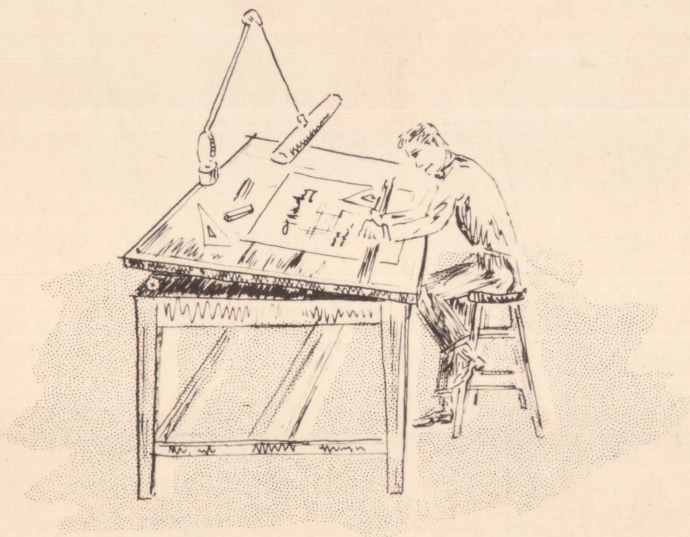


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COUNTY OF SUFFOLK, NEW YORK
OFFICE OF
H. LEE DENNISON ~ *County Executive*

“ 701 ”

prospectus



DEPARTMENT OF PLANNING

1964

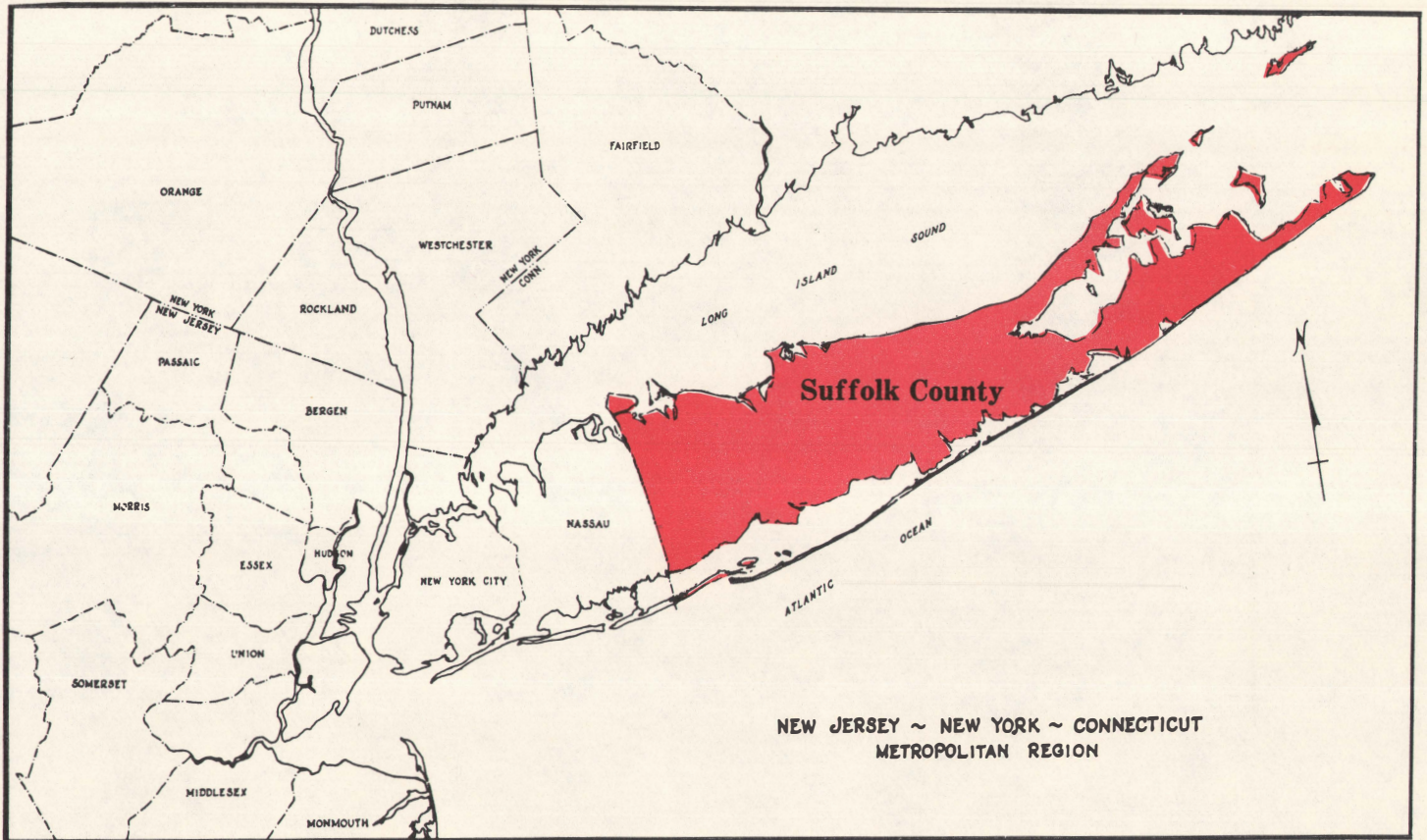
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NEW YORK • NEW JERSEY • CONNECTICUT
Metropolitan Region



