potential for Foodservice and Drinking Places establishments. In contrast, the conservative estimate of 4,000 square feet of Clothing and Clothing Accessories Stores might more reasonably approximate potential in that category because of anticipated development just outside of the Gordon Heights trade area. Specifically, new development on Horseblock Road and the William Floyd Parkway will deliver large, apparel-focused retail properties that will likely capture a large share of projected sales leakage in the Clothing and Clothing Accessories category. In the event that this type of space is developed, the retail analysis shows specific demand for a family clothing store, jewelry store, or shoe store.

Other retail categories exhibiting additional development potential under the revised space estimate include the Electronics and Appliances category and the Miscellaneous Store Retailers category. Tenants comprising these categories include small electronics shops and florists, stationary stores, and gift stores. Attracting a retail bank branch may also be a feasible option for filling new commercial space, though commonly only highly visible locations adjacent to heavily trafficked corridors will be suitable for a bank tenant.

8.4.10 Retail Development Pipeline

It is important to consider the estimated retail potential described above in the context of retail developments in the pipeline for the trade area. Proposed retail projects provided by CoStar Group, Inc. were reviewed as well as recent Planning Department approval applications for Brookhaven. It should be noted that this information is preliminary and that proposed projects may not actually be completed. Table 8-23 lists the retail projects proposed and under construction in the trade area, demonstrating a total retail pipeline of roughly 24,000 square feet.

Table 8-23 - Gordon Heights Trade Area Retail Development Pipeline

Building Address	Building Name	City	Building Status	GLA (SF)
Route 112 & Commercial Bl	Branch Brook Plaza	Medford	Under Construction	17,745
Route 112 @ County Rd 83		Coram	Proposed	6,500
Total Retail Pipeline Square Footage:				24,245

Source: CoStar Group; Brookhaven Department of Planning; Economics Research Associates

According to leasing representatives, no tenants have taken space at Branch Brook Plaza to date. Without understanding tenants slated to occupy the Branch Brook Plaza space, it is not possible to estimate the impacts of that property on supportable retail development potential in the Gordon Heights trade area.

8.4.11 Other Retail Initiatives Proximate to the Trade Area

In addition to the existing retail development pipeline, proposed retail initiatives were examined in surrounding communities that may influence the market potential of planned development within the trade area. Those initiatives most relevant to potential retail development in Gordon Heights are associated with planned town and hamlet centers along Middle Country road in nearby Centereach, Selden, Coram, Middle Island, and Ridge. A brief discussion of these initiatives is provided below.

Centereach Town Center

The Centereach town center concept currently envisions the redevelopment of the Centereach Mall. Redevelopment is slated to bring new housing, potentially in a residential-over-retail format, to complement both small street-front retail and large-format spaces suitable for lifestyle retailers. In particular, a diverse Food & Beverage service component is planned to augment current dining options along Middle Country Road.

Selden Town Center and Related Hamlet Business Development

The Selden town center concept is to be achieved by redeveloping two existing community shopping centers, College Plaza and Independence Plaza, located on Middle Country Road at either side of its intersection with Boyle Road. The Selden concept also envisions a mix of housing and retail, but one that physically separates these uses.

Coram Hamlet Center West

This center, proposed for the vacant former United Artists Theater parcel and the adjacent Spiegel property on Middle Country Road west of Route 112, is envisioned to contain convenience goods, personal services, entertainment, and food & beverage service retailers in small-format street-front spaces may in the future contain big box components.

Coram Hamlet Center East

This center is proposed as a redevelopment concept for the existing Coram Plaza property located just east of Route 112 at its intersection with Middle Country Road. Tenants envisioned for this center are similar to those envisioned for the Coram West center but will definitively occupy both large- and small-format retail spaces as opposed to the street-front space contemplated for its counterpart situated to the west of Route 112.

Middle Island Hamlet Center

Slated for development on Middle Country Road at its intersection with Route 21, the Middle Island Hamlet Center will include mixed-use development with a retail focus on national retailers, convenience goods, and personal services. Spaces capable of accommodating national chain restaurants are also planned for this center.

Artist's Lake Center

Located to the west of the intersection of Woodville Rd and Middle Country Road, Artist's Lake will be smaller and less intensive than its Middle Island counterpart will. It is anticipated that Artist's Lake will encourage development of entertainment retail and community space. Artist's Lake will also likely feature lakefront parcels capable of accommodating new eateries.

Ridge Hamlet Center

The Ridge hamlet center, located near the intersection of Middle Country Road and Currans Road, will be developed in a main-street configuration housing personal service businesses and limited convenience goods retailers. Small restaurants are also proposed.

8.4.12 Achievable Rents for Spaces Contemplated

Conversations with local real estate brokers suggest that retail rents in Coram, Middle, Island, and Medford generally range between \$16 and \$25 per square foot on a triple-net basis. While the high end of this range represents rents achievable at large, anchored shopping centers, the low end of this range represents rents achievable for small, inline retail spaces programmed as part of strip centers. According to local brokers, the \$16 to \$20 per square foot range most likely provides the best estimate of rents achievable for the small spaces contemplated by the Gordon Heights retail demand analysis. With regard to restaurant space, rents might range higher between \$20 and \$25 per square foot because of regulations limiting the number of spaces suitable for “wet use,” i.e. spaces with grandfathered sewer rights that allow tenants to legally dispose of refuse generated by restaurant uses.

9 Housing Assistance Opportunities

The Southern Neighborhood Center may require public incentives in order to develop “affordable” or “workforce” housing units. There are housing programs available through the State and Federal governments, Suffolk County, the Town of Brookhaven, and private housing groups to support a mix of market, affordable, and workforce housing units. Table 9-2, on the following page lists the various available programs. Discussion of requirements and applicability for each of the programs follows along with mention of some of the non-governmental entities that help administer some of the programs.

9.1 Federal

9.1.1 HUD Median Income Limits for Suffolk County

Many housing assistance programs are based on the Federal Department of Housing and Urban Development (HUD) Median Income for the particular locality. The HUD Median Income is based on a household size of four. The HUD Median Income for Suffolk County in 2008 was \$97,100 (Table 9-1). Housing program requirements are based on a percentage of that value adjusted for household size.

Table 9-1 - HUD 2008 Median Income Guidelines for Suffolk County

Income % Median	HOUSEHOLD SIZE							
	1	2	3	4	5	6	7	8
30%	\$20,400	\$23,300	\$ 26,250	\$ 29,150	\$ 31,500	\$ 33,800	\$ 36,150	\$ 38,500
50%	\$34,000	\$38,850	\$ 43,700	\$ 48,550	\$ 52,450	\$ 56,300	\$ 60,200	\$ 64,100
60%	\$40,750	\$46,600	\$ 52,450	\$ 58,250	\$ 62,900	\$ 67,550	\$ 72,250	\$ 76,900
80%	\$54,400	\$62,150	\$ 69,900	\$ 77,700	\$ 83,900	\$ 90,100	\$ 96,300	\$ 102,550
100%	\$67,950	\$77,700	\$ 87,400	\$ 97,100	\$ 104,850	\$112,650	\$120,400	\$ 128,150
120%	\$81,550	\$93,200	\$104,850	\$116,500	\$125,800	\$135,150	\$144,450	\$ 153,800
130%	\$88,350	\$101,000	\$113,600	\$126,250	\$136,350	\$146,450	\$156,550	\$ 166,650

Note: HUD Medium Income \$97,100; Income limits rounded to nearest \$50

Table 9-2 - Housing Assistance Program Summary

Program	Federal/State	Income	Purpose
HOME Investment Partnerships Program	Federal formula grants to States and localities	Low-income	build, buy, or rehabilitate affordable housing for rent or ownership or to provide direct rental assistance to low-income tenants
Low Income Housing Tax Credits	Federal (HUD)	Low-income	Tax credits to developers of qualified projects through local housing/community development agency. Developers can sell tax credits to investors to raise capital.
Homeownership Zones	Federal (HUD)	Various	Grants to selected cities as seed money to stimulate investment in their target areas
Self-help Homeownership Opportunity Program (SHOP)	Federal (HUD)	Low-income	Funds for non-profits to purchase home sites and improve infrastructure for sweat equity and volunteer-based homeownership
Low Income Housing Tax Credit Program (SLIHC)	State	Low-income	For households at or below 90% of area median income. Reduction in state taxes for investors
Community Development Block Grants	State	Low- and moderate-income	Jobs; preventing slums/blight; community development need that poses threat to community's health or welfare
Housing Trust Fund Corporation	State	Low-income	Provides funding to: construct housing, rehab residential property, and convert non-residential property to residential for low-income homesteaders, tenants, tenant-cooperators or condominium owners
Housing Development Fund (HDF)	State	Low-income	Provides loans to nonprofits to develop housing for pre-development costs, site acquisition, construction/rehabilitation financing, and other development costs that can be mortgaged. Short term financing can be repaid from investors' equity in low-income housing credit projects.
Affordable Home Ownership Development Program (AHOD Program)	State (Affordable Housing Corporation (AHC))	Low- and moderate-income	Provides grants to governmental, not-for-profit and charitable groups to build, acquire/rehabilitate, or improve homes.
Neighborhood Stabilization Program (NSP)	State (Housing Finance Agency (HFA))	Low-, moderate-, and middle-income	Assist communities affected by foreclosure and subprime crises. Offers subsidies to local municipalities and nonprofit housing providers to buy, renovate, and then resell or rent foreclosed and abandoned properties.
Workforce Housing Property Acquisition Program	Suffolk County (Department of Economic Development and Workforce Housing)	Workforce housing	Issues bonds to acquire sites for workforce housing, then transfer sites at no cost to participating town or village, which could develop the site itself or in conjunction with a non-profit or for-profit entity for minimum of 20% workforce housing units.
72h Program	Suffolk County	Various	Allows County to transfer properties it acquires (usually for tax non-payment) to towns and villages for affordable housing. Frequently, properties then transferred from Town to non-profit housing agencies.

9.1.2 Community Development Block Grants

The Town receives funding for other housing programs (such as the NY Main Street program) through the Community Development Block Grant (CDBG) Program. The Town can use CDBG funding for activities that benefit low- and moderate-income persons such as; creating job opportunities for low- and moderate-income persons; preventing or eliminating slums and blight; or addressing a community development need that poses a serious and imminent threat to the community's health or welfare. Eligibility for many CDBG programs is based on individual family income or on the percentage of low and moderate-income residents that live in a certain geographical area, as determined by census tract maps developed by HUD. The 2009 CDBG program income limits as published by the Town are listed below in Table 9-3.

Table 9-3 - CDBG Program Income Limits

Number of persons In Household	Income Limits
1	\$54,400
2	\$62,150
3	\$69,900
4	\$77,700
5	\$83,900
6	\$90,100
7	\$96,300
8+	\$102,550

9.1.3 HUD - HOME Investment Partnerships Program

The HOME program provides formula grants to States and localities that communities use to build, buy, or rehabilitate affordable housing for rent or ownership, or to provide direct rental assistance to low-income tenants. Localities frequently collaborate with local nonprofit groups. The HOME program requires a 25 percent match by participating jurisdictions from nonfederal sources. The match can include donated materials or labor, the value of donated property, proceeds from bond financing, and other resources.

The HUD establishes HOME Investment Trust Funds for each grantee that provide a line of credit that the participating jurisdiction can draw on. States and local governments can use HOME funds for grants, direct loans, loan guarantees, or other forms of credit enhancement, or rental assistance or security deposits.

For rental housing and rental assistance, at least 90 percent of benefiting families must have incomes that are no more than 60 percent of the HUD-adjusted median family income for the area. In rental projects with five or more assisted units, at least 20 percent of the units must be occupied by families with incomes that do not exceed 50 percent of the HUD-adjusted median. The incomes of households receiving HUD assistance must not exceed 80 percent of the area median. Participating jurisdictions may utilize HOME funds for the following types of eligible activities:

- Provide home purchase or rehabilitation financing assistance to eligible homeowners and new homebuyers;
- Provide tenant-based rental assistance.
- Build or rehabilitate housing for rent or ownership;
- “Other reasonable and necessary expenses related to the development of non-luxury housing,” including:
 - Site acquisition or improvement,
 - Demolition of dilapidated housing to make way for HOME-assisted development,
 - Payment of relocation expenses.

There are rent, subsidy, and purchase-price limitations associated with the HOME program, published annually by HUD. At least 15 percent of the participating jurisdiction’s (PJ) allocation must be reserved for housing owned, developed, or sponsored by experienced, community-driven nonprofit groups designated as Community Housing Development Organizations (CHDOs). The PJ must ensure that HOME-funded housing units remain affordable in the long term (20 years for new construction of rental housing; 5-15 years for construction of homeownership housing and housing rehabilitation, depending on the amount of HOME subsidy).

9.1.4 HUD -Low Income Housing Tax Credits

The Low Income Housing Tax Credits (LIHTC) program is an indirect Federal subsidy used to finance the development of affordable rental housing for low-income households. The following information was taken from the Federal Housing and Urban Development (HUD) Community Planning and Development website. Only those portions that might be relevant to Gordon Heights are reproduced below.

The Program – Tax credits are available to developers of qualified projects through local housing and community development agencies to increase the supply of affordable housing. The program provides developers with tax incentives to invest in affordable rental housing. Developers can sell the credits to investors to raise capital (or equity) for

their projects, which reduces the debt that the developer would otherwise have to carry. Because the debt load is lower, these properties can support lower rents. Provided the property stays in compliance with program requirements, investors receive dollar-for-dollar credits against their Federal tax liability each year for 10 years.

Allocation - *Each year, the IRS allocates housing tax credits to designated state agencies-typically state housing finance agencies - which in turn award the credits to developers of qualified projects. States allocate housing tax credits through a competitive process. The state allocating agency must develop a plan for allocating the credits consistent with the state's Consolidated Plan. Federal law requires that the allocation plan give priority to projects that (a) serve the lowest income families; and (b) are structured to remain affordable for the longest period of time. Federal law also requires that 10 percent of each state's annual housing tax credit allocation be set aside for projects owned by nonprofit organizations. The credit amount for a project is calculated based on the costs of development and the number of qualified low-income units, and cannot exceed the amount needed to make the project feasible.*

Eligibility - *To be eligible for consideration under the LIHTC Program, a proposed project must:*

- *Be a residential rental property.*
- *Commit to one of two possible low-income occupancy threshold requirements.*
- *Restrict rents, including utility charges, in low-income units.*
- *Operate under the rent and income restrictions for 30 years or longer, pursuant to written agreements with the agency issuing the tax credits.*

Typical rental properties that are eligible under HOME will also be eligible under LIHTC. However, the LIHTC program is not as flexible as the HOME program concerning service-enriched housing, or concerning group homes and transitional housing. The LIHTC program requires that rehab be performed, if the developer is acquiring an existing building. Tax credits may be earned on the acquisition of an existing development provided the owner meets the 10-year previous ownership rule. This rule states that the property to be acquired must not have changed ownership and been placed in service during a 10-year period prior to the acquisition. A building that has not been used in ten or more years can claim the acquisition credit even if its ownership has changed, given that it has not been placed in service during that period. Projects eligible for housing tax credits must meet low-income occupancy threshold requirements. Project owners may elect one of the following two thresholds:

- *20-50 Rule: At least 20 percent of the units must be rent restricted and occupied by households with incomes at or below 50 percent of the HUD-determined area median income (adjusted for household size).*
- *40-60 Rule: At least 40 percent of the units must be rent restricted and occupied by households with incomes at or below 60 percent of the HUD-determined area median income (adjusted for household size).*

The 20-50 Rule is conceptually similar to - although not exactly the same as - a 20 percent Low HOME requirement. Similarly, the 40-60 Rule is comparable to a 40 percent High HOME requirement.

