

**THE NASSAU-SUFFOLK  
REGIONAL COMPREHENSIVE PLAN**

**SUMMARY**

## INTRODUCTION

Nassau and Suffolk Counties possess a unique combination of assets — almost 1,000 miles of shorefront; woods, fields, ponds, clean air and waters; moderately priced housing, good schools and community services; and accessibility to New York City.

Today, these attributes, which have attracted more than two and one-half million residents, are threatened. Beaches and parks are overcrowded; fresh and marine waters are increasingly polluted; woodlands and fields are giving way to developments; older downtown areas are declining; and travel to New York City is frustrating whether one uses the Long Island Railroad or the Long Island Expressway. Although the vast majority of residents live in sound houses, housing problems exist for Blacks, Puerto Ricans, and Indians; for welfare clients and migrant workers; for the young, the aged, and the large family of moderate income.

Residents are familiar with the land use pattern consisting of detached single-family houses served by large shopping centers, with office and industrial parks scattered along the highways. Such dispersal or "urban sprawl" wastes the open land, and spreads houses, jobs, and shopping so thinly that private cars must be used for every errand, no matter how trivial. Little variety of housing type or cost is provided. This is the antithesis of a rational development pattern, one that would preserve open space, encourage the elimination of deterioration and obsolescence, and provide adequate housing, linked to jobs and shopping by a balanced transportation system.

The staff of the Nassau-Suffolk Regional Planning Board, aided by consultants, has prepared a comprehensive development plan for Long Island. The publications listed in the annotated bibliography contain the major findings of the studies and provide the documentation for this summary of the Plan.

The Plan is responsive to the future demands of the population and reflects the fact that the natural environment is not limitless. The number of people who can be accommodated is limited by environmental constraints (air, water, and

soils), transportation, and the need to preserve open space and shorefronts for conservation and recreation

The Plan is not a static document. In order to remain relevant, it should be adapted to changing conditions and values. In this fashion, and with public interest and support, the Plan will contribute to the proper development of existing and new communities and the preservation of the Island's assets.

Approximately 2.6 million people live in Nassau and Suffolk Counties today: 1.5 in Nassau and 1.1 in Suffolk County. It is expected that the population will reach at least 3.3 million by 1985. Most of the growth will occur in Suffolk, whose population will exceed that of Nassau before 1985.

As the population grows, its composition and needs change. There will be increasing proportions of young and elderly. Reflecting this, the average household size will be somewhat smaller. Apartments will serve the requirements of these people better than detached single-family homes.

To provide decent housing for all, three changes are essential. First, the rate of housing construction must increase in order to accommodate the population growth and replace over 30,000 obsolete and substandard units. Altogether, 400,000 new housing units should be built by 1985.

Second, the emphasis in the provision of new housing must shift away from single-family detached homes, towards town-houses and apartments. Of the new housing units, 62,500 in Nassau County and 66,000 in Suffolk County, should be apartments. Apartments are scarce today in both counties and the amount of land presently zoned for them bears little relation to the need.

Third, to assure sound housing for households of low to middle income, Nassau County will need 25,000 public assisted housing units by 1985, and Suffolk County will need 51,000 units. Of these, about 21,000 units in Nassau and about 23,000 in Suffolk are needed to make up present deficiencies. The required units can be provided in many ways, including garden

apartments and town-houses in park-like settings. Occasionally older single-family homes or apartments can be rehabilitated and used for housing families of low and moderate income. There is every indication that the State will provide this housing should the municipalities fail to act.

The number of jobs on the Island must keep pace with its population. Today, there are over 700,000 jobs in the two counties; by 1985 there will be more than two-thirds again as many jobs. Many of these new jobs will require new construction. It is estimated that Nassau County needs 1,800 acres of land for new manufacturing establishments, 2,300 acres of wholesaling, and 750 acres for eleven million square feet of new office floor space. Suffolk needs 1,500 acres for manufacturing, 1,350 acres for wholesaling, and 550 acres for eight million square feet of office floor space.

Land is also needed for recreation and for conservation. Open space must be acquired in anticipation of needs. The open space acquired now is all that is likely to be available to serve the population in 1985, in 2000, in 2100, and the years beyond.

In Nassau County there is a current shortage of 11,000 acres of park space. The addition of 125,000 or more persons by 1985 will increase the deficiency to about 15,000 acres. Suffolk County, not seriously short of park space today, will stay ahead only if it continues its present vigorous program of acquisition.

Long Island's residents contend with a transportation system characterized by bottlenecks and accidents on the highways, delays and cancellations on the railroad, and infrequent and inaccessible buses.

The traffic exceeds the available capacity on 260 miles of State and county roads. This means it's stop-and-go every rush hour. More traffic will mean virtual paralysis. An additional 177 miles of State and county roads are now operating at design capacity. Although traffic usually flows at acceptable levels, any growth in traffic will create increasingly frequent slowdowns.

Despite the overcrowded highways, most Long Islanders rely on automobiles, whether en route to work, to school, or to do shopping.

Buses are not yet an answer. Service is slow and infrequent, routes are uncoordinated, and bus stops often inconvenient. Buses attract few riders

and the bus companies, privately-owned, cannot afford to extend routes or greatly improve service without public subsidy.

The Long Island Railroad is only available for east-west travel. It is used primarily by commuters — six of every seven riders are workers bound for Manhattan. Even so, the railroad carries only 60 percent of all Manhattan-bound commuters.

Automobile ownership is increasing rapidly, as is the number of trips per person. If present trends continue, the total traffic in the two counties will be more than half again the present load by 1985. The volume of east-west traffic at the Queens-Nassau line will increase by one-third. At the Nassau-Suffolk line, the 1985 east-west traffic will equal today's traffic at the Nassau-Queens line.

Two steps must be taken if this trend towards increasing use of the automobile is to be changed: first, the establishment of a highly efficient, frequent, and convenient mass transportation system consisting of coordinated rail and bus service; second, the grouping of all new land uses near transportation centers, at densities greater than those prevalent on the Island today. To attract riders, mass transportation must offer a better alternative than the car. If a person must use his car, he will use it for the entire trip. Therefore, new housing and jobs must both be located along mass transportation corridors so that substantial numbers of people can utilize mass transit and thus lessen the need for additional roads.

Freight is another problem. The Island's dead-end geography raises the cost of freight shipments. Bridging Long Island Sound will mitigate the dead-end situation for some truck freight shipments, enabling the Island to qualify for a change in the rate structure that will make the two counties competitive with other areas.

Based on the expected population increase, the demand for rail freight could double by 1985. If rail freight facilities are not developed to meet this growth, truck freight movements into or leaving the two counties will increase by more than 60 percent using the very roads that are now most congested.

Airport facilities will also need expansion. The use of aircraft will more than double by 1985, producing an additional one million take-offs and landings yearly.

There are less than 15,000 acres of vacant land in all of Nassau County. This is only six to seven percent of the land area and is insufficient to satisfy all of the projected needs. The land use priorities below are based on a determination as to which of Nassau County's needs must be met within the county, either on vacant land or through rebuilding on under-utilized land, and which of those needs can be allowed to spill over into nearby areas of Suffolk County.

Suffolk County, with 41 percent of its land vacant, has sufficient land to satisfy its own needs, absorb some of Nassau's, and still preserve the open character of the eastern towns — but only if development is carefully planned and controlled.