Suffolk County with over 900 square miles of usable desirable land comprises one-seventh of the entire New York Metropolitan Region.

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INTRODUCTION

The Suffolk County Department of Planning has been trying to secure a planning assistance grant from the federal government since 1960. The wording of the legislation as contained in the Housing Act of 1954 under Section 701 precluded aid to counties in excess of 50,000 population. However, other provisions of the statute provide for regional planning. In 1962 the county was unofficially informed that a joint application by Nassau and Suffolk Counties might be considered as regional and therefore render both counties eligible.

In 1963 the Suffolk Board of Supervisors gave the department verbal allowance to pursue this possibility.

Numerous discussions with the representatives of the Housing and Home Finance Agency indicated problems with this approach. In the first instance, the grants were desirable in order to allow for the speedy completion of county comprehensive planning. A comprehensive program has been underway since 1960 and the prospect of a planning grant would mean the production of meaningful work ahead of need; rather than after-the-fact.

Under the regional approach, the studies would have to be more general in scope and detail than that required for county use. In fact, county studies would specifically be ineligible. In addition, the program as originally envisioned would have provided for the expansion of staff at the county level for continued county planning.

Under the regional setup, a discreet (separate) agency would be required.

With the passage of the Javits' amendment to the Housing Act of 1964, the County of Suffolk is now eligible to directly request planning assistance.

Section 316 amends Section 701(a) of the Housing Act of 1954 to authorize urban planning grants for counties of 50,000 or more, subject to the requirement that if such a county is within a metropolitan area, the Administrator must find that the planning involved will be coordinated with any comprehensive planning program of the area. Under previous law a county of 50,000 or more had to be situated in a redevelopment area or have suffered a major disaster in order to qualify for such a grant.

This prospectus has been prepared to serve as the documentary section of the application, as well as to provide information to interested parties within the County of Suffolk.

Although this prospectus is primarily aimed at presenting the case for a Suffolk County application, it is necessary to keep in mind that planning at the county level can achieve its maximum results when coordinated with similar agencies comprising at least a sub-regional, if not the regional, confines of the New York area. In fact, it is the intent to file this application in conjunction with a similar filing by Nassau County. This will insure a coordinated approach and guarantee more applicable work for the individual counties and the Nassau-Suffolk region than could be obtained under the "regional" provisos.

The following section contains descriptive data dealing with the sub-region and more specifically, the County of Suffolk, in relation to the planning program.

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more specifically, the County of Suffolk, in relation to the planning program.