Rent Limits - *The rent for each unit is established so that tenant monthly housing costs, including a utility allowance, do not exceed the applicable LIHTC rent limit. These limits are based on a percentage of area median income, as adjusted by unit size. Of course, rents cannot exceed local market limits.*

It is important to note that the LIHTC Program restricts only the portion of the rent paid by the tenant, not the total rent. As a result, certain rental assistance programs can be used to raise the total rent above the LIHTC rent limit. For example, project-based Section 8 contract rents can exceed the LIHTC limit, but tenant-based Section 8 contract rents cannot.

Affordability Requirements - *The LIHTC program requires a minimum affordability period of 30 years (i.e., a 15-year compliance period and subsequent 15-year extended use period). Some states require a longer affordability period for all LIHTC properties, and other states may negotiate longer affordability periods on a property-specific basis. Tenant incomes are recertified annually to ensure their continued eligibility. The allocating agency is responsible for monitoring compliance with the provisions during the affordability period and must report the results of monitoring to the IRS.*

9.1.5 HUD - Homeownership Zones

The Homeownership Zone (HOZ) initiative awarded grants to selected cities as seed money to stimulate investment in their target areas. Homeownership Zone cities were encouraged to apply New Urbanist design principles in developing their HOZ plans by providing for a pedestrian-friendly environment, a mix of incomes and compatible uses, defined neighborhood boundaries and access to jobs and mass transit. There *may* be another round of funding, but no current funding is available.

According to a HUD representative, although there are no appropriated funds for another round of HOZs, the model could be adapted using other existing funds to leverage private investment. Additional information about the HOZ demonstration programs is available on HUD's website at: www.hud.gov/offices/cpd/affordablehousing/programs/hoz/index.cfm

9.1.6 HUD - Self-help Homeownership Opportunity Program (SHOP)

The Self-help Homeownership Opportunity Program (SHOP) provides funds for eligible national and regional non-profit organizations and consortia to purchase home sites and develop or improve the infrastructure needed to set the stage for sweat equity and volunteer-based homeownership programs for low-income persons and families. SHOP funds are used for eligible expenses to develop decent, safe and sanitary non-luxury housing for low-income persons and families who otherwise would not become homeowners. Homebuyers must be willing to contribute significant amounts of their own sweat equity toward the construction of the housing units. Eligible homebuyers must apply through current SHOP grantees and their affiliates.

Eligible Applicants - *National and regional nonprofit organizations or consortia with experience in using homebuyer and volunteer labor to build housing may apply. Applicants must have completed at least 30 units of self-help housing within the last 24 months.*

Eligible Activities - *SHOP funds may be used for only land acquisition, infrastructure improvements, and administrative costs. Total land acquisition and infrastructure improvement costs together may not exceed an average of \$15,000 in SHOP assistance per home. Administrative costs (program administration, planning and management development costs) may not exceed 20% of the grant amount.*

HUD lists the following non-profit organizations as eligible to provide SHOP funding on Long Island:

- ACORN Housing Corporation
- Habitat for Humanity International
- Housing Assistance Council

9.2 New York State

9.2.1 Low-Income Housing Tax Credit Program

The Low Income Housing Tax Credit Program (SLIHC) is modeled after the federal LIHC program (see above). Units that receive SLIHC assistance must serve households whose incomes are at or below 90 percent of the area median income (vs. the 60 percent standard of the federal program). Dollar-for-dollar reduction in state taxes is provided to investors in qualified low-income housing.

9.2.2 Housing Trust Fund Program

The Housing Trust Fund Corporation (HTFC) administers the Low-Income Housing Trust Fund Program (HTF) to help meet the need for affordable housing. The HTF provides funding to eligible applicants to: a) construct low-income housing, b) rehabilitate vacant, distressed or underutilized residential property (or portions of a property), and c) convert vacant or underutilized non-residential property to residential use for occupancy by low-income homesteaders, tenants, tenant-cooperators or condominium owners. The agency also provides seed money to non-profits that need financial assistance to develop a full HTF project application.

The program is open to not-for-profits, housing development fund companies, municipalities, housing authorities, private developers with investments in a project that limit their profits, and partnerships where the non-profit partner has at least a 50 percent controlling interest. Low-income persons may not be direct recipients of payments, grants, or loans from the Corporation, but may receive such funds from another eligible applicant. Projects must be located in a 'blighted' area or an area in danger of becoming blighted. They must be vacant, distressed, or under-occupied. Occupancy in HTF projects is limited to low-income persons and families as defined by the agency.

Funding is limited to \$125,000 per unit. The sponsor must ensure long-term (15-30 years) occupancy by low-income persons. Seed money funding is limited to \$5,000 per unit and a maximum amount of \$45,000 for the entire project. Up to 10 percent of HTF funding can be used for a community service facility. Not more than 50 percent of an HTF award can be used towards property acquisition.

9.2.3 The Housing Development Fund

The Housing Development Fund (HDF) is a revolving loan fund that provides loans to nonprofits to develop low-income housing projects. Loans through the HDF can be applied to pre-development costs, site acquisition, construction/rehabilitation financing, and other project development costs that can be mortgaged. The loans can provide short term financing that can then be repaid from equity contributed by investors in low-income housing credit projects (see above).

Projects funded through HDF loans must provide housing for low-income residents. Permanent financing is usually provided by State, Federal or municipal government, but can be privately financed. Generally, HDF pre-development and site acquisition loans are repaid out of construction financing; HDF construction loans are repaid from permanent financing; and HDF bridge loans are repaid from equity proceeds. Some HDF applications for construction financing have come from applicants who requested permanent financing from the NYS HOME Program (see below) to repay the HDF loan.

Eligible HDF projects must serve low-income residents. The government entity that provides permanent funding determines and regulates occupant eligibility. When project financing does not include government assistance, residency is restricted to households with incomes “*not exceeding six times the total housing cost (rent and utilities), except that for households with three or more dependents, the income must not exceed seven times the total housing cost.*”

9.2.4 New York State Affordable Housing Corporation

The Housing Finance Agency (HFA) and the Affordable Housing Corporation (AHC) make financing available to for-profit and not-for-profit developers for the construction and preservation of affordable housing. The State of New York Mortgage Agency (SONYMA) offers low interest fixed-rate mortgages, closing cost assistance, and other programs to help low- and moderate-income families become homeowners. SONYMA also offers mortgage insurance to lenders of multifamily housing.

The AHC administers the Affordable Home Ownership Development Program (AHOD Program), which provides grants to governmental, not-for-profit and charitable groups to build, acquire/rehabilitate or improve homes for low- and moderate-income families. Grantees of the AHOD Program must ensure that homebuyers or homeowners are eligible recipients of Program funds. The Program makes available grants up to \$35,000

per unit or \$40,000 per unit in high cost areas like Suffolk County. Funded projects service individuals or families that earn between 100 percent and 166 percent of the HUD Low Income Limits (see Table 9-4 for Suffolk County). The agency issues a Request for Proposal once or twice per year.

Table 9-4 - AHC 2008 Income Limits for Low Income Families

Area	Average	Income Limits in Dollars Number Persons							
		1	2	3	4	5	6	7	8
NY State	65,300								
Metro	66,800								
Non-Metro	52,700								
Suffolk, 100%	97,100	54,376	62,144	69,912	77,680	83,894	90,109	96,323	102,538
Suffolk, 166%	97,100	90,264	103,159	116,054	128,949	139,265	149,581	159,897	170,212

Source: HUD, 2008

9.2.5 Neighborhood Stabilization Program

The NYS Housing Finance Agency (HFA) oversees the Neighborhood Stabilization Program (NSP), a \$64.5 million effort funded by New York State and the Federal government to help communities most severely affected by the foreclosure and subprime crises. The NSP program offers subsidies to local municipalities and nonprofit housing providers to buy, renovate, and then resell or rent foreclosed and abandoned properties. Once renovated or newly constructed, the homes would be sold or rented to low-, moderate-, and middle-income households, with mandated long-term affordability. Suffolk County applied for and received funds through this program (see below).

9.3 Suffolk County Economic Development & Workforce Housing

9.3.1 Workforce Housing Property Acquisition Program

Suffolk County's Department of Economic Development and Workforce Housing can issue bonds to acquire sites for workforce housing developments. The County would then transfer the sites at no cost to the participating town or village, which could develop the site itself or in conjunction with a non-profit or for-profit entity. The developments must offer a minimum of 20 percent workforce housing units. The program is on a first-come first served basis and gives preference to: a) developments that provide more than 20 percent workforce housing; b) developments that would keep units affordable permanently; c) developments of ten units or more; d) 'green' developments; and e) developments that meet the County's Smart Growth goals.

9.3.2 Workforce Housing Commission Endorsement

Suffolk County's Workforce Housing Commission (WHC) promotes the construction of workforce housing by issuing endorsements for certain projects that meet its guidelines. The WHC encourages development of homes for families earning no more than 120 percent of the area median income, a minimum of 50 percent of which must be available to families earning no more than 80 percent of the area median income. Projects can win the endorsement of the Commission by following certain procedures and meeting as many of the following goals as possible:

- Support a vibrant economy by enabling employers to attract and retain skilled employees
- Provide a diversity of housing options
- Strengthen the integrity of existing core downtown areas and community centers
- Promote innovative approaches to workforce housing
- Promote adaptive re-use of existing structures
- Promote affirmative marketing to encourage diverse communities
- Offer innovative and energy efficient design solutions
- Promote use of existing and new public transportation systems to reduce traffic congestion
- Conserve and enhance open space
- Promote long term affordability

9.3.3 Neighborhood Stabilization Program

In late March 2009, the County secured \$11,572,744 in federal funding to acquire and re-develop foreclosed, blighted, and abandoned properties, then sell the majority of the properties to first-time homebuyers. The County signed an agreement with HUD to award \$5,681,443 to a consortium that includes the County, seven towns, and 10 villages. The consortium's program will be implemented in partnership with Brookhaven Town, the Community Development Corporation of Long Island (see below) and the Long Island Housing Partnership (see below). The majority of properties will be sold to first-time buyers and some will be offered as affordable rentals. Homes will be acquired from banks at a discount of at least 15 percent of current market value and will be sold for their acquisition plus rehabilitation costs. Purchasers must be first-time homebuyers with incomes below 120 percent of the federally determined median income for the area, which for a family of four in Suffolk County would be \$122,150. The county, in partnership with several towns including Brookhaven submitted an application for the State's allocation of Neighborhood Stabilization Program funds. Those funds could also

be used to acquire and rehabilitate foreclosed properties. In May or June, the County will apply for its share of the \$2 billion in Neighborhood Stabilization Program funds included in the federal stimulus plan (American Recovery and Reinvestment Act).

9.3.4 Suffolk County's 72h Program

The 72-h program is based on NYS General Municipal Law. It allows the County to transfer properties it acquires to towns and villages for affordable housing purposes. Frequently, the properties are then transferred from the Town to non-profit housing agencies such as the Community Development Corporation of Long Island and the Long Island Housing Partnership. The program is based on the Suffolk County Tax Act. When property owners do not pay taxes, the County pays the other municipalities the taxes due them and then takes title. The 72-h provision of allows the county to transfer property to another municipality for certain purposes.

9.4 Brookhaven Housing, Community Development & Intergovernmental Affairs

The Town's Department of Housing, Community Development, and Intergovernmental Affairs administers the federal Community Development Block Grant (CDBG) Program. Eligibility for many of the Department's programs is based on household income as provided by census maps from the U.S. Department of Housing & Urban Development (HUD). The CDBG program funds projects such as water main installation and public water connections, residential rehabilitation, and downtown revitalization.

9.5 Community Development Corporation of Long Island

The Community Development Corporation (CDC) of Long Island is a HUD-certified housing agency that, among other services, assists in the development of multiple-residence rental housing and provides lending assistance. They participate in Federal Housing Tax Credit and Section 8 programs as well as the State's Affordable Housing Corporation (AHC) grant program. The AHC offers grants up to \$25,000 to lower the cost of homes to make them more affordable for moderate-income purchasers.

9.6 Long Island Housing Partnership

9.6.1 Overview

The Long Island Housing Partnership (LIHP) offers assistance to municipalities, private developers, and not-for-profits with affordable and workforce housing development funding, technical assistance, and mortgages.

9.6.2 Employer Assisted Housing Program

The LIHP has a unique Employer Assisted Housing program that assists individuals with their home purchase, while at the same time assisting employers recruit and retain qualified employees. The LIHP works with a number of Long Island employers who offer monetary benefits to their employees. Additional funds from county, state, and/or the federal government can be added to the funds made available by those firms. The program is available to all Nassau and Suffolk businesses that are willing to provide a benefit contribution, which may be in the form of a grant, matched saving and/or interest rate buy downs, or other incentive. Both new and existing homes may qualify for purchase according to program guidelines. Employees must be pre-qualified. Additional information is found at <http://www.lihp.org/help.aspx>.

9.6.3 Technical Assistance Program

The Long Island Housing Partnership, Inc. provides technical assistance to community based not-for-profits to help them develop new housing including. The organization will also assist for-profit developers create affordable rental and ownership opportunities.

9.6.4 Financing and Grant Assistance

The LIHP can access financing through its Regional Lending Consortium, a group of banks that participate in affordable housing lending. They also provide grant assistance to community non-profits by preparing governmental and private sector funding applications. The non-profit acts as applicant executing the grant/loan agreement and assuming responsibility for compliance with the program. The LIHP provides help to the non-profit with grant monitoring and compliance, the legal process, and the administration of grant/loan funds.

9.6.5 Development/Municipal Approval

The LIHP will assemble a pre-development team, will assist with municipal approvals and permits, selection of a developer, monitoring of construction, and securing of a Certificate of Occupancy.

9.7 Habitat for Humanity

Habitat for Humanity of Suffolk is an “*independently operated affiliate of Habitat for Humanity International. [They] are a non-profit, ecumenical Christian partnership of concerned people that builds with and sells affordable homes to hardworking low-income families.*” The organization has constructed homes in many of Suffolk County’s communities. Habitat for Humanity of Suffolk produces houses for approximately \$100,000. Homeowners receive a no-profit, no interest mortgage for their home, which is typically \$800-950 a month including mortgage, taxes, and insurance. Homeowners agree to contribute 270 hours of building time (sweat equity) on their home and other Habitat homes, to complete educational classes, and to perform community service as the “down-payment” on their new home.

10 Zoning, Building Code, and TDR Recommendations

Table 10-1 lists all land use and zoning changes proposed in this Land Use Plan. Each parcel undergoing a proposed land use and zoning change is numbered and shown on Figure 10-1 and Figure 10-2. Figure 10-3 and Figure 10-4 show all proposed land uses and zoning, respectively.

10.1 **Rezone the Parcels Required for the Neighborhood Centers**

10.1.1 *Rezone South Neighborhood Center Parcels as Planned Development District*

The Town has Planned Development District (PDD) zoning to “*allow the flexibility necessary to achieve environmentally sensitive, economically beneficial, and socially desirable development.*” To achieve a PDD, a development must minimize environmental impacts, maximize the preservation and protection of certain significant environmental features, and must demonstrate a public benefit. The developer must provide a statement of the proposed changes to the underlying zoning with an explanation of the proposed public benefits. The developer must offer Pine Barrens credits (PBC’s) or must instead provide ‘special public benefits.’

In the case of the South Neighborhood Center, the ‘special public benefit’ would include affordable housing and neighborhood amenities such as the Community Center and South Center Public Green. South Neighborhood Center parcels should be zoned as a PDD.

RECOMMENDATION: Rezone South Neighborhood Center Parcels to PDD

10.1.2 *Create a Hamlet Center Overlay District for the Westfield-Fife Neighborhood Center Parcels*

The Town recently proposed Hamlet Center and Corridor Transitional Overlay Districts as part of the Middle Country Road Land Use Plan (Appendix B). The Town should designate the Westfield-Fife Neighborhood Center parcels (Table 10-2) as a Hamlet Overlay District.

RECOMMENDATION: Create Hamlet Overlay District for the Westfield-Fife Neighborhood Center parcels.