Land for parks and conservation has been accorded the first priority in both counties. This land must be acquired in anticipation of need — once graded, paved, and built upon, open land is lost forever. Excess acreage can always be released later, but a lack of open land cannot be rectified. Nassau County, with a projected 1985 shortage of 15,000 acres of park lands, has less than 15,000 acres of vacant land. Therefore, whenever there is a choice of use involving land areas large enough and suitable for recreation, they should be so used. Existing open space, even when privately owned, should be carefully preserved. In both counties, sufficient recreation land should be provided in new communities through the clustering of development.

This priority will be easy to overlook since, unfortunately, the most valuable recreation land is frequently the best for home sites as well. Conservation land appears to cry out for "improvement", and hard-pressed taxpayers are anxious to attract revenue-producing facilities.

Land for apartments has been accorded the second priority in Nassau County. In fact, no residential land should be rezoned to industrial, commercial, or office use unless it appears beyond a doubt that the land is unsuitable for parks or open space, or for development of multi-family units. Not all multi-family construction should take place on vacant land. Many of the new apartments should be located in the older business districts of both counties, where rebuilding at increased densities would stimulate revitalization and encourage the greater use of mass transit.

If these priorities are followed, parks, conservation, and multi-family housing will pre-empt Nassau County's vacant land. To provide the open space and apartments needed in Nassau County will require great determination, resistance to more attractive tax assets, and a willingness to permit greater apartment densities than most Nassau County communities have accepted in the past.

Beyond these two highest priorities in Nassau County, it will be necessary, as well as desirable, to locate as much new commercial and office space as possible in the existing central business districts. This course is dictated by the shortage of land and the need to revitalize these older centers to decrease dependence on the automobile. New office space should be strictly limited to the projected need. If the construction of large office parks continues at the current rate, Nassau County will soon have a surfeit of office space. The floor area proposed for Mitchel Field and Roosevelt Field alone amounts to over six million square feet; the additional five million square feet that will be needed by 1985 can and should be provided within existing central business districts. The present practice of building office structures on scattered parcels violates the land use priorities established for Nassau County.

Industry is also a large land-user. Much of the new industry that will employ Nassau residents must locate in Suffolk County where many accessible sites along major highways and the railroads are available to meet the needs of both counties.

Because Suffolk County has more than enough land to accommodate both its projected 1985 needs and the spill-over from Nassau, it is not necessary to establish rigid priorities except for the preservation of open land. Suffolk County must, however, avoid over-zoning for revenue-producing land uses.

Both counties therefore require a rational plan that relates the amount of land *zoned* for clean industry, apartment, commerce, and office uses to the amount of land *needed* for such purposes. Such a plan will show locations for the various uses that will encourage proper densities and community design, enable the creation of a mass transportation network that places less emphasis on roads, and will conserve the Island's natural resources.

# CORRIDORS, CLUSTERS, AND CENTERS

*Three concepts — corridors, clusters, and centers — are the essence of the Plan. These concepts are the guideposts against which individual projects should be judged. In deciding on the merits of a specific proposal, each community should be guided by the goals, the three concepts, and the locational criteria derived from them.*

Not every new development will conform fully to the corridors, clusters, and centers concepts. In fact, even if starting today, these concepts were rigorously and absolutely followed, they would not substantially change the appearance of the western third of the Island over the next fifteen years, except in the heart of some of the larger centers. Nassau County and the western-most portion of Suffolk are already almost fully developed. About half of the new housing in Nassau will be single-family homes on scattered lots. This in-filling will merely accentuate the present development pattern. But, over time, the concepts of this Plan, if followed, will accommodate necessary growth while respecting the needs of the people and their environment, and will encourage the use of mass transit by placing greater densities of housing, jobs, and shopping within walking distance of mass transit facilities.

## CORRIDORS

Consider the geography of Nassau and Suffolk counties — long, narrow, attached at one end to one of the world's major cities, surrounded everywhere else by water. Clearly, the most valuable recreation land is at the waterfront; the best location for housing is adjacent to the recreation areas. Equally clearly, the most logical location for industry and other employment is along the center spine of the Island, close to its major transportation facilities. In this location, equi-distant from both the north and the south shores, jobs will be most accessible to residents, yet the inevitable harmful effects of industry — noise, traffic — will be minimized.

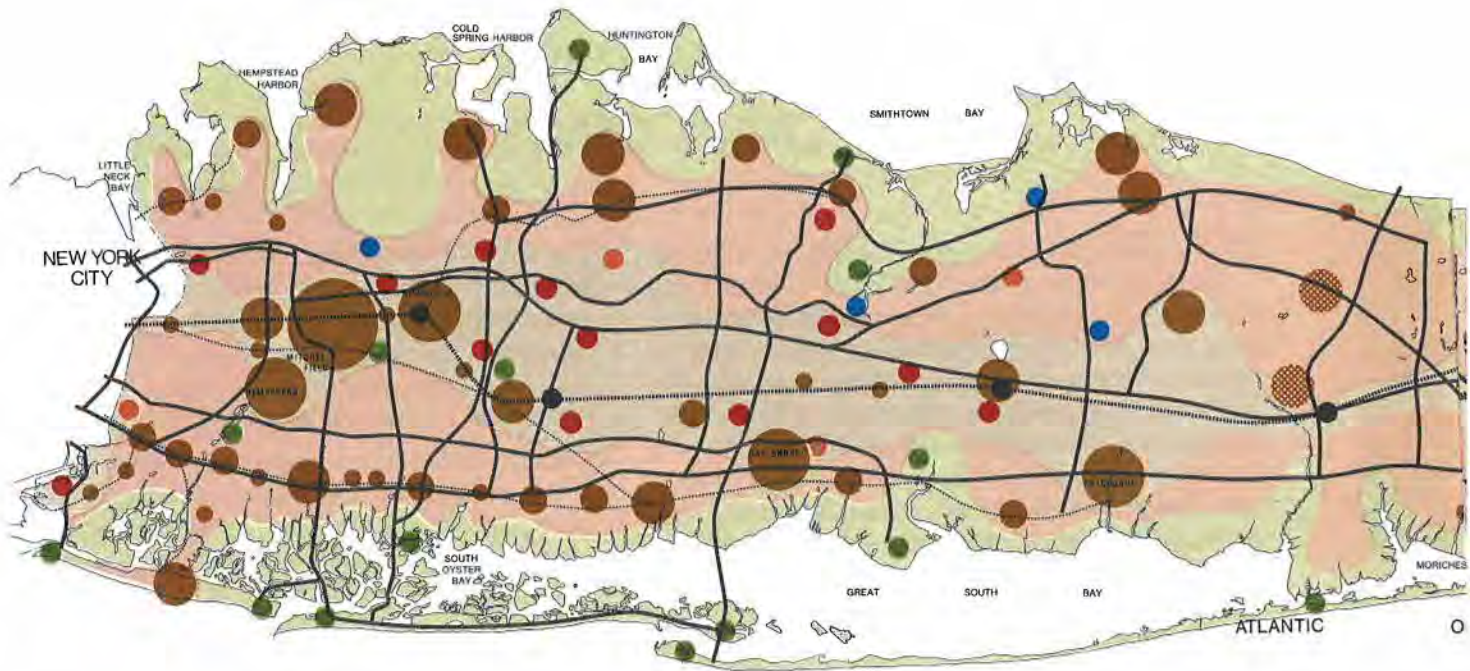
On the following map, the Island is outlined in pale green, indicating shorefront recreation, conservation areas, and low-density residential development. The green border thickens at the eastern forks, where agriculture, fishing, and recreation are of paramount importance.