SECTION I - DESCRIPTIVE DATA

The Nassau-Suffolk Region: -

The region comprised by Nassau and Suffolk Counties encompasses all of the 100 mile length of Long Island extending eastward from the City of New York. The total area of the two counties is 1,205 square miles which account for 17.4% of the area of the Tri-State-New York Metropolitan area as defined by the Regional Plan Association and the Tri-State Transportation Committee. The total population in 1960 of the two counties was 1,967,000 constituting 12.2% of that of the entire metropolitan area. Nassau and Suffolk Counties comprise a self-contained sector of the New York Metropolitan Region "having common or related urban development problems" as set forth in the Housing Act of 1954 by virtue of its geographical context; being entirely surrounded by water with all land connections to the mainland through the borough of Queens. Were the Nassau-Suffolk Region to be considered as a metropolitan area it would rank as the eighth largest such area in the United States, preceding Washington, D. C. and being led only by New York, Los Angeles, Chicago, Philadelphia, Detroit, San Francisco-Oakland and Boston in terms of total population.

Suffolk County: -

Suffolk County is bounded on the north by the Long Island Sound and on the south by the Atlantic Ocean. The south shore is paralleled by barrier beaches which create bays between the south shore of the island and the Atlantic Ocean. Fire Island, Moriches and Shinnecock Inlets connect these bays to the Atlantic Ocean. The county is approximately 86 miles long and 21 miles wide at its widest point,

which is on its western boundary with Nassau County. The major land areas extend eastward from Nassau County 42 miles to Riverhead. East of Riverhead, two forks or peninsulas continue eastward separated by the waters of Peconic and Gardiners Bays. The northern fork terminates at Orient Point and is approximately 28 miles in length. The southern fork terminates at Montauk Point and is about 44 miles long. The land area of the county is 922 square miles. The topography is uniform, with a gentle to moderate slope from the north to the south shore. A high ridge of glacial origin running approximately east and west at about one-third of the width of the county from its north shore reaches an elevation of about 300 feet above sea level. There are isolated points that reach an elevation in excess of 400 feet. North of the ridge the topography is generally abrupt with an overall slope to Long Island Sound. South of the ridge there is a long gentle slope terminating in the marsh and meadow land which border the bays on the south.

Planning Needs of Suffolk County: -

Suffolk County has been and continues to be the fastest growing county in the Metropolitan area. In the 1950-1960 decade the county's population grew from 276,000 to 667,000 - a 141% increase. The current population is estimated to be in excess of 850,000 persons. By 1985 it is estimated, by the Suffolk County Department of Planning and the Regional Plan Association of New York, that the population should be in the vicinity of 2,000,000 persons. This tremendous growth has created planning problems of vast scope. In general terms, planning must be accomplished to insure the accommodation of this huge population

increase in viable residential communities as well as the provision for local employment, community and transportation facilities and the retention and preservation of those natural resources that are morally and economically unexpedient. As a result of the shape and length of Suffolk County, the major transportation problem has been the accommodation for east and west movement. Congestion on the major east-west highways at rush hours and on summer weekends is well known. Of almost equal importance, however, is the increasing need for north-south and diagonal movement for which the existing road system is almost completely inadequate. While it is anticipated that the Tri-State Transportation Study will provide many recommendations for major highway improvement, further detailed studies with data available from the Tri-State Study will be needed in the area of secondary, intra and intercounty movements.

Present Planning Program:-

The Suffolk County Planning Commission and its staff, the Department of Planning, operate under charter provisions. The Commission has been in effect since 1960. Although efforts have been made over the past four years to undertake full comprehensive planning studies, the physical size of the county in terms of area and population, and the intensive development activity have placed a tremendous burden on the staff in the maintenance of current administrative responsibility. Among these have been the review of subdivisions on county roads, the review of zoning changes occurring within 500 feet of a municipal boundary or a state park or parkway, recommendations to the County Board of Supervisors on site selections for community facilities, capital improvement

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recommendations for many county facilities as well as the provision of technical assistance to constituent communities on planning and zoning matters. The staff also has the responsibility to serve as representative of the county in many regional activities, such as the Tri-State Transportation Committee, as well as other quasi-official and professional organizations.