-  **Transitional Overlay District**
-  **Hamlet Overlay District**
-  **Proposed Land Use Changes (by Parcel)**

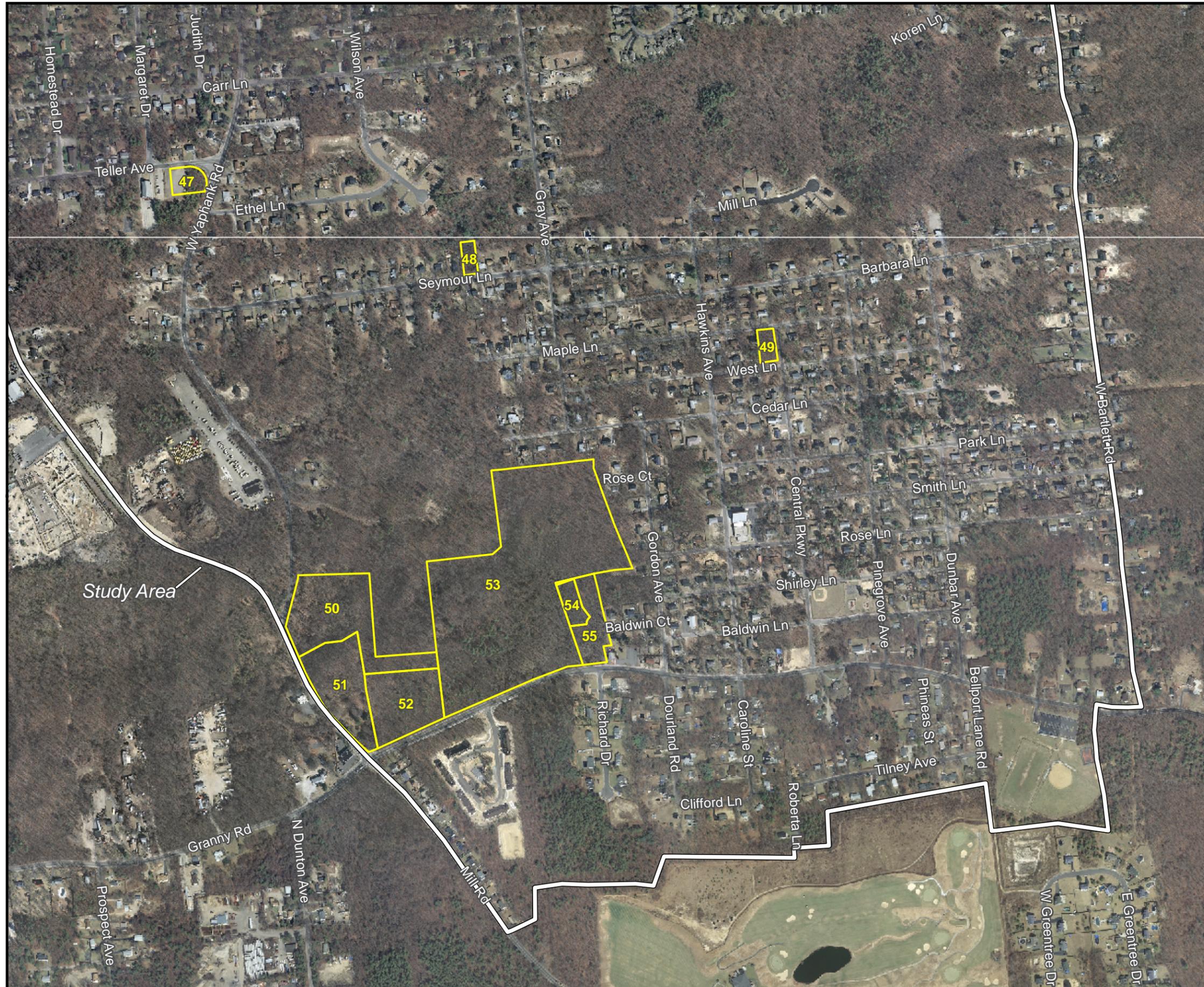


Figure 10-1
Zoning & Land Use Changes
Northern Gordon Heights



CAMERON ENGINEERING
& ASSOCIATES, LLP

Source: Town of Brookhaven GIS Department (tax parcels).

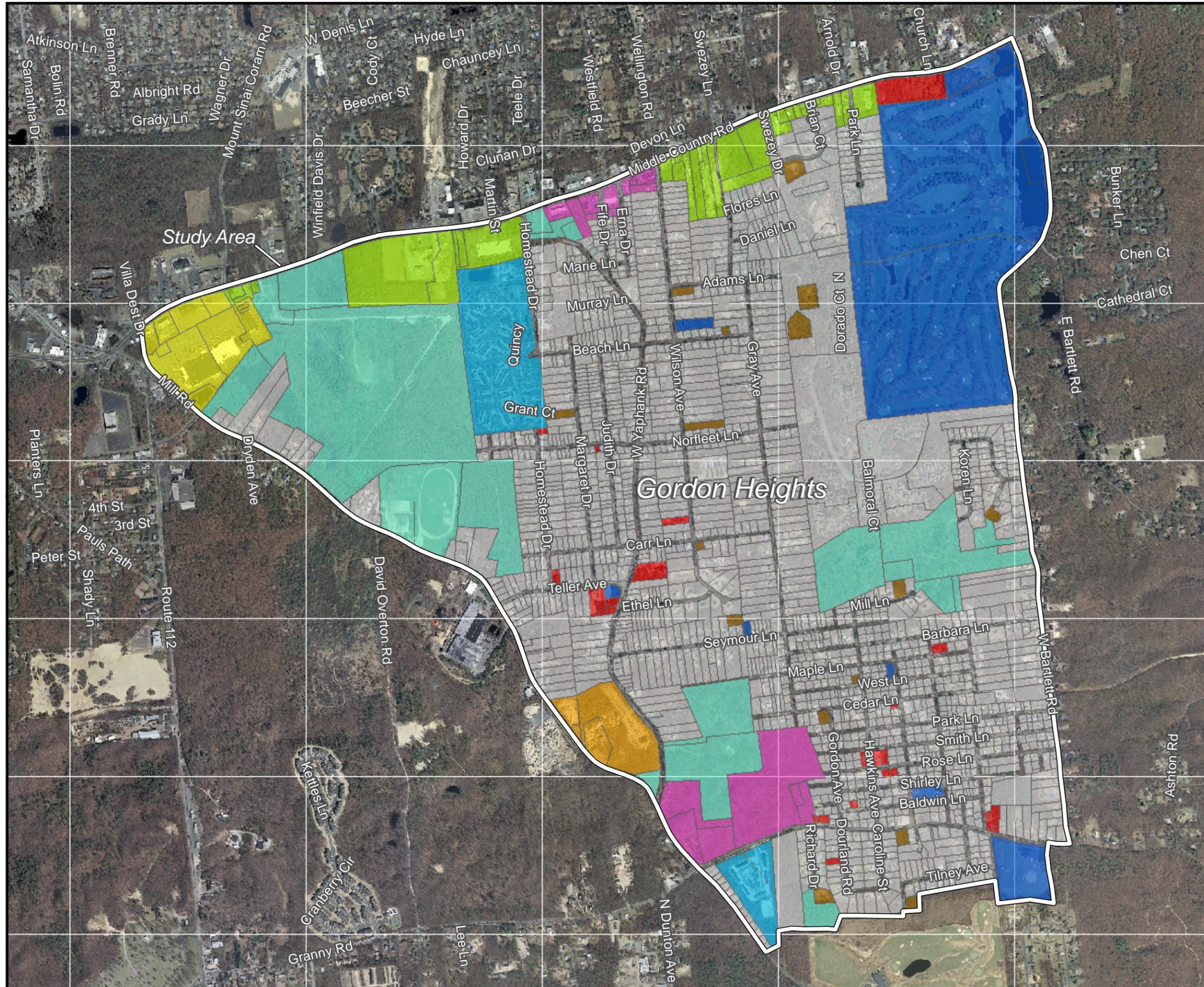


 **Proposed Land Use and Zoning Changes (by parcel)**



Figure 10-2
Zoning & Land Use Changes
Southern Gordon Heights

Source: Town of Brookhaven GIS Department (tax parcels).

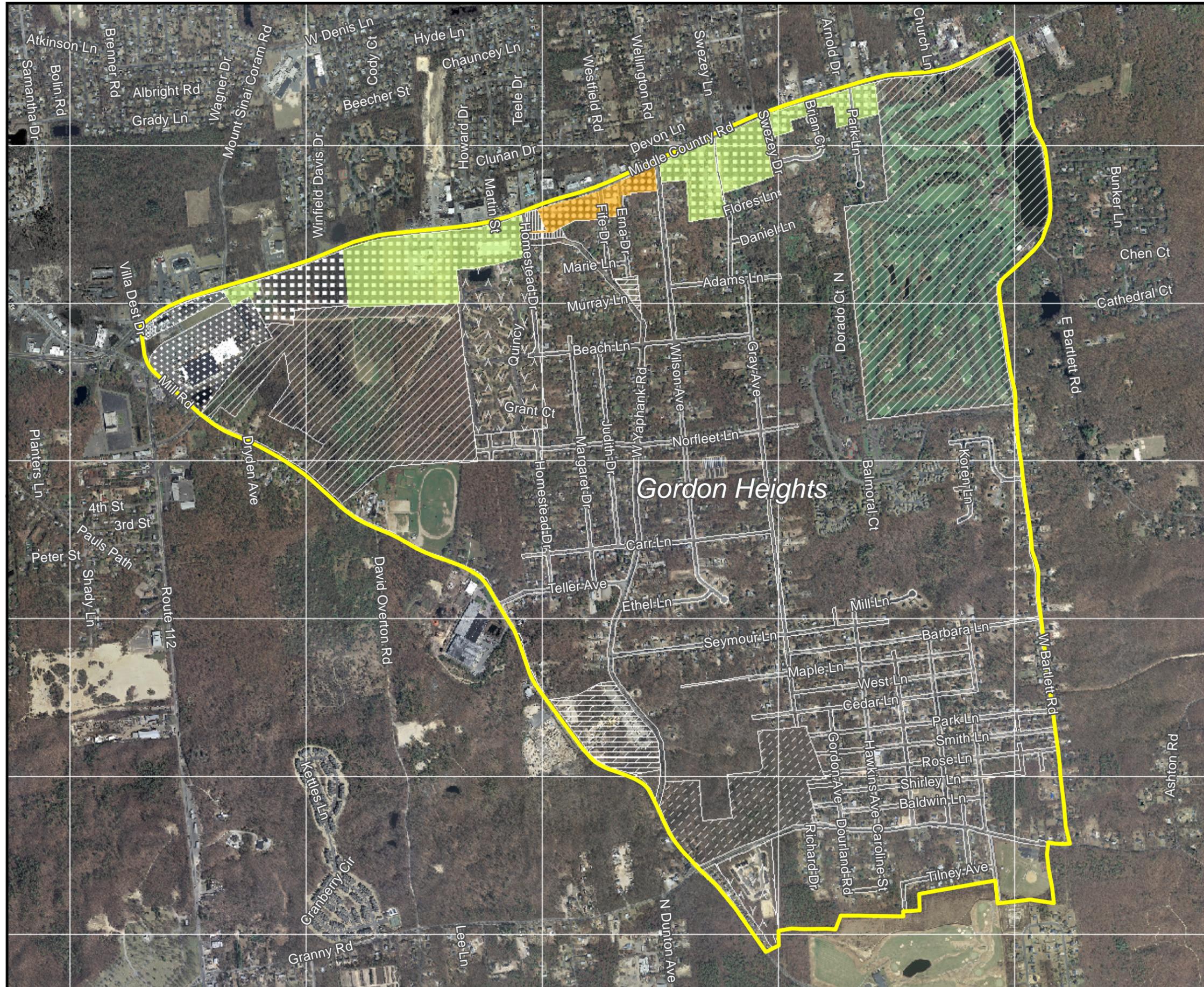


- Land Use**
- Commercial**
 - Industrial**
 - Institutional**
 - Mixed Use / Hamlet Center**
 - Multi-Family Residential**
 - Single-Family Residential**
 - Open Space / Preserve**
 - Recreational**
 - Transitional**
 - Utility**



Figure 10-3
Proposed Land Use

Source: Town of Brookhaven GIS Department (tax parcels).



ZONING

- A1 (No Pattern)
- A2
- A5
- J
- J2
- J4
- J5
- J6
- L1
- MF
- PRC
- PDD

OVERLAY DISTRICT

- Transitional
- Hamlet



Figure 10-4
Proposed Zoning &
Overlay Districts



CAMERON ENGINEERING
& ASSOCIATES, LLP

Table 10-1. Proposed Land Use and Zoning Changes

Map ID	Tax ID	Existing Land Use	Proposed Land Use	Existing Zoning	Proposed Zoning	Acreage
1	451-2-4.2	Commercial	Transitional	J2 & A1	J	0.5980
2	451-2-4.6	Commercial	Transitional	J5	J	0.6313
3	451-2-4.8	Commercial	Transitional	J2	J	0.3358
4	451-2-8.1	Institutional	Transitional	J4 & A1	J	21.8869
5	452-1-15	Commercial	Transitional	PRC	J	6.0042
6	452-1-14.2	Commercial	Transitional	J4	J	1.0062
7	452-1-14.1	Commercial	Transitional	J2	J	9.4034
8	452-1-10.1	Open Space / Preserve	Open Space / Preserve	A2	A2 & J6	1.8423
9	452-1-11.3	Commercial	Mixed Use Hamlet Center	J2 & A1	J6	1.4147
10	452-1-11.2	Open Space / Preserve	Open Space / Preserve	A2	A2 & J6	1.6601
11	452-1-13	Vacant	Mixed Use Hamlet Center	J2 & A1	J6 & A1	1.7036
12	430-3-15.1	Commercial	Mixed Use Hamlet Center	J2	J6	1.3428
13	452-2-3	Residential	Mixed Use Hamlet Center	A1	J6	0.3249
14	430-3-22.1	Institutional (Church)	Mixed Use Hamlet Center	J2	J6	1.3009
15	452-2-22	Residential	Mixed Use Hamlet Center	A1	J6	0.2290
16	452-2-26.1	Residential	Mixed Use Hamlet Center	A1	J6	0.2244
17	430-3-24	Commercial	Mixed Use Hamlet Center	J2	J6	0.4892
18	430-3-28	Commercial	Mixed Use Hamlet Center	J2 & A1	J6	0.2528
19	430-3-26	Residential	Mixed Use Hamlet Center	A1	J6	0.7839
20	430-3-25	Commercial	Mixed Use Hamlet Center	J2 & A1	J6	1.0102
21	431-3-1	Vacant	Transitional	J2 & A1	J	0.9834
22	431-3-2	Vacant	Transitional	J2 & A1	J	0.9288
23	431-3-3	Commercial	Transitional	J2 & A1	J	0.2408
24	431-3-8	Commercial	Transitional	J2 & A1	J	1.9048
25	431-3-9	Vacant	Transitional	J2 & A1	J	2.2188
26	431-3-10	Commercial	Transitional	J2 & A1	J	0.2923
27	431-3-11	Commercial	Transitional	J2	J	2.5668
28	431-3-12	Residential	Transitional	J2 & A1	J	2.2477
29	431-3-13.1	Vacant	Transitional	A1	J	4.7524
30	431-3-14	Vacant	Transitional	A1	J	2.3643
31	431-3-13.2	Vacant	Transitional	A1	J	4.0605
32	431-3-62	Vacant	Transitional	A1	J	0.0505
33	431-3-26.3	Commercial	Transitional	J2 & A1	J	1.1744
34	431-3-26.1	Commercial	Transitional	J2 & A1	J	0.4625
35	431-3-27	Institutional	Transitional	J2 & A1	J	0.3888
36	431-3-28.2	Commercial	Transitional	J2	J	0.3511
37	431-3-28.1	Commercial	Transitional	J2	J	0.3666
38	431-3-29	Vacant	Transitional	J2	J	0.1220
39	431-3-30.5	Commercial	Transitional	J2	J	0.6397
40	431-4-8	Commercial	Transitional	J2 & A1	J	0.9959
41	431-4-9	Commercial	Transitional	J2 & A1	J	0.9994
42	431-4-29	Commercial	Transitional	J2 & A1	J	2.8112
43	452-3-44	Abandoned Commercial	Residential	A1	A1	0.5235
44	452-2-38	Industrial	Residential	A1	A1	1.6283
45	453-2-20	Vacant	Recreational	A1	A1	1.5591
46	479-4-9	Abandoned Commercial	Residential	A1	A1	0.5323
47	496-5-19	Vacant	Recreational	A1	A1	0.7343
48	497-3-13	Vacant	Recreational	A1	A1	0.3895
49	527-1-5	Vacant	Recreational	A1	A1	0.4667
50	526-1-20	Vacant	Mixed Use Hamlet Center	A1	PDD	5.9883
51	545-1-1	Vacant	Mixed Use Hamlet Center	A1	PDD	4.0995
52	545-1-4	Vacant	Mixed Use Hamlet Center	A1	PDD	3.8994
53	526-1-19	Vacant	Mixed Use Hamlet Center	A1	PDD	25.2393
54	526-1-21	Vacant	Mixed Use Hamlet Center	A1	PDD	0.7220
55	545-3-1.1	Vacant	Mixed Use Hamlet Center	A1	PDD	1.8572