Inland, adjacent to the green areas, are two broad residential corridors, one along the north shore, one along the south shore. These bands, each fairly well served by its own highways and rail, are within easy reach of both the central employment - transportation spine and of the parks and seashore. Residential densities are lower along the shore, increasing towards the central employment - transportation corridor, where existing limited-access highways, together with rapid and efficient rail service coordinated with a network of feeder bus lines, can provide rapid transportation to work, to shopping, and to other activities.

## CLUSTERS

New development should be clustered wherever possible. The concept of clustering is simple: for example, suppose that instead of placing 50 homes on 15,000 square foot lots, they were placed on 10,000 square foot lots — at a saving of 5,000 square feet per parcel. The 250,000 square feet thus saved throughout the development could then be used for playgrounds, greenways, and other community open space. Both the original house *purchase price* and the annual taxes might be less, yet the *value* of the house might be greater due to the enhanced quality of its environment. Of course, if the original lot were one acre or larger, clustering to one-quarter acre would save a greater amount of open space without increasing the overall density.

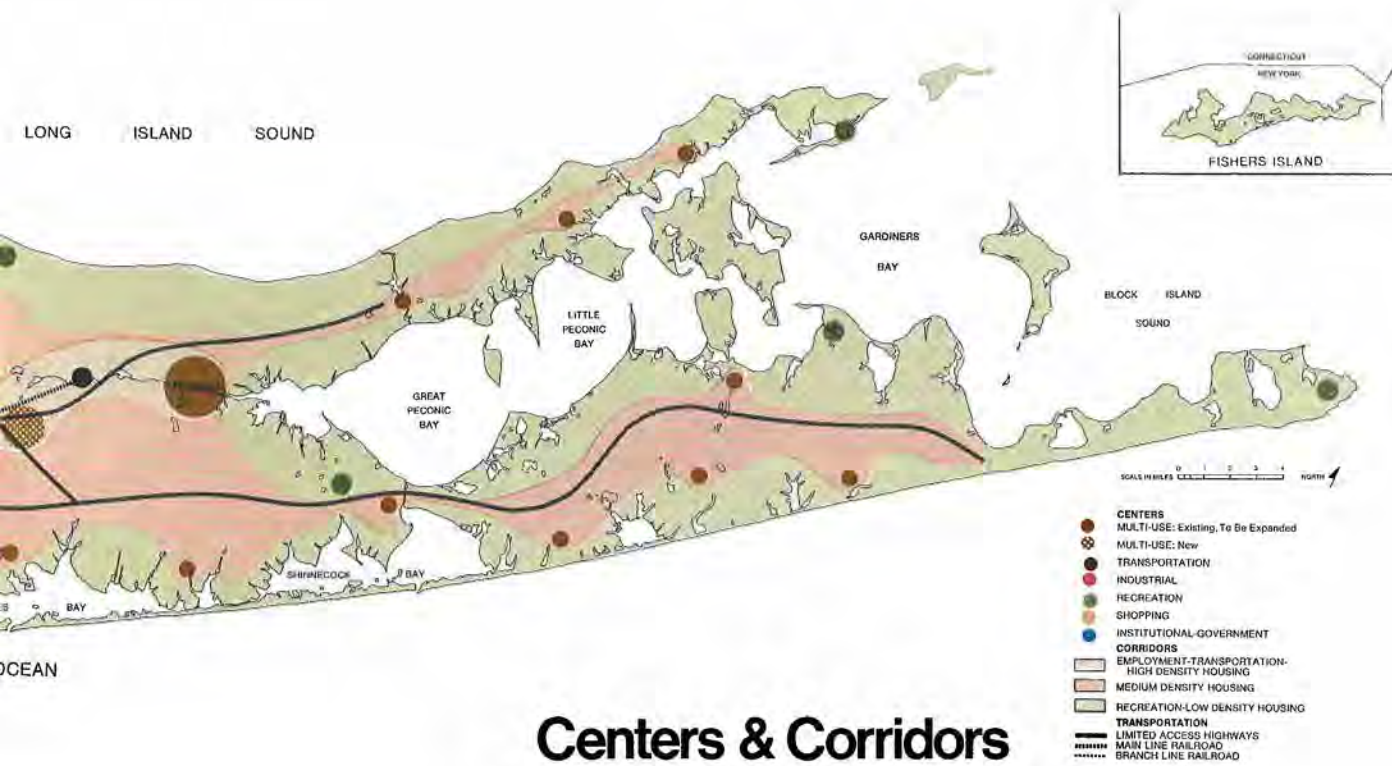
Clustering should apply to entire neighborhoods. Local streets would serve only those structures within the neighborhood. Collector streets would delineate neighborhoods while linking them with the community center or downtown.



Clustering also allows for the combining of town-houses and apartments with single-family detached houses while maintaining the overall original permitted density. This is important because apartments will help to ease the critical housing shortage in the two counties and to slow the rapid rise in the cost of housing. Single-family homes in established neighborhoods may become more readily available where nearby apartments provide for the changed needs of the present occupants of these homes. Apartments relieve the mounting cost of public services, because the cost of public utilities, fire and police protection, and roads is lower per unit for apartments than for single family dwellings. In addition, new apartments on Long Island are a tax asset to schools as they generally pay more

than three times as much in taxes as the cost of educating the children from these units.

The proper use of clustering techniques is one of the most effective tools for open space preservation at no acquisition cost to the community. Through clustering of adjoining developments and the dedication of contiguous acreage, alert communities can acquire extensive open space systems. Linear parks, which can be created by judicious planning of adjoining cluster developments, can be valuable for watershed protection, hiking, horseback riding, cycling, passive recreation, preservation of spots of particular scenic beauty or ecological significance, and for the articulation and delineation of communities. The Smithtown-Islip greenbelt is an example of such a linear park.



## Centers & Corridors

### CENTERS

The centers concept is an extension of the concept of clustering. Centers are accessible concentrations of activity.

The centers depicted on the map above are of two types: the *single-use center*, exemplified by an educational institution such as Stony Brook, a government center as at Hauppauge, or a grouping of industrial establishments such as that along the Long Island Expressway in Plainview; and the *multi-use center* containing a variety of land uses and activities, such as those proposed for Mitchel Field and for the revitalized downtowns along the major east-west transportation routes. These multi-use centers can be large or small (those proposed range from a regional

center at Mitchel Field to a local center in Southold) but in every instance they include housing and shopping, and in the case of all but the local centers, they also include other activities and facilities — employment, education, transportation, special services and recreation — all placed in an accessible location.

Activity centers can be formed through the revitalization and expansion of an existing nucleus such as an older central business district or a small business district, or through the creation of an entirely new center as the focus of a planned new community.