Table 10-2 – Westfield-Fife Neighborhood Center - Hamlet Overlay District Parcels

<i>Map ID</i>	<i>Tax ID</i>	<i>Existing Land Use</i>	<i>Proposed Land Use</i>	<i>Existing Zoning</i>	<i>Proposed Zoning</i>	<i>Acreage</i>
8	452-1-10.1	Open Space / Preserve	Open Space / Preserve	A2	A2 & J6	1.8423
9	452-1-11.3	Commercial	Mixed Use Hamlet Center	J2 & A1	J6	1.4147
10	452-1-11.2	Open Space / Preserve	Open Space / Preserve	A2	A2 & J6	1.6601
11	452-1-13	Vacant	Mixed Use Hamlet Center	J2 & A1	J6 & A1	1.7036
12	430-3-15.1	Commercial	Mixed Use Hamlet Center	J2	J6	1.3428
13	452-2-3	Residential	Mixed Use Hamlet Center	A1	J6	0.3249
14	430-3-22.1	Institutional (Church)	Mixed Use Hamlet Center	J2	J6	1.3009
15	452-2-22	Residential	Mixed Use Hamlet Center	A1	J6	0.2290
16	452-2-26.1	Residential	Mixed Use Hamlet Center	A1	J6	0.2244
17	430-3-24	Commercial	Mixed Use Hamlet Center	J2	J6	0.4892
18	430-3-28	Commercial	Mixed Use Hamlet Center	J2 & A1	J6	0.2528
19	430-3-26	Residential	Mixed Use Hamlet Center	A1	J6	0.7839
20	430-3-25	Commercial	Mixed Use Hamlet Center	J2 & A1	J6	1.0102

10.1.3 Rezone Westfield-Fife Neighborhood Center Parcels to J6

In order to develop the Westfield-Fife Neighborhood Center as envisioned and allow mixed residential and commercial use buildings, the Town should change the underlying zoning for those parcels (Table 10-2) that would become part of the Westfield-Fife Neighborhood Center from primarily General Business (J2) to Main Street Business District (J6).

RECOMMENDATION: Rezone Westfield-Fife Neighborhood Center Parcels to J6 (Main Street Business District).

10.1.4 Permit Live-Work Units in the Hamlet Overlay District

The Town should permit live/work uses as described in Section 10.3 in its Hamlet Overlay Districts. Live/work uses are appropriate for hamlet centers, traditional downtowns, and even some commercial districts.

RECOMMENDATION: Permit Live-Work Units in the Hamlet Overlay District

10.1.5 Rezone Middle Country Road Parcels to J - Transitional Business

Parcels along Middle Country Road between the proposed Coram Hamlet Center and the Westfield-Fife Neighborhood Center and then again between the Westfield-Fife Neighborhood Center and the Middle Island Hamlet Center (see Table 10-3) should be rezoned for 'Transitional Business' as defined in Town Code Article XIXA: J Business District (Transitional Business) as amended 7-22-2003 and effective 8-11-2003.

Table 10-3 - Transitional Business District Parcels

Map ID	Tax ID	Existing Land Use	Proposed Land Use	Existing Zoning	Proposed Zoning	Acreage
1	451-2-4.2	Commercial	Transitional	J2 & A1	J	0.5980
2	451-2-4.6	Commercial	Transitional	J5	J	0.6313
3	451-2-4.8	Commercial	Transitional	J2	J	0.3358
4	451-2-8.1	Institutional	Transitional	J4 & A1	J	21.8869
5	452-1-15	Commercial	Transitional	PRC	J	6.0042
6	452-1-14.2	Commercial	Transitional	J4	J	1.0062
7	452-1-14.1	Commercial	Transitional	J2	J	9.4034
21	431-3-1	Vacant	Transitional	J2 & A1	J	0.9834
22	431-3-2	Vacant	Transitional	J2 & A1	J	0.9288
23	431-3-3	Commercial	Transitional	J2 & A1	J	0.2408
24	431-3-8	Commercial	Transitional	J2 & A1	J	1.9048
25	431-3-9	Vacant	Transitional	J2 & A1	J	2.2188
26	431-3-10	Commercial	Transitional	J2 & A1	J	0.2923
27	431-3-11	Commercial	Transitional	J2	J	2.5668
28	431-3-12	Residential	Transitional	J2 & A1	J	2.2477
29	431-3-13.1	Vacant	Transitional	A1	J	4.7524
30	431-3-14	Vacant	Transitional	A1	J	2.3643
31	431-3-13.2	Vacant	Transitional	A1	J	4.0605
32	431-3-62	Vacant	Transitional	A1	J	0.0505
33	431-3-26.3	Commercial	Transitional	J2 & A1	J	1.1744
34	431-3-26.1	Commercial	Transitional	J2 & A1	J	0.4625
35	431-3-27	Institutional	Transitional	J2 & A1	J	0.3888
36	431-3-28.2	Commercial	Transitional	J2	J	0.3511
37	431-3-28.1	Commercial	Transitional	J2	J	0.3666
38	431-3-29	Vacant	Transitional	J2	J	0.1220
39	431-3-30.5	Commercial	Transitional	J2	J	0.6397
40	431-4-8	Commercial	Transitional	J2 & A1	J	0.9959
41	431-4-9	Commercial	Transitional	J2 & A1	J	0.9994
42	431-4-29	Commercial	Transitional	J2 & A1	J	2.8112

Such a rezoning would help reduce commercial sprawl and concentrate retail uses in hamlet and neighborhood centers in concert with the draft Brookhaven 2030 Comprehensive Plan. Permitted uses in the J Business zone include: single-family or two-family dwellings, office, mixed-use buildings (excluding those associated with retail operations), churches, or similar places of worship, parish houses, libraries, and municipal buildings or uses. The Town defines the intent of the Transitional Business code as follows:

A. The Town Board recognizes the importance of enhancing the character and identity of the various hamlets, which comprise the Town of Brookhaven. Major elements of this identity involve the residential uses, architecture and streetscape which have traditionally developed along the major roadways and which serve as scenic gateways to the business districts of these communities.

B. The resulting advance of strip commercial development undermines the unique functional and visual role these business districts play in preserving community identity. Such development would add a significant amount of traffic along roadways, which are already congested, thereby reducing service and safety.

C. The Town Board finds that a transitional business zoning district insures redevelopment of these properties consistent with the various hamlets' character and identity thereby insuring that the such identity would not be undermined through the elimination or significant modification to the residential structure, replacement of front lawn and vegetation with parking, commercial driveways and signage, all of which would destroy the present visual quality of these gateways. The creation of a transitional business district is also consistent with the various hamlets' character and identity limiting the advance of strip commercial development, which also undermines the unique functional and visual role these business districts play in preserving community identity.

D. It is the intent of the Town Board to create a transitional business zoning district which would not result in the adverse effects so described, but would be an economically viable alternative to the existing designation, and consistent with the various hamlets' identity and character. The provisions contained in this article are intended to maintain the unique and historic character of the site through the maintenance of the architecture and streetscape, the consolidation of roadway access, the minimization of parking within the front yard and only permitting those uses within the transitional district which are compatible with said restrictions and the transitional nature of these sites.

RECOMMENDATION: Rezone Middle Country Road parcels to J - Transitional Business.

10.2 *Revise Accessory Apartment Code to Permit Detached ADU's*

Existing Code: Accessory apartments and granny flats can provide additional affordable housing options to the community and provide additional needed income to owners of the primary residence. The additional income could be used to help homeowners pay mortgage expenses and property taxes, to make improvements, and to help ensure proper maintenance and upkeep of the home.

Suffolk County Real Property Tax Service Agency reports that as of 2007, there were 45 single-family units with accessory apartments in Gordon Heights. These units are all part of the home (principal residence) and are not built over attached or detached garages. Town of Brookhaven ordinance § 85-201 regulates ADU's.

Town code permits accessory dwelling units (ADU's) as part of the principal residence only. Owner occupancy of the principal residence in which the ADU is located is also required. Town code does not permit freestanding accessory apartments, also known as 'granny flats.' The Town does not permit any other entity or individual to own a larger percentage collectively or individually than the owner-occupant. The Town permits only one ADU per dwelling, restricts apartment size based on the size of the principal residence, and permits

only one bedroom. The Town will not permit additional ADU's if "5% or more of the lots within a one-half-mile radius of the subject parcel contain accessory apartments." The Board of Zoning Appeals can hear requests to vary this requirement. Ultimately, in unsewered areas, accessory units can only be permitted if the total flow from the parcel meets Suffolk County requirements, which in Gordon Heights (Hydrogeologic Zone III) is 300 gallons per acre. The Suffolk County Department of Public Works will be developing guidelines for sewerage selected areas of the County. Accessory apartment units should be permitted in greater numbers in those areas that are or will be sewerage (such as hamlet and neighborhood centers and downtowns), as they are locations where additional development is acceptable or even desirable.

Proposed Changes: The Town should revise its Accessory Apartment Code to permit detached ADU's or 'granny flats' as single-story structures or over garages (two-story) within 1500 feet of J6 districts, hamlet overlay districts, and PDD's that include a neighborhood or hamlet center . Most traditional neighborhood planners consider 1500 feet (approximately one-quarter mile) as walking distance. Proximity of ADU's to 'downtown' commercial areas improves community walkability, reduces reliance on automobiles, reduces auto congestion, and helps support community businesses.

Safeguards must be included in any proposed change to the Accessory Apartment Code to protect the integrity of single-family residential districts from absentee landlords that might illegally rent both the principal residence and accessory apartment. Licensing of these units by the Town is an option that gives it the opportunity for inspections prior to license renewal. A licensing fee could offset the cost of inspections and processing. The revised Accessory Apartment Code should include specific building and site requirements in such as the following (see sample ordinance in Appendix C):

- Sizes of the units should be based on property size and could be expanded to a maximum of 850 square feet to allow small two bedroom units,
- The size of the apartment should be related to the lot size (e.g. no units greater than 850 square feet for lots 10,000 square feet and larger),
- The size of the apartment must not be constructed out of proportion with the principal dwelling and should remain subordinate to it in size; the maximum gross floor area of the Accessory Apartment should be less than half (eg. 30-40%) of the gross floor area of the principal dwelling.
- To maintain green streetscapes and avoid front yards paved to meet the ADU parking requirements, a minimum percentage (eg. 40%) of the front yard of a dwelling that has an ADU should be landscaped area.
- Deed restrictions should be imposed that prohibit the separate sale of the accessory unit and that bind successor property owners to all use conditions,

- On-site parking requirements should be relaxed to permit some on-street parking and thus reduce lot coverage,
- Change five percent limitation on number of ADU's by reducing radius from 1/2 mile to 1500 feet and eliminating requirement entirely in sewered areas,
- Reduce assessment for properties with ADU's dedicated for occupancy by low-income households.

RECOMMENDATION: Revise Accessory Apartment Code to Permit Detached ADU's within 1500 feet of J6 districts, hamlet overlay districts, and PDD's that include a neighborhood or hamlet center. Institute specific building and site requirements to protect single-family neighborhoods.

10.3 Improve Building Code for Live/Work Units, Permit in Select Zones

The Town has recognized the desirability of live/work units and permits them in its J (Transitional Business), J2 (General Business), J6 (Main Street Business District) zones and in PDD's (Planned Development Districts). The Town should also permit live/work units in Hamlet Centers, and specifically inside the commercial centers of the proposed Westfield-Fife and South Neighborhood Centers.

The architecture of the live/work units should complement the design of the commercial spaces. Building codes must address construction issues specific to this hybrid building type such as separate access, business signage, and client parking. Sprinkler systems and fire-resistant barriers separating residences and commercial space are of particular concern for regulating the design of this hybrid building type. Challenges inherent in providing parking on tight sites can be overcome by arranging live/work units around community green spaces and allowing on street parking for patrons. Model codes are available from a variety of sources including the American Planning Association (Appendix D).

RECOMMENDATION: Permit live/work units in Hamlet Centers. Ensure that building codes provide for flexible use of the residential and commercial spaces, include appropriate safety language, and meet current guidelines for live/work units.

10.4 Utilize Transfer of Development Rights

The Town of Brookhaven has a Transfer of Development Rights (TDR) program in its zoning code that could help support the preservation of open space if implemented. The goal of the TDR program is the *preservation of natural resources, open spaces, historically significant properties, and farmland, and the provision of orderly growth and development in the Town*. TDR's have become a popular means of attaining higher density on development

sites in the Town of Brookhaven. Pine Barrens credits have gone from \$7,500 in 1996 to \$116,250 in 2005, \$83,652 in 2008, and \$80,000 at the end of 2009 according to the report: *Pine Barrens Credit Program: Transferable Development Rights in Central Suffolk County*, by the NY Central Pine Barrens Joint Planning and Policy Commission. The same recent report cited the following changes to the TDR program:

- New Brookhaven Critical Resource Areas within CGA
- Brookhaven's "Overton Preserve" as a voluntary "CGA Sending Area for Credits.
- Brookhaven's "Hamlet Centers" and "Transition Areas" along Middle Country Road as special CGA areas for receiving and sending Pine Barrens Credits, respectively.
- Incorporation of past Commission land use decisions and interpretations, including Credit Program decisions and policies.
- Upgraded standards & guidelines for development.
- New "open space standard" utilizing "conservation design" to complement existing "clearing" standard.
- Invasive & native plants, "dark sky", "tall structures", steep slopes and other topical areas
- Overhaul of the Pine Barrens Credit chapter, including allocation rules and process streamlining.

The Middle Country Road Land Use Plan recommended use of Transfer of Development Rights utilizing Pine Barrens Credits to transition Middle Country Road from the strip center development that exists there today to the 'Transition Area' envisioned in the Plan. In order for that to occur, the Town should designate the 'Transition Areas' as sending areas for development credits. Similarly, the Town should designate the proposed Westfield-Fife Neighborhood Center as a receiving area for Transfer of Development Rights credits.

The Middle Country Road Land Use Plan recommended purchase of Pine Barrens Credits from parcels in the Transition Area that are either vacant or are not fully built out. Those rights, if purchased by developers of the proposed Westfield-Fife Neighborhood Center could provide greater density, buy down parking requirements, or increase lot coverage. Stripping development rights from the areas designated as Transition Areas would help achieve the goal of encouraging development in the proposed Hamlets and discouraging further development in the Transition Areas. The Pine Barrens Commission should establish the value of TDR credits for commercial parcels in Hamlet Centers in terms of the specific change in the developer's obligation over or under that required by the underlying zoning (or overlay district). For example, how many TDR credits would a developer need to purchase to achieve a five percent reduction in on-site parking, or a ten percent increase in FAR? The commercial real estate market would determine the value of these credits based on construction, financing, and other soft costs, along with the potential sales price or income generated by the property. The Town will work with the Pine Barrens Commission's TDR

program rather than establish its own TDR program. The Pine Barrens Commission either would have to accept the Town's designation of sending and receiving areas or would need to create the designation itself. Other Towns, such as Huntington and Southampton have established their own competing TDR programs.

Use of Pine Barrens Credits for the South Neighborhood Center will facilitate the needed density. The use of Planned Development District (PDD) zoning for the South Neighborhood Center will make possible the kind of development envisioned by the community there. The density proposed for the Center precludes the use of on-site septic systems even with purchase of TDR's (the SCDHS permits only a doubling of allowable flow to 600 gallons per acre, which is still too low). Additional density is permissible inside a PDD as long as the developer provides an appropriate public benefit and purchases Pine Barrens Credits. Furthermore, the developer of the South Neighborhood Center will be required to bear most of the expense of connecting to or providing a wastewater treatment plant, contributing to the cost of a community center, and making a portion of the residential units affordable.

RECOMMENDATION: Designate the Transitional Corridors of Middle Country Road as sending areas for the potential sale of Transfer of Development Rights (TDR) for Pine Barrens Credits. Designate the Westfield-Fife Neighborhood Center as a receiving area for the purchase of TDR credits.

10.5 Address Non-Conforming Use Properties

The Town should disallow new applications for non-conforming commercial uses inside Gordon Heights (Table 10-4). Future commercial uses should be encouraged to locate in the proposed Neighborhood Centers.

Table 10-4 - Non-Conforming Commercial Uses Inside Gordon Heights

Section/Block/Lot	Zoning
452-3-44	A1
479-4-9	A1

RECOMMENDATION: Disallow new commercial use applications for non-conforming properties.

11 Residential Land Use Recommendations

The housing market analysis predicts a demand for 90 to 150 units of new housing by 2012 for the new developments at the proposed Westfield-Fife and South Neighborhood Centers. Preliminary approximations of the share of households “in the market” for for-sale and rental housing suggest that between 10 and 15 of these new units would be demanded by qualified renter households from within Gordon Heights and that the remainder would likely be demanded by households qualified as potential home purchasers. Although Gordon Heights has a higher percentage of renters than the Town of Brookhaven as a whole does, the availability of rental housing in Long Island in general is considerably lower than in other suburban area like Westchester.

Gentrification is occurring in Gordon Heights at the same time that new rental and affordable housing opportunities are needed. The housing boom of the last few years created building opportunities in communities like Gordon Heights with lower land costs than more affluent areas. Considerably larger and more expensive homes were constructed in Gordon Heights than had been built there in the many years before the boom. Gentrification may have stopped or at least slowed in the community with the overall slowdown in the real estate market. However, it remains a potential threat to the provision of future affordable housing in the community.

Developing a mix of single-family detached housing, townhouses, and granny flats would support the community’s vision of expanding housing options for specific segments of the Gordon Heights population, including young people desiring their own affordable space, elderly residents looking to lower maintenance costs associated with their residences, and single parent households seeking housing that is affordable but spacious enough to accommodate family space needs. Figure 11-1 is a representation of the Center and Table 11-1 lists the recommended mix of units and commercial space.

Table 11-1 - Recommended Housing and Commercial Space in Neighborhood Centers

Type	South Center	Westfield-Fife Center	Total
Commercial (square feet)	18,000	5,880	23,880
Apartments above stores (units)	10	9	19
Townhouses/ Live Work (units)	16	4	20
Cottage Court (units)	8	0	8
1/8 acre lots (number)	59	0	59
1/4 acre lots (number)	25	0	25



Figure 11-1. South Neighborhood Center Visualization
Source: ADLIII Architecture

11.1 Provide Housing Choices in the South Neighborhood Center

The Town should rezone the parcels encompassed by the proposed South Neighborhood Center (Table 11-2 and Figure 10-2) to a Planned Development District.

Table 11-2 - Proposed Zone Change for South Neighborhood Center

<i>Map ID</i>	<i>Tax ID</i>	<i>Existing Land Use</i>	<i>Proposed Land Use</i>	<i>Existing Zoning</i>	<i>Proposed Zoning</i>	<i>Acreage</i>
50	526-1-20	Vacant	Mixed Use Hamlet Center	A1	PDD	5.9883
51	545-1-1	Vacant	Mixed Use Hamlet Center	A1	PDD	4.0995
52	545-1-4	Vacant	Mixed Use Hamlet Center	A1	PDD	3.8994
53	526-1-19	Vacant	Mixed Use Hamlet Center	A1	PDD	25.2393
54	526-1-21	Vacant	Mixed Use Hamlet Center	A1	PDD	0.7220
55	545-3-1.1	Vacant	Mixed Use Hamlet Center	A1	PDD	1.8572

11.1.1 Core Area

The South Neighborhood Center conceptual plan (Table 11-1) incorporates a number of different housing options to appeal to a broad segment of household types. Townhouse-style buildings in the commercial core would be designed to accommodate residential units that could be converted to partially or wholly commercial (*e.g.* office over retail or residential over retail) as demand for commercial space increased. All of the buildings within the Neighborhood Center core would be two stories so that the upper floors could be either office or residential. Apartments over stores would be available in the core of the core area, as well as townhouses and live/work units. Granny flats either inside principal residences or detached would provide additional apartment space.

Since the economic analysis indicated a limited demand for retail development, several of the core buildings would be constructed as residential townhouses, but designed for future conversion into commercial buildings. The mixed-use buildings at both the corner of Granny and Mill Roads and the corner of Granny Road and the village green would each have 9,000 square foot footprints.

11.1.2 Cottage Court

A ‘Cottage Court’ in the northeastern corner of the South Neighborhood Center would provide a different housing type where lots are spread around a central court. These small cottages would offer single-family home living in a more manageable size. The Neighborhood would transition from apartments in the core to more traditional single-family homes from the core outward.

11.1.3 Single-Family and Two-Family Outside the Core

The residential neighborhood on the eastern portion of the South Neighborhood Center would be primarily 100 foot by 100 foot (quarter-acre) lots, the same size as the existing residential lots to the east. Additional eighth acres lots would be located on the western side of the South Neighborhood Center. Some of the houses on the eighth-acre lots would be two-family homes. The additional density would help support businesses in the Neighborhood Center.

11.1.4 Live-Work Units

Live/work units would be made available in the core of the Neighborhood Center. They are discussed further in Section 11.4. Developing live/work space would support the community's vision of providing affordable housing and supplying flexible residential and commercial space to house new and existing businesses. Live/work space can be formatted to accommodate multiple business types while maintaining suburban context.

11.1.5 Accessory Dwelling Units

Accessory dwelling units (ADU's) inside the principal dwelling or apartments above garages ('granny flats') would be available for some of the single-family homes. Accessory dwelling units in the principle residence are permitted under Town code, Granny flats would require a change in Town code. These ADU's can help provide additional affordable rentals and can help make the principal home more affordable by providing rental income. The flats also create "eyes on the alley" to increase safety.

11.1.6 Residential Access

Rear alleys would serve all of the new residential lots. This would make possible more continuous sidewalks without driveway interruptions, while still providing off street parking. Alleys can be treated as either public right-of-ways or easements on private lots, whichever is preferred by the community.

RECOMMENDATION: Rezone the parcels in the proposed South Neighborhood Center to a Planned Development District. Issue guidelines for development of the parcels including the suggested number and mix of housing types, affordability goals, architectural guidelines, and community amenities.

11.2 Provide Housing Choices in the Westfield-Fife Neighborhood Center

The residents of Gordon Heights envisioned the Westfield-Fife Neighborhood Center as both a community entrance and a northern residential and retail center for the community. They pointed to a need for a gateway that would announce to visitors and residents that they had entered Gordon Heights. Wilson Avenue was selected as such an entrance because it crosses through the geographic center of Gordon Heights. Unfortunately, it does not completely cross the community from Middle Country Road to Granny Road. The 2006 Middle Country Road Land Use Plan (LUP) proposed the Westfield-Fife Neighborhood Center that would extend from Homestead Drive east to Wilson Avenue (

Figure 2-3). The adopted Plan called for development of this area into a small and compact neighborhood fronting Middle Country Road on both its north and south sides.

The Westfield-Fife Neighborhood Center conceptual plan as proposed here (Figure 11-3) includes only a portion of the Westfield/Fife Neighborhood Center proposed in the Middle Country Road LUP. The economic analysis performed for all of Gordon Heights, suggested a demand for only 25,000 to 50,000 square feet of retail development in the entire community. During the visioning, the community made it clear that a viable South Neighborhood Center was a high priority. Consequently, the majority of the new retail is recommended for the South Neighborhood Center. As Gordon Heights and surrounding communities grow, so could the Westfield-Fife Neighborhood Center.

The Middle Country Road Land Use Plan called for the Westfield-Fife Neighborhood Center to extend from Homestead Drive east to Wilson Avenue with its center and entrance to the community at Fife Drive (Figure 2-3). There are several vacant parcels between Homestead Drive and Fife Drive that could be developed as part of this Neighborhood Center. There is already multifamily housing in the area – the Homestead Village Apartment complex on the west side of Homestead Drive. West Yaphank Road leads from this area through the community and almost to the proposed South Neighborhood Center. It does not (but should) connect to Homestead Drive. Unfortunately, the Center would be located outside the Gordon Heights Fire District and so could not help offset the residential fire tax burden. Very few of the existing Middle Country Road commercial establishments are within the fire district. If the Gordon Heights Fire District boundaries were changed to include all of Gordon Heights (or at least all of Middle Country Road west of Emma Drive), then the proposed location for the Westfield-Fife Neighborhood Center would be inside the fire district.

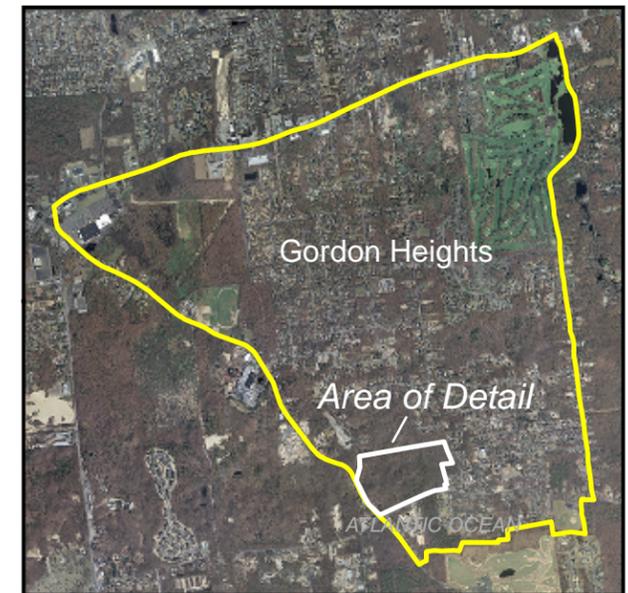


Figure 11-2
South Neighborhood Center
Master Plan Location



CAMERON ENGINEERING
& ASSOCIATES, LLP

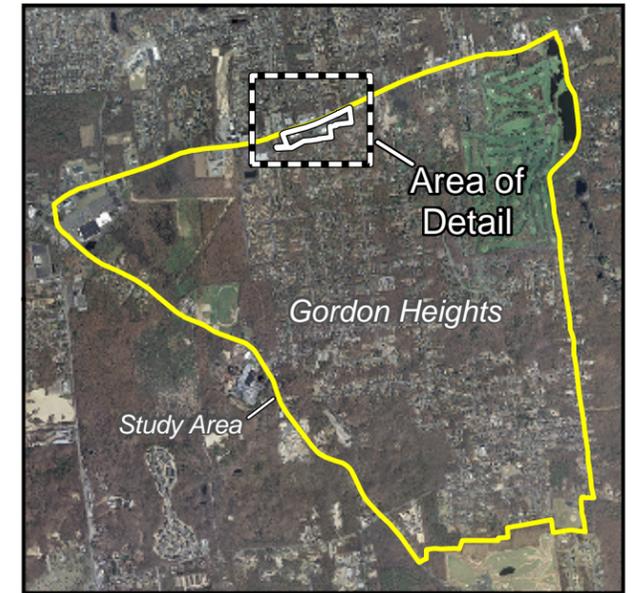
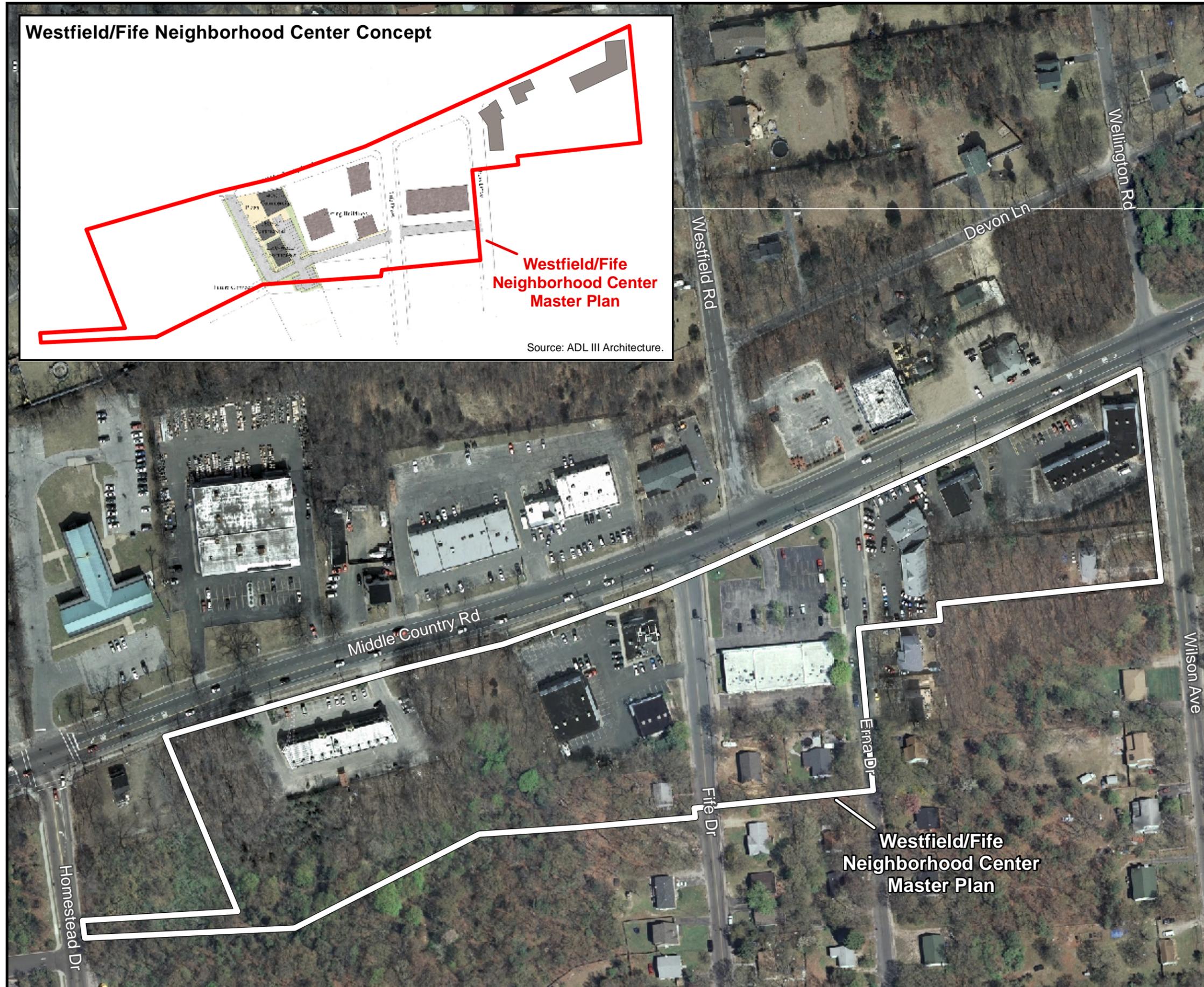


Figure 11-3
Westfield/Fife Neighborhood Center
Master Plan

The Town should change the zoning of the parcels encompassed by the proposed Westfield-Fife Neighborhood Center to J6 in order to permit mixed use that includes residential and retail (Figure 10-1 and Table 11-3).