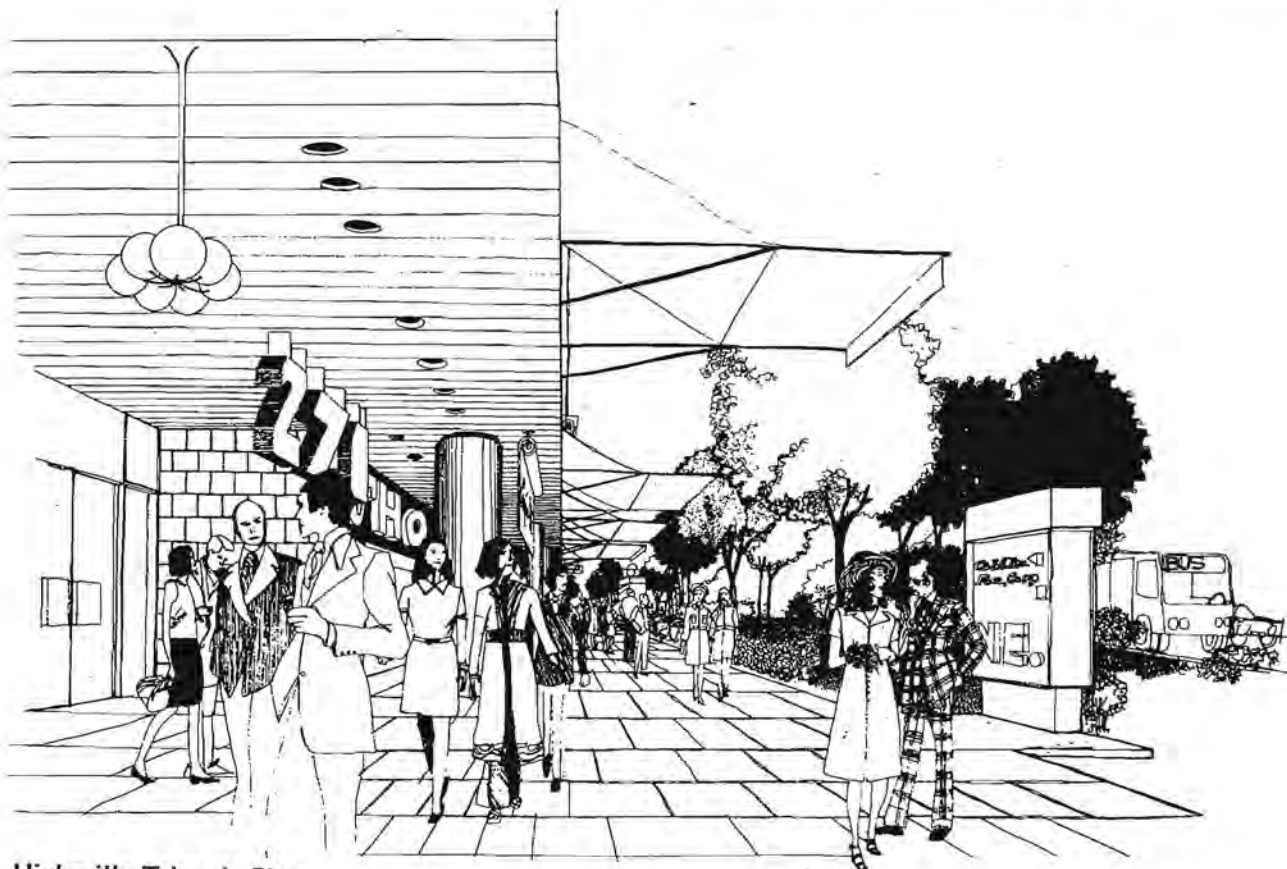
Every effort should be made to transform those older central business districts situated near the major transportation routes into activity centers.

Many of these business districts have deteriorated because of their inability to compete with the new outlying shopping and office centers. Ease of access and ample parking space have lured customers from the older traffic-clogged downtowns to new convenient shopping centers along the major roads. Lower income residents have moved into the aging and decaying housing bordering the business district. The tremendous existing investment in railroads and public utilities is underutilized even while roads, water mains, sewers, and power lines are extended to serve new commercial and residential growth in other areas. Better access to the downtown areas and improved parking, together with a substantial increase in permitted densities, will stimulate private renewal, provide needed housing, and promote economic and social integration.

New activity centers should be planned only in the portions of the Island that are presently undeveloped, and where it is not possible to expand existing small concentrations of non-residential uses. For example, three entirely new activity centers are proposed for eastern Brookhaven, at Middle Island, Yaphank, and Manorville.

The central corridor of the Island should contain the major employment centers and other traffic generators. To serve this traffic, transportation centers are planned for Mineola, Hicksville, East Farmingdale, Ronkonkoma, Yaphank, and Calverton, at the points where the main line of the railroad crosses major north-south highway routes. The north and south shore corridors should contain as little industry as possible, and the commercial and office centers within the outer corridors should be smaller than those projected for the central spine.

Activity centers will encourage the use of public mass transportation by providing concentrations of commercial activity, employment, and housing. The central line of the railroad would be improved to provide high speed transportation; provision of such a system would encourage greater density of uses near the railroad stations which would, in turn, reinforce the economic justification for the original creation of the high-speed line. The concentration of a large proportion of the projected population increase in centers would permit the retention of the open character of the remainder of the Island.



Hicksville Triangle Plan



# LAND USE PLAN

## PARKS-CONSERVATION AND AGRICULTURE

### Proposed Areas for Public Acquisition

The additional parklands proposed for Nassau County include a large new park at Woodbury; smaller ones at Woodmere, at Bayville, and at the Naval Devices site at Sands Point; extensions of an existing park at Lido Beach; harbor reclamations at Manhasset Bay, Hempstead Harbor and Cold Spring Harbor; wetlands preservations at Mitchell's Creek and Udall's Cove in the Great Neck area, Centre Island, and others; and lands gained through development at Mitchel Field and through clustering in the North Shore area. Acquisition of some North Shore estates, and of the Mott, Lattingtown, and Stillwell Lane Woods is recommended. These proposals fall short of the 15,000 acres needed, but there is no other suitable land available in Nassau County.

In Suffolk County, three state park acquisitions are recommended, amounting to approximately 3,000 acres. The first, and largest, is for a new park with camping facilities at Flanders; the second and third are for additions to existing parks at Montauk Point and Wildwood.

New county parks are proposed at Wading River, Iron Pier, and Fresh Pond on the North Shore; at Reeves Bay, Robins Island, Nichols Point, Gardiners Island, and Napeague in the Peconic Bay - Gardiners Bay area. Two Atlantic shorefront areas are also recommended for county acquisition: an eastward extension of the county holdings at Shinnecock Inlet and a westward extension of county lands along the barrier beach near Hampton Bays. A minor addition to Blydenburgh Park; extension of the Smithtown-Islip greenbelt; and several additions to Peconic County Park, including the Bald Hill acreage, are also recommended. These proposals, greatly augmented by an open space system obtained through clustering, will provide for all presently anticipated needs in Suffolk County and will help to offset the shortage of open space in Nassau County.

Both counties should obtain first options for the purchase of golf courses and other large semi-public or private tracts that are particularly well suited for recreational use. In southern Nassau, where the golf courses represent virtually the only potential public park sites, the county should exercise this option immediately whenever a golf course is offered for sale or development.

### Wetlands, Waterways, and the Seashore

The ecological balance of the Island must be protected; an equilibrium must be maintained if man is to live in harmony with his environment.

Threatened by dredging and filling, and by the discharge of partially treated effluent and other pollutants, the wetlands require protection. All major shorefront wetlands and the remaining unprotected ponds, creeks, and streams in both counties should be protected and preserved in perpetuity. Dredging, sand mining, and filling should be permitted only where these processes will not damage the marine environment, and preferably only where necessary for channel improvement, as in Port Jefferson Harbor. Pollutants must be eliminated; partially-treated sewage effluent can no longer be discharged into Great South Bay without serious permanent damage to the marine environment. Furthermore, water thoroughfares — similar to major roads — should be established to direct motor-driven pleasure boats passing through the wetlands into areas where their propeller wash, noise, and fumes will be least harmful.

Beaches and other shorefront land should be publicly acquired where feasible, and public access to the shorefront should be improved.

### The Eastern Towns

Eastern Suffolk County serves two important functions: the provision of recreation and the provision of food for the Metropolitan Region and beyond. Future growth in eastern Suffolk must be limited if the desire to preserve its present functions and atmosphere is to be achieved. This aim is in accord with the ecological constraints of a limited fresh water supply.



To preserve the rural and resort character of the eastern towns, land banking, clustering, and small centers are proposed.

Agriculture should be protected through the public purchase and leaseback of a minimum of 30,000 acres of the most productive farmland in the towns of Riverhead, Southold, and Southampton. No lesser measures can prevent the loss of virtually all of this extraordinarily productive acreage. Land prices are rising rapidly; the farmland must be purchased quickly before all of it is lost to development.

Many of the large parcels of land which are now farm and woodland are shown on the Land Use Plan as Rural Density Housing – that is, unified development of clustered housing and neighborhood shopping at overall densities low enough to retain the present rural character.

New seasonal housing should be clustered. New seasonally-oriented commercial uses should be located in or adjacent to existing centers such as Jamesport, Greenport, Hampton Bays, Southampton, Sag Harbor, and East Hampton, all of which are planned as local multi-use centers, primarily for housing and shopping.

#### **The North Shore**

The North Shore area of eastern Nassau and western Suffolk should continue to be developed at low densities to preserve its present open appearance. Equally important, all future development should be clustered to preserve open space, woods, and scenic views. The Land Use Plan therefore shows this area as intended for low-density clustered residential development, with an overall average density of one house or less per acre.



# Land Use Plan

## HOUSING

### Residential Densities

Several residential densities are shown on the Land Use Plan. Different dwelling types can be provided in each of these categories. Thus, in any residential area shown on the map, new development could combine clustered single-family homes, town-houses and apartments, as long as the overall density remained within the range for each category. These ranges are as follows: Rural – one dwelling unit or less per acre in planned unit development; Low – one dwelling unit or less per acre; Intermediate – two to four units per acre; Medium – five to ten per acre; and High – eleven or more per acre.

### Single-Family Housing

Half of the new housing in Nassau County will be single-family houses as a result of in-filling on scattered parcels. In Suffolk County, single family development will continue to predominate, but should be clustered and served by sewers.

### Multi-Family Housing

Multi-family housing should not be scattered. The optimum location for apartments is near public transportation and shopping. The site must be served by water and sewers. Ideally, apartments should be located in an accessible activity center, preferably an older central business district. Locations near recreation are desirable, such as those near a large park or near the seashore.

Within the older central business districts, elevator apartments are suggested rather than garden apartments. The accompanying increase in density is particularly important to encourage private renewal of blighted areas and to provide support for an improved public transportation system.

In Nassau County, the Plan proposes apartments in the fifteen older business districts; in the new center at Mitchel Field; in the area of the New York State University, C. W. Post College, and New York Institute of Technology at Old Westbury and Brookville; and elsewhere in the county on parcels that are usable, well-located, and presently zoned for apartments.

Between now and 1985, 42,500 apartment units should be built in the incorporated and unincorporated portions of the Town of Hempstead and in the City of Long Beach, 8,000 in North Hempstead, and 12,000 in the Town of Oyster Bay and the City of Glen Cove.

In Suffolk County, 60 percent of the recommended apartments should be provided in the existing older business districts. The rest should be part of the proposed centers at Middle Island, Yaphank, and Manorville, of the cluster developments at Patchogue Manor and Brentwood in the Town of Islip, and Elwood in the Town of Huntington, and of the proposed redevelopment of North Amityville in the Town of Babylon.

Between now and 1985, 11,000 apartment units should be built in the incorporated and unincorporated areas in the Town of Babylon, 15,000 in the Town of Islip, 10,000 in the Town of Huntington, 5,500 in the Town of Smithtown, and 20,000 in the Town of Brookhaven. In eastern Suffolk, 1,000 apartment units should be built in the Town of Riverhead, 2,500 in the Town of Southampton, and 500 each in the Towns of East Hampton and Southold. Apartments are not suggested for the Town of Shelter Island.

### **Publicly-Assisted Housing**

Publicly-assisted housing must be provided throughout most of Nassau and Suffolk Counties to assure decent homes for residents of low to middle income. Furthermore, the continued growth of industries and offices, which are among the Island's largest taxpayers, may depend on an adequate supply of housing for workers.

The staff of the Nassau-Suffolk Regional Planning Board has prepared a guide to localities, summarized below, setting forth, by towns, the number of dwelling units to be constructed in the first phase of a publicly-assisted housing program. In Nassau County the quantities are: Hempstead, including the City of Long Beach — 10,400 units, North Hempstead — 2,000, Oyster Bay, including the City of Glen Cove — 2,900. In western Suffolk County, the quantities are: Babylon — 2,625 units, Islip — 2,700, Huntington — 1,575, Smithtown — 350, Brookhaven — 4,475; in eastern Suffolk: Riverhead — 725, Southampton — 1,000, East Hampton — 275, and Southold — 725.

The preferable location for publicly-assisted housing, whether for low or middle-income families or for the elderly, is near public transportation, shopping and services. The construction of housing at convenient, accessible locations will increase job opportunities and will tend to minimize living expenses.

## **COMMERCE**

Commercial uses should be concentrated in accessible activity centers, either in the older central business districts, which already have utilities and transportation and where the proposed apartment development will provide customers, or in new planned activity centers. No shopping complexes should be built, except in activity centers.

Concentrations of retail, office, and service uses in the centers should offset demands for additional strip commercial uses (a series of stores and small shopping centers in a narrow strip along highways) and for new shopping centers. This is of particular importance in Suffolk County, where the large amount of vacant land fosters undesirable development. In Nassau County, many of the marginal strip commercial areas should eventually be eliminated through conversion to other uses such as offices or community facilities.

Office buildings should be clustered near transportation and shopping. In fact, the major concentrations of offices should be located in the largest, most accessible centers; the smaller concentrations, which should be limited to professional offices and business offices serving

local needs, may be located in residentially-oriented centers. Offices and industry are currently vying for the same land, most of which is at the outer edges of urban growth. Offices should locate within the urban core, freeing the larger outlying sites for industry.

In Suffolk County, major office uses should be developed in the established older business districts such as Riverhead, Patchogue, Port Jefferson, and Bay Shore, and in the proposed new activity centers.

The Special Commercial category shown on the Land Use Plan comprises race tracks, miniature golf, bowling alleys, drive-in theaters, and other commercial recreation facilities.

## INDUSTRY

New clean industry, including manufacturing, research and development, and wholesaling, should be located along the central transportation spine of the Island. The concentration of industry adjacent to the proposed high speed rail line and the Long Island Expressway will reduce travel time for workers and facilitate the distribution of goods. Valuable recreational and residential land will also be protected from industrial intrusion or traffic.

No large-scale new industrial developments should be permitted in Nassau because of the limited amount of vacant land and the urgent need for open space and housing sites. Large-scale new industrial development can be accommodated in Suffolk but should be directed to the central corridor. Suffolk has 22,000 acres zoned for industry, double the quantity of land that will be needed by 1985.

Although the Land Use Plan shows a reduction from the amount of land currently allowed for industry in Suffolk County, the acreage proposed still more than meets the estimated need for both counties. Major industrial nodes are proposed at Lake Success, Jericho, Syosset, Plainview, Melville, Deer Park, Hauppauge, Bohemia, Ronkonkoma, Yaphank, and Calverton.

## INSTITUTIONS

Public and private institutions serving both regional and local needs occupy large tracts of land in Nassau and Suffolk. Decisions respecting the future of most of these educational, research, and medical establishments are made outside of Nassau and Suffolk counties in response to regional, state, or national goals and resource allocations.