Table 11-3 - Proposed Zone Change for Westfield-Fife Neighborhood Center

Section/Block/Lot	Existing Zoning	Proposed Zoning
452-1-10.1	A2	A2, J6
452-1-11.3	J2, A1	J6
452-1-11.2	A2	A2, J6
452-1-13	J2, A1	J6, A1
430-3-15.1	J2	J6
452-2-3	A1	J6
430-3-22.1	J2	J6
452-2-22	A1	J6
452-2-26.1	A1	J6
430-3-24	J2	J6
430-3-28	J2, A1	J6
430-3-26	A1	J6
430-3-25	J2, A1	J6

The economic analysis predicted a limited market demand for new commercial and residential space in Gordon Heights. The community expressed a desire to see most of this demand located in the proposed South Neighborhood Center. Consequently, only two new commercial structures are proposed for the Westfield-Fife Neighborhood Center (Figure 3-1). They would be small mixed-use buildings, one with a 1,800 square foot footprint and the other with a 4,080 square foot footprint. These would ideally be two stories with the upper level used for either offices or apartments. They could be located on the vacant parcel west of Fife Drive. Per the Middle Country Road Land Use Plan, an entry to this parcel from Fife Drive might be possible that would connect the rear yards of all the parcels of the Neighborhood Center. Parking would be accommodated behind the proposed buildings.

RECOMMENDATION: Rezone the parcels in the proposed Westfield-Fife Neighborhood Center to J6 and designate the Center as a Hamlet Overlay District. Issue guidelines for development of the parcels including the suggested number and mix of housing types, affordability goals, architectural guidelines, and community amenities.

11.3 Establish Housing Affordability Requirements

The Planned Development District for the proposed South Neighborhood Center should include affordable housing and workforce housing according to §85-105 of the Brookhaven Code (Affordable Housing), which requires a minimum of 10 percent affordable units. The code also provides for a sliding scale of additional density depending on whether the

proposed development is in a primary zone (within 500 feet of a Main Street Business District), secondary zone (on connector roadways with access to commercial centers and transportation), or in a tertiary zone (other areas that have public amenities). The Town would likely consider the South Neighborhood Center location a tertiary zone based on the proposed amenities (community center, public plaza, access to open space). The density bonuses provided by the code apply to the ‘conventionally’ zoned properties. As the South Neighborhood Center would be zoned as a PDD, other incentive mechanisms might be possible. New code amendments are being drafted which would expand the primary zone to approximately ¼ mile from the Main Street Business District.

The Westfield-Fife Neighborhood Center would be zoned J6 and would become a new hamlet center, which would characterize it as a ‘primary zone’ or one that is more like a Main Street Business District (*A pedestrian-oriented downtown hamlet centers characterized by on-street parking, and pedestrian amenities such as wide sidewalks, benches and streetlights*). The Westfield-Fife Neighborhood Center would be eligible for a density increase to nine units per acre, *provided that for each additional market rate unit above six units per acre, two additional units are designated as workforce or affordable housing units in accordance with Town guidelines*. If all of the units are proposed as affordable, then the maximum permitted density could be increased to 12 units per acre.

RECOMMENDATION: Require a minimum of 20 percent affordable housing in the South and Westfield-Fife Neighborhood Centers. Provide incentives for additional affordable housing.

11.4 Provide Live-Work Units in the Neighborhood Centers

Live/work space is often conceptualized as, but need not resemble, urban commercial space with dense housing above. Less intensive design can preserve residential context. Suburban live/work space formatting must be sensitive to both resident and business needs, providing sufficient privacy to residents while maintaining flexibility for businesses with different street-front exposure and client/customer access needs. Suburban live/work space formats can be achieved through various typologies; perhaps most flexible is single-family detached housing incorporating first-floor commercial space with residences above. This type of space can accommodate a variety of businesses including consultants and merchandisers.

Another possible typology is housing with in-unit loft space for office use, which permits administrative oversight of street-front commercial space below. Other possible formats are garage-attached or detached rear-yard space fronting separate commercial streets; these types

of spaces in particular accommodate businesses engaged in light manufacturing or distribution activities. Yet another live/work model is to cluster housing around business incubator space, allowing resident business owners to pool resources to pay for office supplies, telecommunications services, and costs associated with common area maintenance. This option is particularly effective if the host community desires economical rental housing yet still requires space that minimizes business-operating costs.

Commercial space can account for 15 to 45 percent of the total built square footage of live/work units. However, the upper end of this range is generally confined to urban work/live spaces. Commercial space can achieve pricing consistent with companion residential space on a dollar per square foot basis. Live/work units can give young entrepreneurs an affordable opportunity to enter business, can be valuable to single-parent households who want to work but cannot afford childcare, to home-based businesses for expansion, to seniors that want to work part time from their homes, and to artists and others in the 'creative class' that often prefer live/work units.

The Town of Brookhaven is encouraging the development of hamlet centers and the revitalization of existing downtowns. An important element of these places, particularly those in areas where the average household income is below the County median, is the live/work unit. The Town has recognized the desirability of live/work units and permits them in its J (Transitional Business), J2 (General Business), J6 (Main Street Business District) zones and in PDD's (Planned Development Districts). The Town should permit live/work units in Hamlet Centers and inside the commercial centers of the proposed Westfield-Fife and South Neighborhood Centers. The architecture of the live/work units should complement the design of the commercial spaces.

There are many designs for live-work units. Some simply have an extra room for use as an office or a bedroom. Others have a real commercial space with an apartment upstairs and still others are more loft-style apartments. Municipal codes distinguish between home occupations allowed in residential zones and true live/work units. Home occupation ordinances permit modest, low-impact business or commercial uses in a residence within a residential zone. Home occupation ordinances limit commercial activities in terms of hours of operation, parking, and number of employees to ensure that they remain compatible with residential uses. Live/work ordinances, however, allow residential uses within commercial, office, or industrial buildings and zones. Some cities limit live/work units to commercial districts to protect manufacturing districts from encroachment and displacement from

residential or other uses. The American Planning Association² defines the live/work unit, establishes its purpose, and proposes regulations for it (Appendix D).

Developers in downtown Portland, Oregon offer prospective buyers a range of possible floor plans to help them visualize possible uses. In Miami, Florida, some live-work units include adaptable-spaced, bi-level units called LOTS, or living over the studio, units. Accessing the workspace requires going out on the terrace and down a spiral staircase from the residential space. That design is the architect's solution to Miami's zoning codes, which have no provisions for apartments with both commercial and residential uses. The Miami units also have movable wall panels that allow occupants to configure their own space.

Most commercial and residential zoning specifies different requirements for fire protection and sewer capacity, parking, compliance with the Americans with Disabilities Act, and more. Developers in most parts of the country avoid these issues by building work and living space under one roof without connecting them. That way, most codes can work as long as the municipality zones the property for both commercial and residential use. However, there are usually use restrictions on the commercial portion of live/work spaces allowed in areas that also allow residential use. Some uses may be preapproved, a residents' association may approve others, and still others may be completely barred. Most live/work zoning codes treat live/work units that have employees or are regularly open to the public differently, primarily because of requirements for disabled access (for owners, employees, customers and visitors). Some live/work codes have specific requirements for "sleeping mezzanines" (see City of Oakland ordinance³). Owners of live/work units presumably save money by not paying separate rents for living space and workspace, as well as reducing transportation costs.

RECOMMENDATION: Provide live-work units in the neighborhood centers.

11.5 Expand Availability of Accessory Apartments

Accessory dwelling units (ADU's) should be encouraged in the proposed Neighborhood Centers and within 1500 feet (walking distance) of them. However, there are few opportunities for ADU's inside the community even on some of the long, narrow lots east and west of Gray Avenue and Wilson Avenue due to the County's wastewater limit for Hydrogeologic Zone III of 300 gallons per day per acre.

² American Planning Association. March 2006. *Model Smart Land Development Regulations*. Interim Planning Advisory Service Report.

³ Oakland, California, City of. Planning Code, Title 17, 17.102.190 Joint living and work quarters: <http://bpc.iserver.net/codes/oakland/>

RECOMMENDATION: Revise Accessory Apartment Code to Permit Detached ADU's within 1500 feet of J6 districts, hamlet overlay districts, and PDD's that include a neighborhood or hamlet center. Institute specific building and site requirements to protect single-family neighborhoods.

11.6 Redevelop Small Lots

11.6.1 Consolidate and Redevelop Selected Small Lot Clusters

There are two significant clusters of small lots in Gordon Heights (Figure 5-4) where small lots could be consolidated into larger parcels to allow development of new single-family housing units.

An examination of vacant and publicly owned properties, abandoned and fire damaged homes, and properties in foreclosure reveals additional clusters in the community (Figure 5-5). It may be possible for the Town in cooperation with a non-governmental housing organization to acquire and aggregate these properties to create new and affordable single-family housing. A larger cluster would allow the addition of public amenities to the consolidated property. Elimination of small lots would improve groundwater quality by reducing the concentration of septic systems.

However, consolidation and redevelopment of these properties would also eliminate some of the small affordable homes whose existence is important to many limited income Gordon Heights households. A careful examination of the subject properties would have to be completed to determine the viability and advisability of redeveloping these small lot clusters.

Unfortunately, the community experienced the redevelopment of some small or abandoned lots in the past that resulted in poorly constructed and maintained properties. As a result, there is a reluctance now to welcome redevelopment plans by 'outside' groups without extensive due diligence. However, some groups like the Long Island Housing Partnership have worked well in Gordon Heights and could develop an actionable plan working in conjunction with the Gordon Heights Civic Association and the Chamber of Commerce.

RECOMMENDATION: Work with housing groups like the Long Island Housing Partnership to acquire, consolidate, and redevelop selected small lot clusters.

11.7 Identify Options to Reduce Foreclosures

Reducing foreclosures not only helps the affected homeowner, but also benefits the community by keeping people in their homes and reducing the number of abandoned properties. A recent Newsday article⁴ highlighted an innovative effort that teamed a builder and a nonprofit to buy and modify at-risk mortgages and try to avoid foreclosure.

The plan has investors led by James Vilardi, head of Bedford Construction Group in Valley Stream spending \$5 million to \$10 million to buy upwards of 50 mortgages at a discount and then working with the Long Island Housing Partnership to make payments affordable for the homeowners. Once the nonprofit-private team owns the mortgage, it can offer more flexibility in reworking loans by extending the loan term (to as much as 50 years), lowering the interest rate, or suspending payments for borrowers that may have lost their job.

Under this scenario, a group of investors would be the lenders and would profit from the homeowners' interest payments. The homeowners could refinance when property values rise and pay off the original loan. Their repayments and a portion of the investors' profits would be used to buy more problem mortgages from traditional lenders.

This kind of program steps in before homes have been foreclosed on. Other programs can help once a house has been foreclosed on. The Housing Finance Agency's Neighborhood Stabilization Program, for example, purchases abandoned or foreclosed homes and rehabilitates them for first-time qualified homebuyers.

RECOMMENDATION: To the extent that the Town has jurisdiction, work with housing groups like the Long Island Housing Partnership to purchase distressed mortgages and prevent foreclosures.

⁴ LI team investing in saving homes from foreclosure. Newsday, August 25, 2009

12 Commercial Land Use Recommendations

12.1 *Provide New Retail*

Residents said that various neighborhood-type service businesses that are not currently available force them to travel to other communities to fill those needs. Some services do exist in Gordon Heights, but are scattered through the community, primarily in home-based businesses. In addition to providing needed housing and retail, the South Neighborhood Center can help create an identity for Gordon Heights by concentrating many of the community activities there. Commercial enterprises can help make both the Neighborhood Centers more attractive to residents and create more of a village center than a residential development. The market analysis confirmed the results of the visioning in terms of the demand for certain types of neighborhood retail.

The retail demand analysis suggests that between 11,000 and 24,000 square feet of space could be supported within the Gordon Heights Trade Area by 2012. Spaces developed in the proposed Neighborhood Centers will have a convenience goods and services focus and will principally serve the local community. The analysis demonstrates market support for new development in the food and beverage service, clothing and clothing accessory stores, electronics and appliances stores, and miscellaneous retail categories. There may be additional development potential for limited food and beverage stores retail. Accordingly, a local electronics shop, miscellaneous retailers such as a florist or stationary store, new restaurant space, and a small coffee shop or convenience store are all supportable. If new apparel-focused retail is to be developed, it should be formatted as small boutique space.

The through traffic on Mill and Granny Roads will help bring additional customers to the Neighborhood Center businesses from outside the community to help enhance their viability. The South Neighborhood Center will be oriented around a public green, approximately 100 feet by 200 feet (Figure 12-1), and anchored by the new Community Center at its north end. The green would provide a public gathering, activity, and event space. The majority of the retail would have Granny Road frontage to maximize its visibility to drivers. The green would be a public amenity provided by the developer, or the Town could acquire it separately. The Community Center would require its own funding. The developer might contribute to that funding. See Figure 12-2 for a visualization of the South Neighborhood Center from Granny Road.



Figure 12-1. Typical Village Green

Since the economic analysis indicated a limited demand for retail development, several of the core buildings would be constructed as residential townhouses, but designed for future conversion into commercial buildings. The mixed-use buildings at both the corner of Granny and Mill Roads and the corner of Granny Road and the village green would each have 9,000 square foot footprints. This ground floor square footage in addition to the retail at the Westfield-Fife Neighborhood Center would be approximately 24,750 square feet. The economic analysis estimated a retail demand of between 25,000 and 50,000 square feet. The townhouses between these buildings and lining the sides of the green would, if converted to commercial use, create an additional 27,550 square feet bringing the total to 52,300.

The building on the southeast corner of the proposed Village Green would be reserved for a post office. The community expressed an interest in having their own post office and zip code since they are currently divided between four different postal codes. Locating a full-service post office is unlikely as the Postal Service is consolidating its operations. However, a retail outlet might be possible, particularly if the developer of the South Neighborhood Center were to provide space. Alternatively, the building could be used for additional retail space. All of the buildings within the neighborhood center are intended to be two story buildings. Upper floors can be used for either office or residential use.

The progression of sweeping retail initiatives that will transform nearby stretches of Middle Country Road suggests that new retail offerings developed within the proposed Neighborhood Centers must be positioned to compete against new spaces coming online just outside of the Gordon Heights Trade Area.

RECOMMENDATION: Expedite permitting for new retail business in the Gordon Heights Neighborhood Centers.