The Plan shows modest expansions of C. W. Post College and the New York Institute of Technology in the Brookville-Old Westbury area and of the State University of New York at Stony Brook, an addition to the Brookhaven National Laboratory acreage to connect the two separate portions of the site, and a site for an annex to the Suffolk County Community College near the Riverhead County Center.

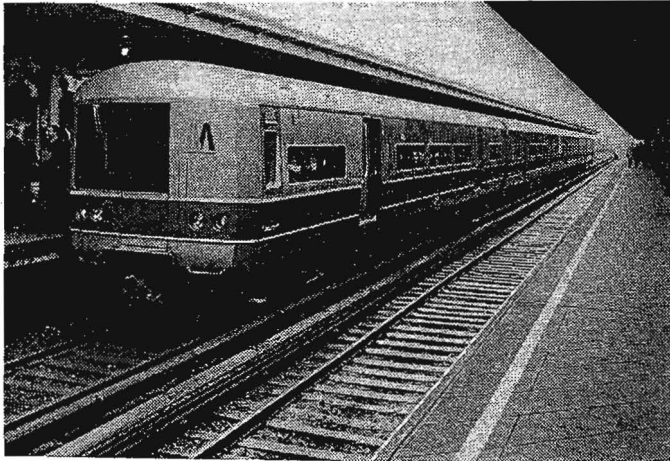
Minor site reductions are shown for the state hospitals at Edgewood-Pilgrim State, Kings Park, and Central Islip, and for the Veterans Administration Hospital at Northport. To meet the needs of hospital workers, the construction of low and moderate income housing is recommended on the released portions of these sites. Should changes in the care of mental and physical disabilities result in the release of an entire site, a fuller range of clustered housing is recommended.

## TRANSPORTATION AND UTILITIES

The Transportation and Utilities category shown on the Land Use Plan includes the existing airports that are to be retained and the existing or proposed non-residential clear zones around them. The Plan also shows the proposed relocation of the Mattituck Airport. Existing and proposed power plants, sewage disposal and inter-municipal solid waste disposal sites are also indicated.



**Air**



**Rail**



**Highway**

# TRANSPORTATION PLAN

The goal of the Transportation Plan is to develop a balanced system, provide more efficient mass transportation, and at the same time, overcome existing congestion on the roads. A central concept of the Land Use Plan discussed above is the encouragement of the use of mass transportation through the development of centers. The present trend toward ever increasing reliance upon the automobile must be reversed, if we are to retain open space and protect the natural environment.

## HIGHWAYS

Regardless of the course of future development, existing bottlenecks on the highways must be eliminated. With the exception of scenic roads, which should not as a general rule be "improved", new construction or expansion of transportation facilities should be considered first along the existing rights-of-way. Adherence to this principle will mitigate the adverse effects of providing additional highway capacity. Additional limited access highway lanes will minimize the need for widening secondary arterial, collector, and local streets and also help to make truck freight shipping more effective and competitive.

Present volumes of traffic warrant the construction of eight additional east-west lanes of limited access highway at the Queens-Nassau line to alleviate existing traffic delays. Six of these lanes, to serve the southern corridor, could be provided on an improved Sunrise Highway, rebuilt as a limited access road from Valley Stream to Babylon. The other two lanes are planned as an expansion of the Long Island Expressway.

Park-and-Ride centers are recommended adjacent to the Long Island Expressway at Roslyn Heights, Plainview, Melville, and Dix Hills in order to encourage carpools and thus reduce the number of vehicles using the Expressway.

A western Nassau expressway, incorporating County Boulevard, is proposed from Sunrise Highway to the Long Island Expressway, and

eventually to Port Washington. This expressway should relieve congestion in Mineola and accommodate the traffic that will result from the construction of a regional center at Mitchel Field.

In Suffolk County, Route 110 should be rebuilt as a six-lane limited access expressway. A northern corridor expressway is recommended from Cold Spring Harbor to Port Jefferson. Jericho Turnpike should be widened, and the Nesconset Port Jefferson Highway (Route 347) should be reconstructed as a limited access highway, with a spur at Hauppauge to tie it to the Long Island Expressway. Nicolls Road should be completed from the Nesconset-Port Jefferson Highway to Sunrise Highway. In addition, a Wading River expressway is proposed to serve the transportation center at Calverton.

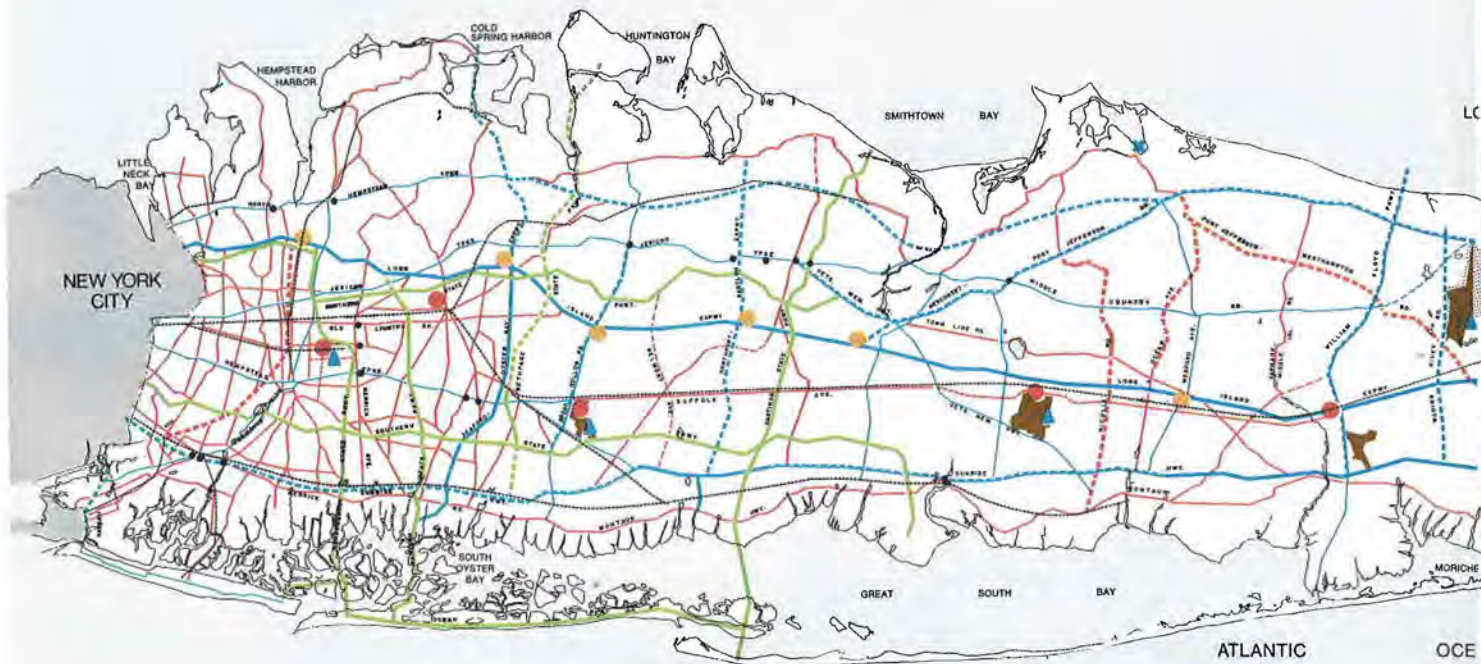
Most of the above highway improvements merely correct existing deficiencies. They do not provide for the rapid growth in the use of the automobile indicated by present trends. If the concepts of the Plan are not followed, if the present development trends continue, and if the proposed major improvements to the mass transportation system are not made immediately, then, by 1985, fourteen new limited access lanes will be required at the Queens-Nassau line and six more at the Nassau-Suffolk line, as well as extensive widenings of State and county roads.