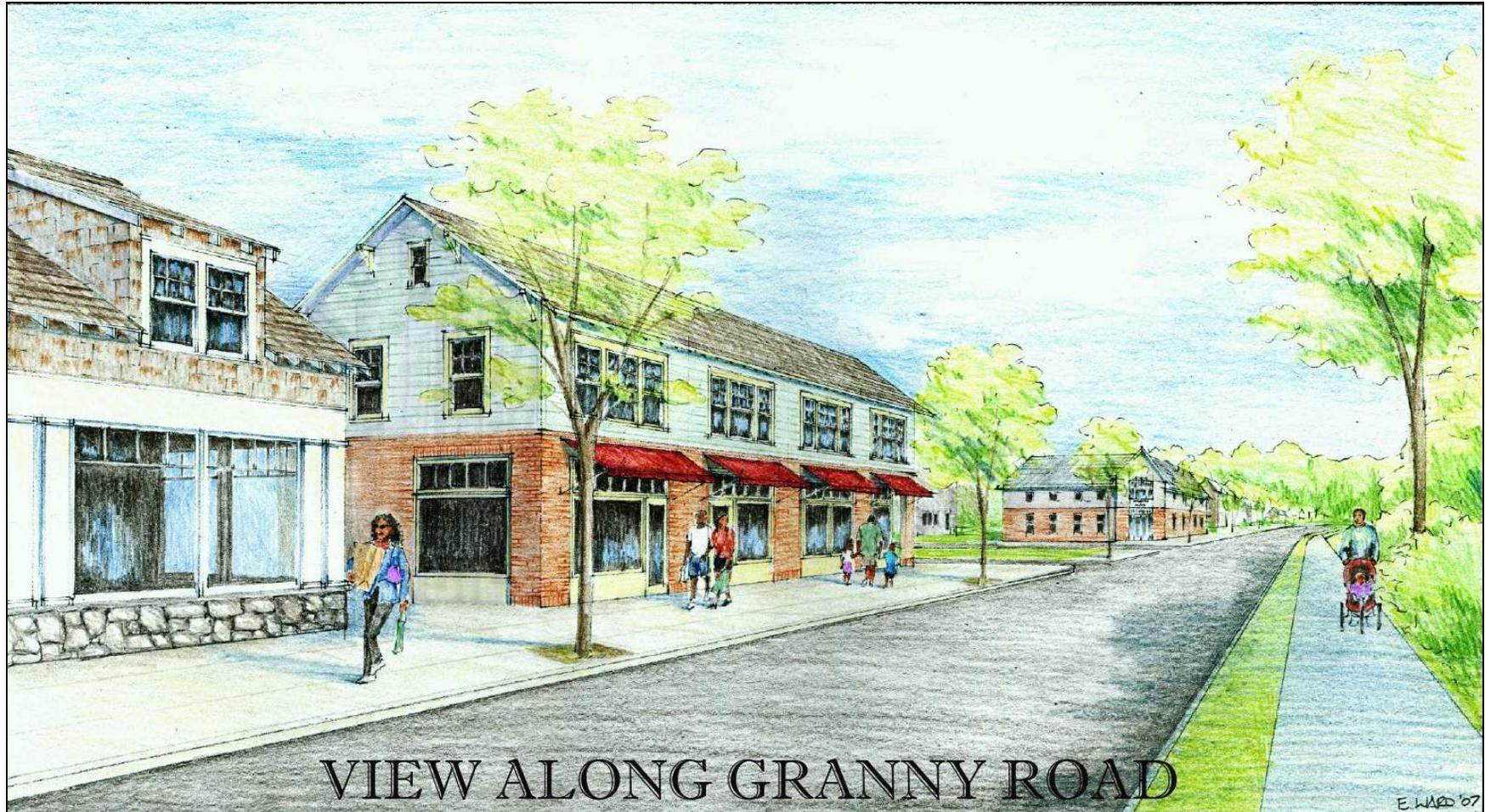


Figure 12-2. South Neighborhood Center from Granny Road

Source: ADLIII Architecture

12.2 *Expand Commercial Tax Base*

Gordon Heights needs additional commercial enterprises to provide local jobs and expand shopping opportunities. The Gordon Heights Chamber of Commerce identified a dozen or more businesses, owned by residents of Gordon Heights, but operated out of their homes or in nearby towns, that could fill the new commercial districts. Attracting locally owned businesses to the new Neighborhood Centers would boost community pride, help support the businesses, and provide jobs for residents of Gordon Heights.

RECOMMENDATION: The Gordon Heights Chamber of Commerce and the Town's Office of Economic Development should work together to develop strategies and incentives for existing Gordon Heights businesses to expand into the community and others to relocate to the community.

13 Industrial Land Use Recommendations

Gordon Heights has three industrially zoned (L1 - Light Industrial) parcels on the east side of Mill Road near the southern terminus of West Yaphank Road. The industrial property by West Yaphank Road (Section 525 Block 1 Lots 13.1 and 13.2) is ideally located near (walking distance to) the proposed South Neighborhood Center for potential employees to live or shop.

Attracting new industry to this location would increase the commercial tax base in Gordon Heights. Real industrial development of this parcel would bring local jobs to the community and help support the neighborhood retail proposed for the South Neighborhood Center. An ideal scenario would be the relocation of a manufacturing firm owned by a community member to this parcel with the associated employment of Gordon Heights' residents.

One 1.63-acre property (Section 452 Block 2 Lots 38) is zoned A1 residential, but currently has an industrial land use. This non-conforming use should be returned to residential.

RECOMMENDATION: Encourage industrial or commercial development of the vacant Light Industrial (L1) parcel on east side of Mill Road near West Yaphank Road and redevelopment of the other two L1 parcels on Mill Road to bring jobs to Gordon Heights. The single non-conforming industrial use property should be returned to residential use.

14 Recreational Land Use Recommendations

14.1 Provide Additional Pocket Parks

The 2009 Statewide Comprehensive Outdoor Recreation Plan (SCORP) by the New York State Parks, Recreation, and Historic Preservation Planning Bureau has guidelines for neighborhood, community, and regional parks (see Section 5.7 and Table 5-5). Based on Gordon Heights' 2007 population of 6,070, its size of approximately 1,745 acres (2.73 square miles) and SCORP guidelines, the Gordon Heights community should have approximately 12 play lots or pocket parks, three neighborhood parks, and one community park. In fact, Gordon Heights is lacking the recommended number of play lots or pocket parks, but does have the appropriate number of neighborhood parks and community parks (Cathedral Pines, Overton Preserve, and others).

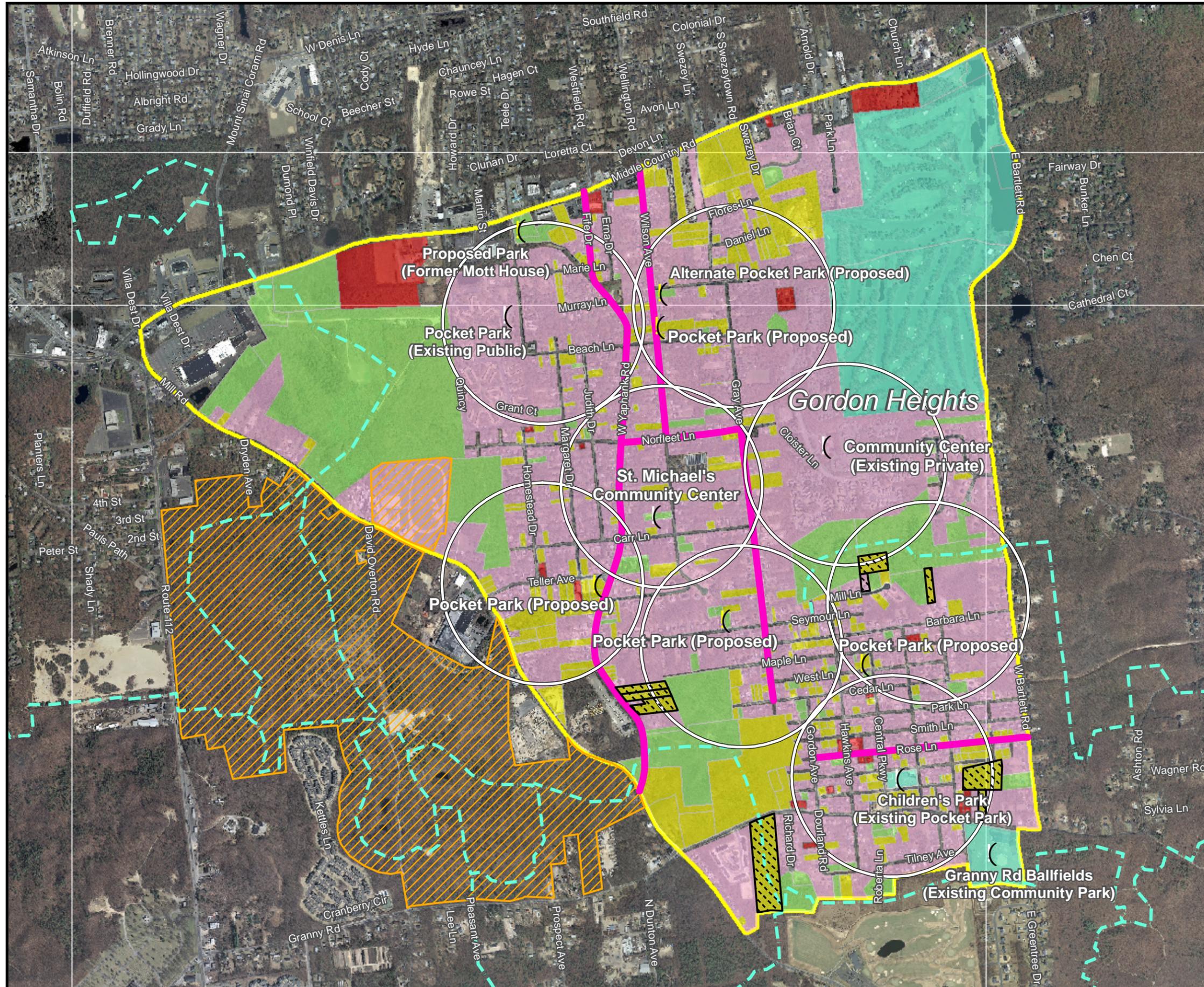
There are however, numerous small parcels scattered throughout the community that may lend themselves to development as pocket parks based primarily on their location more than one-quarter mile from adjacent pocket parks. Vacant parcels that could be acquired for pocket parks or playgrounds are listed in Table 14-1 and are shown in Figure 14-1. If acquired, the Town might contract with the Gordon Heights Civic Association or one of the community's church organizations to operate and maintain the parks.

Table 14-1 - Proposed Pocket Park Parcels

Parcel Number*	Tax Map Numbers
45	453-2-20
47	496-5-19
48	497-3-13
49	527-1-5

*Refer to Figure 10-1 and Figure 10-2

RECOMMENDATION: Work with the Civic Association to verify that the proposed park locations work for the community. Proceed with acquisition of identified parcels.



- (Existing Park
 - (Proposed Park
 - 1/4-Mile Radius Neighborhood Circle
 - Potential Trail Corridor
 - Community Corridor
 - ▨ Overton Preserve (Approximate boundary)
 - ▩ Acquisitions Recommended for Open Space Connectivity
- Related Land Uses**
- Institutional
 - Public Land
 - Recreational
 - Residential
 - Vacant



Figure 14-1
Proposed Parks & Connections

Source: Town of Brookhaven GIS Department (tax parcels).

14.2 Improve Park Connectivity and Accessibility

There is little to no connectivity between the open space public parcels of the community (Figure 14-1), though opportunities exist. The Town has proposed an extensive trail system that surrounds Gordon Heights.

A pedestrian/bicycle connection should be developed from the proposed South Neighborhood Center to the Overton Preserve through the Town-owned parcel to the north and the small County owned parcel adjacent to it and adjoining Mill Road. Other public parcels inside Gordon Heights should also be connected to the proposed Town trail system (Figure 14-1).

Another connection to the Overton Preserve should be created from the proposed Westfield-Fife Neighborhood Center to the former Coram Airport property, currently owned by the County, should it become a public park. Access from the County property to the Overton Preserve should also be developed. Pedestrian/bicycle crossings should be constructed on Mill Road to allow passage from Gordon Heights into the Overton Preserve.

Granny Road Park adjoins numerous Town-owned parcels to the south and west. A more formal connection through these parcels (Figure 14-1) would create a new greenway that could reach almost to Mill Road near the proposed South Neighborhood Center and the public golf course.

The Town-owned property north of Mill Lane connects across West Bartlett Road to other Town properties that then connect to County properties to the east (Figure 14-1). The County properties are part of the Carmans River watershed that ultimately reaches the south shore. Formalizing the connections between these properties with a hiking trail, pedestrian or bicycle path would create a large and ecologically diverse greenway (Figure 14-1).

The Middle Country Road Land Use Plan (LUP) identified opportunities in Gordon Heights for expanding park and recreational facility connections. The LUP recommended connecting the Town-owned property between the Spring Lake Golf Course and Middle Country Road to the Core Preservation Area of the Pine Barrens Preserve to the east and north to the RCA Property. The LUP proposed use of the parcels at the southeast corner of Middle Country Road and West Bartlett Road for parking to access the proposed greenbelt (Figure 14-1).

The Middle Country Road LUP also suggested restoring the Mott House at the southeast corner of Middle Country Road and Homestead Drive and using the remaining lands to the south and east for a public park or playground. The Mott House has since collapsed, but the

Town has committed to rebuilding a replica in its place. The Gordon Heights Chamber of Commerce would likely be a tenant of the rebuilt house. This property/park would be the western end of the proposed Westfield-Fife Neighborhood Center. As such, it could connect the Neighborhood Center to the County-owned former Coram airport property to the west and ultimately to the Overton Preserve (Figure 14-1). A pedestrian/bicycle trail here could also connect the Neighborhood Center to the old precinct building (recommended in the LUP for renovation and reuse as a youth center and venue for community meetings) and to St. Francis Cabrini Church.

RECOMMENDATION: Connect the proposed South Neighborhood Center to the trail network proposed by the Town. Connect existing and proposed parks and open space inside Gordon Heights to each other and to neighboring greenbelts, parks, and preserves. Connect the Westfield-Fife Neighborhood Center to the County-owned park and the Overton Preserve.

15 Infrastructure Recommendations

15.1 Provide Wastewater Collection

15.1.1 Estimated Wastewater Flow

Based on the demographic and economic study, there may be demand for approximately 87-149 housing units. Assuming a single-family equivalent flow of 300 gpd per unit, the maximum residential flow may be as much as 45,000 gpd. The study also projects retail demand of 11,000 to 24,000 square feet (sf). Of the total retail demand, up to 15,000 sf could be 'dry' retail and 9,000 sf could be restaurants. Using the Suffolk County values of 0.03 gpd/sf for dry retail (450 gpd) and 0.15 gpd/sf for restaurants (1,350 gpd), new commercial development could generate flows of up to approximately 1,800 gpd. Thus, full development of residential and retail demand would require collection and treatment of almost 47,000 gpd. Such a volume exceeds the County Health Department's allowable on-site disposal and the capacity of 'package plants' (typically 15,000 gpd). The development would therefore require either its own treatment plant, a connection to adjoining private plants (existing or proposed), or a connection to a public treatment plant (existing or proposed).

RECOMMENDATION: Consider phased development of the Neighborhood Centers to manage wastewater collection and treatment until regional sewer collection and treatment become available.

15.1.2 Wastewater Options for Phased Development

Ultimately, full build-out of the Gordon Heights Westfield-Fife and South Neighborhood Centers would be possible only by connecting to a Town- or County-owned wastewater treatment plant or by construction of its own treatment plant. However, as the Town and County will be initiating a sewer requirements and capacity studies, the availability of either public option cannot yet be determined. Even if the studies are completed in two years, implementation of the recommendations (SEQRA, design, funding, permitting, and construction) could be another five to eight years or more. Thus, it is likely that ten years could elapse before a connection to a public system was possible. As both the County and Town will be conducting these studies, they are unlikely to permit a new private treatment plant until the studies are completed. Even then, it is more likely that one or both studies would recommend the consolidation of small private plants into a larger regional facility and a policy of discouraging new private plants.

In the interim, phased development of the Westfield-Fife and South Neighborhood Centers may be possible. Development of the first phase of a South Neighborhood Center could be accommodated by a 15,000 gpd 'package plant' or by expanding the capacity of neighboring developments (Figure 6-1). A package plant could service 40-50 housing units (or more, if they are small apartments) along with the anticipated dry and wet retail. Alternatively, first phase flow might be piped to an expanded plant operated by the Kettles Lane development to the west, or to a plant operated by the proposed Mill Pond development to the south, should it proceed and agree to set aside flow capacity. A second development phase of another 40-50 residential units could be accommodated by whichever option is not pursued in Phase I.

The third and last phase of the Gordon Heights Westfield-Fife and South Neighborhood Centers may be able to connect to a public system. By that time, the package plant would be in the declining years of its service life and could be abandoned and the space utilized for a pump station.