## RAIL AND BUS SERVICE

High speed rail service is recommended along the main line of the railroad with a series of transportation centers providing easy transfer to other modes of travel and access to high density employment centers.

The Metropolitan Transportation Authority, which operates the Long Island Railroad, has proposed development of a high-speed main line with transportation centers at Republic Airport, Hicksville, and Ronkonkoma. Unfortunately, according to their published reports, the MTA has not given the highest priority to these improvements.

The MTA should develop consolidated freight terminals and improve methods of loading and



unloading. A more equitable distribution of freight revenues (controlled by the Interstate Commerce Commission) should enable the MTA to continue to provide necessary freight service.

Rail service is infrequent on several lines of the railroad: the Port Jefferson branch, from Northport to Port Jefferson; the Montauk branch, east of Patchogue; and the main line, east of Riverhead. Instead of providing more frequent rail service in these areas, where low population densities produce few railroad-riding commuters, it is proposed to convert the existing railroad rights-of-way to exclusive lanes for buses. Buses could then travel rapidly, directly, and economically to transportation centers.

Extensive subsidized improvements to the bus systems are proposed, including increased service, extensions of routes into areas currently

unserved, and coordination of routes through the creation of a bi-county department of franchises. Substantial bus system improvements will relieve the highways, expand employment opportunities for the needy, and provide greater mobility for the increasing numbers of the young, the old, and the infirm.

## AIR AND SEA

The Transportation Plan shows a change in the character of most of the Island's port facilities to permit greater recreational and conservation use of the harbors. Through the use of larger tankers, inland oil storage facilities, and pipeline distribution, a significant amount of recreational water frontage can be retrieved, truck traffic to





harbor areas reduced, and the scenic qualities of shoreline enhanced.

The demand for general aviation facilities for private and corporate flights will continue to increase rapidly during the planning period. General aviation facilities at Republic, MacArthur, Brookhaven, Suffolk County, and East Hampton Airports should be improved and expanded. The expansion of commercial and cargo facilities at MacArthur Airport is proposed. Air freight facilities should be developed at Calverton, if possible. Vertical and Short Take-off and Landing (V.T.O.L. and S.T.O.L.) sites are recommended at all general aviation airports and at Roosevelt Raceway.

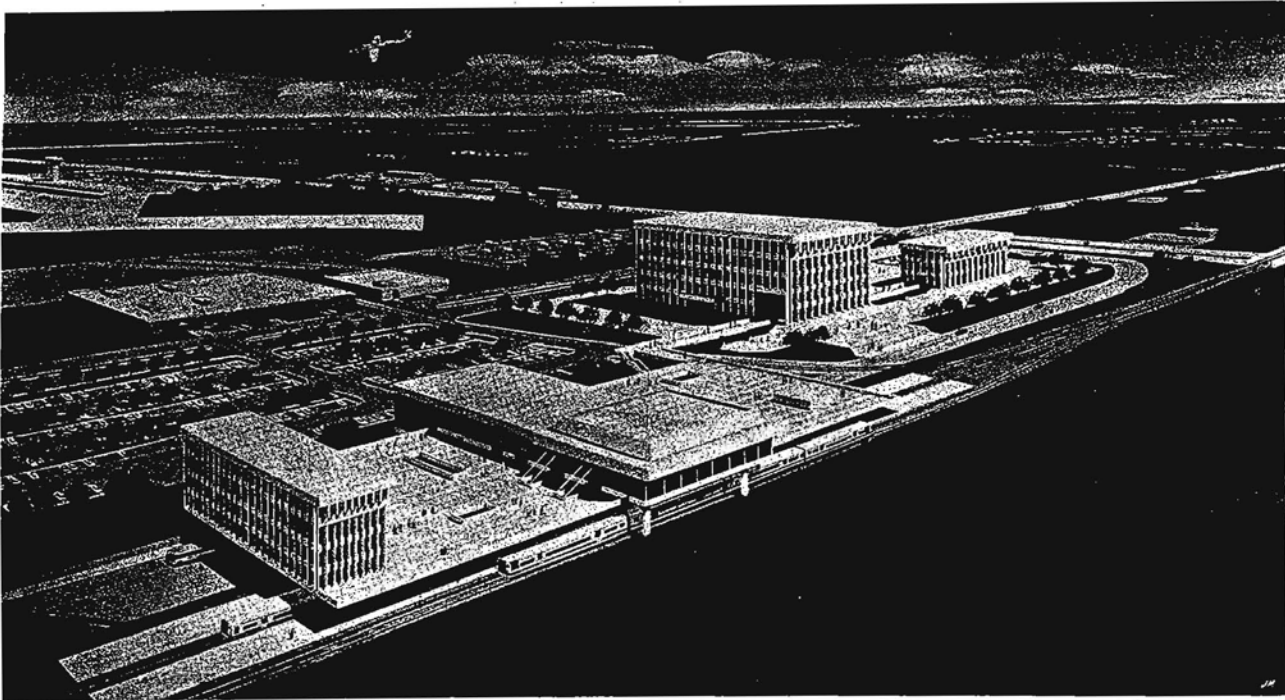
## REGIONAL ISSUES

The Nassau-Suffolk Comprehensive Development Plan can neither ignore nor resolve two transportation issues that seriously affect the entire New York Metropolitan Region. The resolution of these, while not part of the local decision-making process, will have a strong impact on Long Island.

The first is the question of bridging Long Island Sound. The locations for bridges shown on the Transportation Plan reflect the results of bridge studies authorized by the New York State Legislature. In response to a proposal submitted by Dr. William J. Ronan to Governor Rockefeller, calling for two Long Island Sound crossings, the Nassau-Suffolk Regional Planning Board, by a

resolution adopted March 30, 1967, recommended in principle the construction of a bridge from Oyster Bay to Rye and another from central Suffolk to Connecticut. The State has recently authorized a further study. Before any bridge plans are complete, however, the generally low-intensity development of the north shore of both counties should be protected. Otherwise, the open character of these areas will be impaired.

The second is the question of a jetport. It is possible that Calverton will be chosen as a fourth or fifth jetport for the New York Metropolitan Region. To protect the potential usefulness of Calverton and also of the Suffolk County Airport, an extensive buffer area must be reserved around and between the two facilities. Development within the restricted zone should be limited to non-residential land uses such as recreation, agriculture, and industry.



Republic Airport Transportation Center

# IMPLEMENTATION

The Comprehensive Plan envisions an orderly development of Nassau and Suffolk counties. Implementation of the following recommendations move the Plan from vision to reality.

## COUNTY ADOPTION OF THE REGIONAL PLAN

Each County legislature, after discussion and public hearings, should adopt the applicable portion of the Nassau-Suffolk Comprehensive Development Plan. The Plan should serve as a guide to budgetary and planning decisions by all departments of county government. The counties should have the right of first refusal on any properties delineated on the Plan for park or conservation uses. Local governments are urged to cooperate by not enacting zoning actions contrary to this purpose.

## LOCAL PLANNING ACTIVITIES

All local planning decisions should reflect the major concepts of the Plan. Zoning should continue to be the responsibility of local government. However, to insure that zoning actions do not conflict with state, local, or county planning policies, existing state legislation providing for county zoning review should be strengthened. In particular, each county planning commission should be given review powers over critical areas such as the shoreline, adjacent wetlands, and proposed county parks.

## BI-COUNTY PLANNING ACTIVITIES

The Nassau-Suffolk Regional Planning Board should continue its advisory functions, including research, the up-dating of planning proposals, the

dissemination of planning information, and inter-agency coordination. The Board should be granted review powers to resolve land use and zoning questions affecting communities along the Nassau-Suffolk border, and should be notified of all proposed zoning changes in the two counties and have the privilege of appearing where necessary on behalf of the Plan. Public agencies with bi-county planning responsibilities, such as the proposed water resources planning board, should operate under the aegis of the Board.

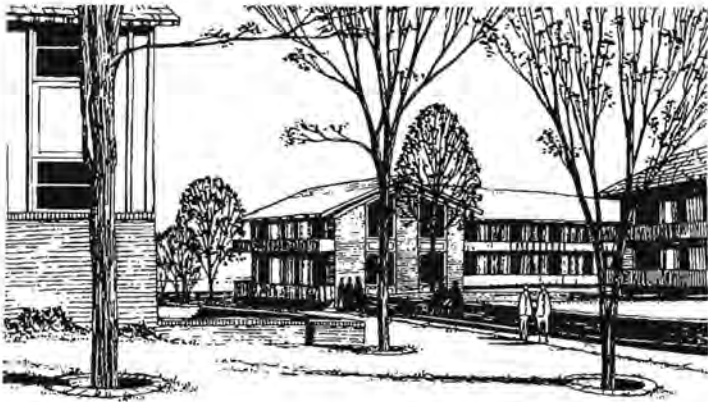
## FISCAL REQUIREMENTS

Current reliance on the property tax for financing local public services, particularly schools, is the most formidable obstacle to successful implementation of a rational land use plan. Steps must be taken to relieve the burden on the local property taxpayer. This can be achieved without the loss of local initiative in several ways, including the transfer of certain functions to higher levels of government, the use of additional revenue sources, and the creation of a county-wide taxing district for school revenue purposes.

## CITIZEN PARTICIPATION

Long Island has an opportunity to shape a future that is both pleasant and productive. The Nassau-Suffolk Regional Planning Board has directed the preparation of the Comprehensive Development Plan. It is up to you, the citizen, to see to its implementation — to study it, discuss it, modify it if necessary, and to urge its acceptance upon all those whose decisions affect the quality of life on Long Island.





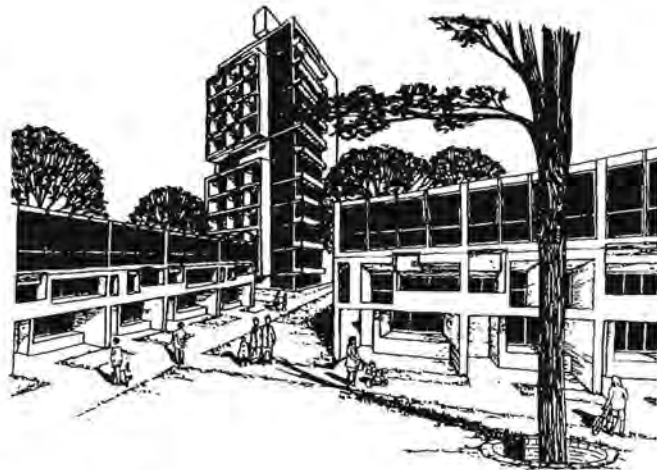
Garden Apartments



Stacked Mobile Homes



Six-Story Apartments



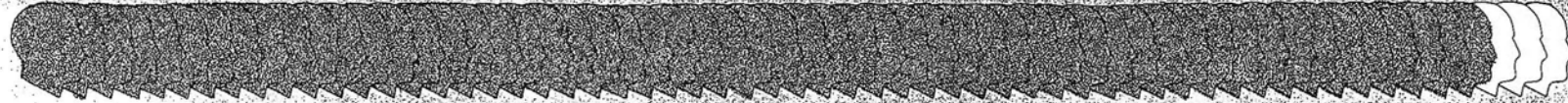
High-Rise Apartments

# POPULATION

NASSAU

1970 = 1.5

1985 = 1.6 Million



SUFFOLK

1970 = 1.1

1985 = 1.7 Million



# HOUSING

NASSAU

1985 = 489 Thousand



1970 To Remain

To Be Replaced

To Accommodate Growth

SUFFOLK

1985 = 507 Thousand



1970 To Remain

To Be Replaced

To Accommodate Growth

## NASSAU-SUFFOLK REGIONAL PLANNING BOARD

Leonard W. Hall, Esq.  
*Chairman*

Seth A. Hubbard, Esq.  
*Vice Chairman*

Franklin Bear

T. John Folks, Jr.

Jerome R. McDougal, Jr.

Arthur T. Roth\*

David Weld

\*Resigned February, 1970

### NASSAU COUNTY

#### Ex-Officio

Angelo Roncallo  
*Comptroller*

Herbert Simins, P.E.  
*Commissioner  
Department of Public Works*

#### Advisory

Eugene H. Nickerson, Esq.  
*County Executive*

Ralph G. Caso, Esq.  
*Vice Chairman  
Board of Supervisors*

### SUFFOLK COUNTY

#### Ex-Officio

Frederick B. Hose, Jr.  
*Comptroller*

Rudolph M. Kammerer, P.E.  
*Commissioner  
Department of Public Works*

#### Advisory

H. Lee Dennison, P.E.  
*County Executive*

John V. N. Klein, Esq.  
*Presiding Legislator  
Suffolk County Legislature*

### STAFF

Lee E. Koppelman, R.L.A.  
*Executive Director*

John C. Burdis, *Director  
Nassau County Planning Commission*

Arthur Kunz, *Planning Coordinator  
Suffolk County Planning Commission*

### PARTICIPATING STAFF

#### Administration and Report Preparation

Lee E. Koppelman

Arthur Kunz

John P. Sheridan

Edith G. Tanenbaum

#### Planning

Frank J. Ayers

Kenneth Babits

Lawrence H. Berger

Robert J. Felber

John W. Follis, Jr.

Rimantas Giedraitis

Thomas J. Junor

Teresa J. Lehmann

Charles G. Lind

Michael A. Lo Grande

John J. Meyer

Gerald G. Newman

Gustave A. Rappold

Kenneth J. Tenenbaum

Burton Weinstein

Emanuel Zerillo

#### Graphics

Walter Einman

Hazel L. Ladore

Anthony A. Tucci

#### Clerical

Shirley Alabaster

Helen M. Beare

Cecilia E. Brownworth

Eleanor M. Carlson

### CONSULTANTS

#### Planning & Housing

Raymond, May, Parish & Pine, Inc.

Edith Landau Litt, *Coordinator*

John O'Mara, *Brochure Design*

#### Economic

Hofstra University Center for Business  
and Urban Research

Dr. Harold Wattel

#### Fiscal

Dr. Dick Netzer

#### Transportation

Wilbur Smith & Associates

Ned Whitlock

#### Soils Interpretation

Soil Conservation Service U.S.D.A.

John Warner

*The preparation of this report was  
financed, in part, through a Federal  
grant from the Department of  
Housing and Urban Development  
under the Urban Planning  
Assistance Program, authorized by  
Section 701 of the Housing Act  
of 1954, as amended.*

July, 1970