RECOMMENDATION: Permit phased development of the Neighborhood Centers with flexible options for sewage collection and treatment to manage wastewater collection and treatment until regional sewer treatment becomes available.

15.1.3 Connection to a County or Town Treatment Plant

Full development of the Neighborhood Centers as proposed would ultimately require connection to a wastewater treatment plant. The Selden District, approximately 1.5 miles north of the South Neighborhood Center (Figure 6-1), as discussed in Section 6.1, may be available if the County determines that there is capacity (or adds it) and expands the district. The Medford Sewer District may also be available for a connection, though it is approximately 2.5 miles from the South Neighborhood Center (Figure 6-1).

RECOMMENDATION: Incorporate Gordon Heights Neighborhood Center sewer connection into plans for the County's Selden or Medford treatment plants. Request that Gordon Heights' flow be considered in the Suffolk County sewerage study and ensure that the flow is included in the Brookhaven-wide study being undertaken by the Town.

15.2 *Ensure Adequate Street Lighting*

It appears that there are adequate streetlights through most of Gordon Heights (Figure 6-2). However, according to many community residents, street light maintenance could be provided in a timelier manner. Prompt lamp replacement would help improve neighborhood

safety. The Gordon Heights Civic Association and Chamber of Commerce could work with the Town to improve delivery of these services. The Town also has a petition process to request streetlights where a majority of residents determines that lighting is inadequate.

RECOMMENDATION: Ensure that the Town's Division of Streetlighting conducts an assessment of Gordon Heights streetlights and has recorded all of the lights into their priority Streetlighting Inventory and Maintenance System (SIMS). The SIMS is used to track the status of each light, its maintenance history, wattage, etc. Residents and the Civic Association should report damaged or unlit lights to the Division.

15.3 *Improve Mobility*

15.3.1 Connect Neighborhood Centers by Extending Street Connectivity

The Town's adopted 2006 Middle Country Road Land Use Plan (LUP) proposes the development of five distinct Hamlet Centers and one Neighborhood Center along Middle Country Road (NY25) between North Ocean Avenue (CR83) to the west and William Floyd Parkway (CR46) to the east. Transition zones will connect the Hamlet Centers and will contain business and residential uses that adhere to the standards established in the Plan. An important feature of Hamlet Centers is internal street connectivity and good connections to the surrounding area.

Two road connections may be necessary for the southern neighborhood center and two others could be useful (Figure 15-1). Rose Lane (not Rose Court) would be extended across Gordon Avenue towards the proposed South Neighborhood Center through an existing right-of-way. A north-south road could be created from Richard Drive across Granny Road with a crosswalk in that intersection. The Richard Drive extension could connect to an extension of Gray Avenue southward. There is an existing right-of-way spur at the south end of Gray Avenue, so that purchase of property would not be required to make this connection. This could serve as an alternate to the Wilson Avenue extension to create a north-south connection between the proposed Neighborhood Centers. The South Neighborhood Center could also have an east-west connection with Baldwin Court. West Yaphank Road should be extended to Homestead Drive to improve connectivity around the Westfield-Fife Neighborhood Center.

RECOMMENDATION: Extend Rose Lane across Gordon Avenue towards the proposed South Neighborhood Center through an existing right-of-way. Construct a north-south road from Richard Drive across Granny Road with a crosswalk in that

intersection. Connect Richard Drive extension to an extension of Gray Avenue southward. Connect West Yaphank Road to Homestead Drive.

15.3.2 Maximize Public Transportation Access

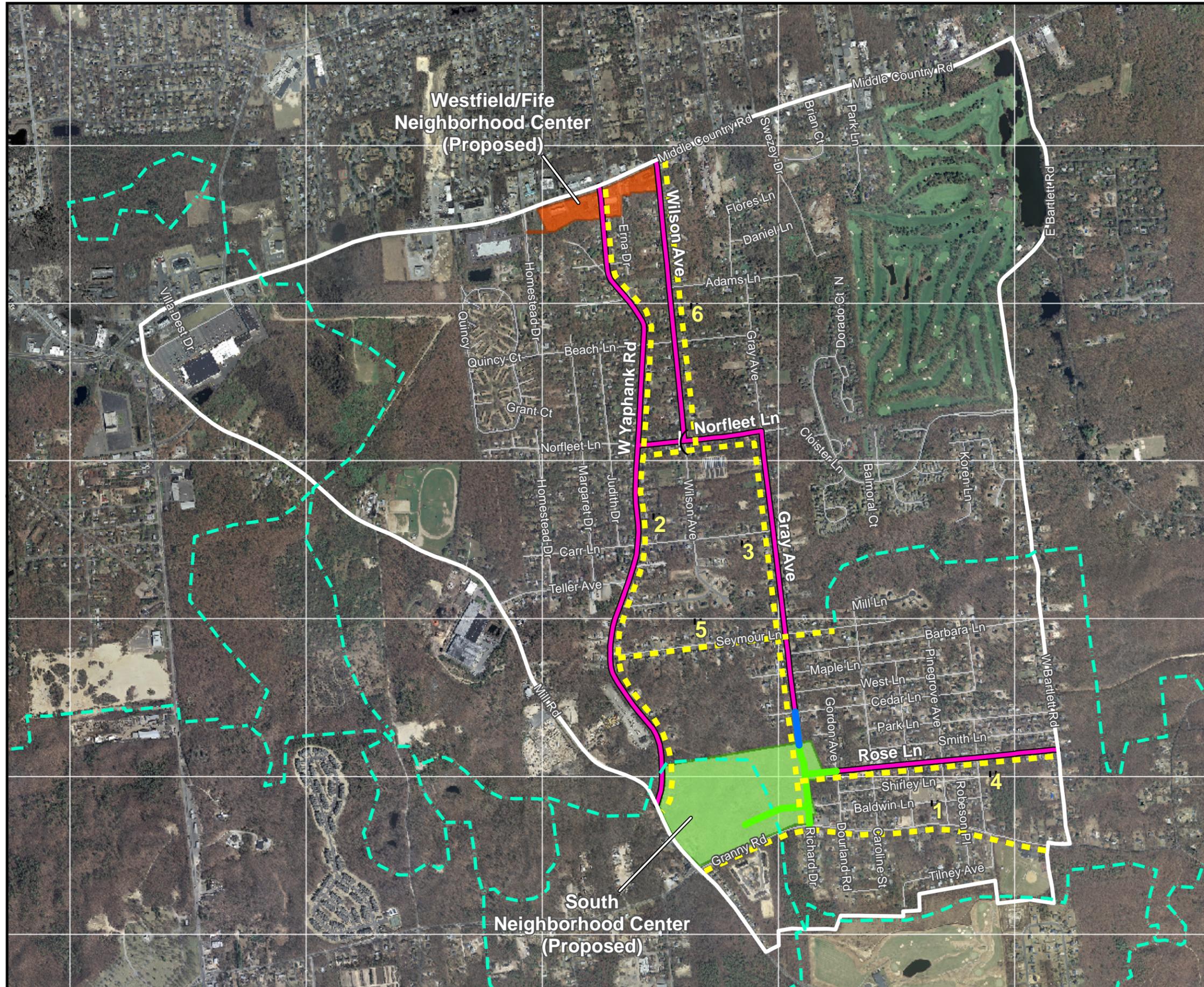
If the Suffolk County Bus S60 route modified their route only slightly, it could incorporate stops within the two planned neighborhood centers. It could, for example, continue down West Yaphank Road and turn east on Granny Road stopping at the South Neighborhood Center. Shelters should be provided at all existing and new stops to promote the use of public transportation. The mobility recommendations of the *Middle Country Road Land Use Plan* should be implemented to provide bus stops with shelters in the hamlet centers and an internal transit system that would provide shuttle service between the hamlet centers of the corridor.

RECOMMENDATION: Work with Suffolk County Bus to alter their S60 route to incorporate the planned Neighborhood Centers into the route.

15.3.3 Provide Bicycle Lanes and Racks in Key Locations

Most of the roadways in Gordon Heights are relatively quiet and sufficiently wide for bicycles. However, the main through corridors like Gray Avenue and West Yaphank Road would be safer if striped for bicycles. Bike lanes provide a protected area for bicyclists to travel instead of competing for space with automobiles. The Gordon Heights Civic Association could identify the best locations for bicycle lanes based on the popular routes travelled by children to community facilities. Bicycle racks should be provided at Town Parks, the St. Michaels Community Center, and other locations where children gather. Provisions should be made for bicycle access to the former Coram Airport if/when it becomes a County Park. Similarly, access to the Overton Preserve by bicycle would be a welcome recreational addition to the area. (The Town has not designated bicycle trails within the Preserve).

RECOMMENDATION: Work with the Gordon Heights Civic Association to identify the best locations for bicycle lanes based on the popular routes travelled by children to community facilities. Provide bicycle racks at Town Parks, the St. Michaels Community Center, and other locations where children gather. Provide bicycle access to the Overton Preserve and the former Coram Airport if/when it becomes a County Park.



- (Community Node
- Community Corridor
- Potential Trail Corridor*
- Proposed Sidewalks
- Sidewalk Installation Priority

Proposed Neighborhood Centers

- South Neighborhood Center
- Westfield/Fife Neighborhood Center

*Note: Provided by Town of Brookhaven

0 1,000 2,000 Feet

Figure 15-1
Street/Sidewalk/Trail Connectivity

Source: NY State Office of Cybersecurity & Critical Infrastructure Coordination (2007 Aerials and road network).

15.3.4 Construct Sidewalks

Sidewalks should be available along the major community corridors. Like bicycle paths, the community is best able to identify the most appropriate locations for sidewalks based on the routes most used by pedestrians. Sidewalk needs identified during the visioning are listed in Table 15-1, below. The proposed Neighborhood Centers are places designed for easy pedestrian access between the residential and retail areas and the community facilities. Sidewalks will make pedestrian travel easy, safe, and attractive inside the Centers. Sidewalks should also connect the Centers to other locations inside Gordon Heights. Sidewalks should be available for pedestrian access to community facilities such as day care centers, churches, and parks.

Table 15-1 - Sidewalk and traffic calming needs from the Visioning

<p><i>Granny Road from Mill Road to West Bartlett Road</i></p> <ul style="list-style-type: none"> • Granny Road Ball Field • The Children's Park • Three major churches, Community Baptist, St. Mary's AME and Feed My Sheep • Heavy pedestrian usage • High traffic count • Community store
<p><i>Wilson Avenue from Carr Lane to Middle Country Road (Route 25)</i></p> <ul style="list-style-type: none"> • St. Michael's Recreation Center • Shopping on 25 • High traffic count • Heavy pedestrian use
<p><i>West Yaphank Road from Seymour Lane to Middle Country Road (Route 25)</i></p> <ul style="list-style-type: none"> • Major thruway from within community to Middle Country Road (Route 25) • Commercial areas - 7/11, Laundromat, Mike's, Westfield Shopping, Barber Shop • Veterans' Memorial • High traffic count

The 2006 Middle Country Road Land Use Plan recommends 10-foot wide sidewalks in Hamlet Centers and five-foot wide sidewalks elsewhere in the corridor. It proposes curb bulb-outs or extensions to reduce pedestrian crossing distance and improve visibility for Middle Country Road.

RECOMMENDATION: Construct sidewalks along Granny Road from Mill Road to West Bartlett Road; on Wilson Avenue from Carr Lane to Middle Country Road; and on West Yaphank Road from Seymour Lane to Middle Country Road.

15.3.5 Provide Traffic Calming Measures

Some of the through streets allow motorists to travel at rates of speed that are dangerous to residents and particularly children. Constructing sidewalks on these streets can narrow them and thereby slow travel speeds. Adding bicycle lane striping can narrow the apparent width of the street and slow vehicle speeds while providing for bicyclists,

Clearly marked crosswalks around community facilities make pedestrian access easier and safer. Striping alone may be sufficient by those facilities located in quieter areas. However, walkways across streets like Granny Road should be more specifically marked. Use of raised crosswalks is especially effective in alerting motorists to the presence of pedestrians. Other methods include use of textured, imprinted, and or colored pavement. Table 15-1 includes locations the community identified as requiring traffic calming.

RECOMMENDATION: Provide well-marked or raised crosswalks on those roadways recommended for sidewalks at intersections near community facilities.

15.3.6 Middle Country Road Access Management and Parking

The Middle Country Road Land Use Plan (LUP) recommended the following improvements to Middle Country Road (NY25). All would require approval from the State Department of Transportation (DOT).

Middle Country Road Access - The LUP suggested reducing the number of curb cuts to improve safety and traffic flow. It also proposed central shared access to many businesses at one time to enable motorists to park once in a central Hamlet location rather than make a series of trips to several sites.

Shared and Public Parking - The LUP suggested that shared parking and connectivity between developed properties would reduce use of the corridor for short trips between properties and would improve pedestrian mobility. It proposed centralized off-street parking in both private and public lots and wide, well-lit alleys or connecting driveways between the stores and lots. The Plan suggests short-term on-street parking on Hamlet Center streets and along the corridor wherever feasible.

Raised Medians - The Plan proposed raised, landscaped medians to help transform NY25 into a Boulevard and interrupt the sea of asphalt. Raised medians would also reduce turning conflicts and provide pedestrian refuges. Vehicle turnarounds with deceleration lanes and mountable curbs for emergency vehicle access were also suggested in the LUP.

The LUP recommended a raised median between Homestead Drive and Wilson Avenue. Such a change in the SR 25 roadway would require a design feasibility study, but if possible, could create more of a ‘downtown’ atmosphere’ in this portion of Middle Country Road.

Turning Lanes – Elimination of excess curb cuts (from implementation of proposed access management) would increase demand at shared access locations. The Plan proposed to mitigate this impact by providing a raised median on NY25 with turn lanes at these intersections. The turn lanes would reduce congestion, as vehicles would not stand in through lanes waiting to turn.

RECOMMENDATION: Work with the NYS DOT to implement changes recommended in the Middle Country Road Land Use Plan for SR 25. Incorporate the recommended access and parking recommendations into the Westfield-Fife Neighborhood Center Hamlet Overlay District requirements.

15.3.7 Parking

On-street parking is available throughout the community. Parking currently is not a major concern, as there are few commercial areas and only one large multifamily complex (Homestead Village).

The Middle Country Road Land Use Plan recommends free public parking garages or lots in the Hamlet Center. The Plan suggested making parking incentives available to developers that contribute to public parking facility construction.

Development of the Westfield-Fife and South Neighborhood Centers would require adequate parking. The design for the South Neighborhood Center includes a shared parking lot behind the stores for the commercial patrons, some of the residential users, and visitors to the community center. Parking is reduced with the assumption that the compact nature of the Neighborhood Center would encourage walking.

RECOMMENDATION: Permit parking reductions in the Neighborhood Centers for shared parking and on-street parking. Locate parking behind commercial areas.

16 Community Service Recommendations

16.1 *Reduce Fire District Taxes*

Fire District taxes are a burden on some Gordon Heights residents, yet the Fire Department is a source of pride in the larger community.

RECOMMENDATION: The Town has commissioned an independent study of this issue and upon completion, the recommendations should be reviewed.

16.2 *Construct Community Facility and Public Space in South Center*

During the visioning, residents made it clear that St. Michael's Community Center is inadequate to meet all the needs of the community. They suggested construction of a new community center in the proposed South Neighborhood Center.

The community envisioned the South Neighborhood Center as a place that would provide housing and services in a convenient pedestrian-friendly setting. The South Neighborhood Center would be oriented around a public green, approximately 100 feet by 200 feet, and anchored by the new Community Center at its north end. The green would provide a public gathering, activity, and event space.

The Community Center would be a place for after-school activities for children and would provide meeting space for residents and local groups. The Community Center could be built in phases, provided the first phase has frontage along the Village Green. There would be a trail from the rear of the Community Center that would wind its way through the Town-owned preserve to the north and ultimately to the Overton Preserve on the west side of Mill Road.

RECOMMENDATION: Incorporate a public green and provisions for a new community center into the requirements for the South Neighborhood Center Planned Development District.