The Commission operated under an annual budget in 1964 of \$92,017. The staff consisted of 13 positions including a Director of Planning, a Senior Planner, a Planner, 3 Planning Aides, an Illustrator, 3 Draftsmen and 3 clerical personnel. In addition to the administrative functions of the department, a comprehensive planning program which was initiated in 1960 has been carried out until the present. The studies conducted resulted in the following published reports:

1. Existing Land Use
2. Population
3. Economic Base
4. Need and Feasibility for Public Sewage Disposal Facilities in Western Suffolk
5. Local Government - An Analysis
6. Two interim studies relative to county park facilities, People and Parks, Report on Need and Feasibility for County Park Facilities
7. Planning for Open Space in Suffolk County.

In addition, specific studies were carried out relative to a mapping program for the county as well as specific transportation studies. These studies constitute basic research portions of the county comprehensive plan.

With 701 assistance it will be possible to expand this staff and hire the necessary

consultants to expedite the comprehensive planning project as well as to carry out those phases of the program that are currently beyond the physical scope of the department. By cooperating with the County of Nassau it will become possible to begin the task of shaping coordinated regional planning policies for land usage, transportation, public facilities and housing to serve as a frame of reference for county and local planning and decision making. The following paragraphs contain a general discussion of the intended program.

Schedule for the Preparation of a Comprehensive Development Plan:

The proposals for the Suffolk County planning program set forth herein are designed to fill in those gaps in planning data which now exist and, with the maximum cooperation of the Tri-State Transportation Committee as well as coordination with Nassau County's planning efforts, to begin the task of shaping coordinated regional planning policies for land usage, transportation, public facilities and housing; to serve as a frame of reference for county and local planning and decision making as well as to furnish the comprehensive plan for the County of Suffolk as set forth in the law regarding the County Planning Commission.

It is proposed that the preparation of the Comprehensive Development Plan be scheduled over a four-year period in two contract stages of two years each. This period of time is required because of the magnitude of complexities of the area involved and because of the necessity to completely integrate this program with that which is being simultaneously undertaken for the entire New York Metropolitan area by the Tri-State Transportation Committee. Because the schedules of the committee call for completion of land use mapping and tabulations during

1964 and traffic projection data to be available in 1965, it will, therefore, be feasible for the Suffolk County study to feed into the Tri-State study certain basic elements requiring local evaluation such as the development patterns of vacant buildable land and sub-area population projections and, in turn, to receive from Tri-State a great deal of public information on existing land use and traffic patterns, etc., as well as the metropolitan framework for decision making within the Suffolk County and the Nassau-Suffolk Region.

The phasing of the work program over a four-year period should also enhance the opportunities for establishing regional planning within the governmental framework of the Nassau-Suffolk Region. In summary, the first phase of the program would be devoted to data gathering and the second phase to plan preparation although these phases may, and probably will, overlap with respect to certain aspects of the study. An outline of the proposed overall program is set forth below.

Phase One:- First Two Years

1. Mapping and Data Collection
 - a. Aerial photography
 - b. Base map preparation
 - c. Land use survey and mapping
2. Economic, Population and Fiscal Study
 - a. Economic base analysis
 - b. Population study
 - c. Fiscal studies
3. Land Use Analysis

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4. Highway and Transportation Studies

- a. Studies of traffic utilizing non-limited access highways and of intra-regional public bus transportation movements
- b. Inventory and classification of non-limited access highways of regional significance
- c. Evaluation of traffic assignment projections in the light of county and sub-county planning considerations
- d. Public bus transportation study
- e. Study of movement of goods
- f. Official map preparation

5. Housing Studies

- a. Study of housing conditions to describe deteriorated areas subject to blight
- b. Housing market analysis
- c. Recommendations for possible public measures
- d. Evaluation of potential development in renewal areas

6. Public Facilities Study

- a. Inventory and analysis of present facilities
- b. Study of appropriate standards and needs
- c. Waterfront lands analysis
- d. Preparation of recommendations

7. Publications

- a. Progress reports on the various studies to be published from time to time, and at the expiration of the first two-year phase, a summary report of findings will be prepared.

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Phase Two: - Second Two Years

1. Continued study of alternative land use and transportation patterns in terms of population, economic activity and governmental costs in collaboration with the Tri-State Transportation Study until a comprehensive plan consistent with regional as well as local goals is arrived at;
2. Informal review of plan proposals with governmental agencies, state, county and municipal, to determine acceptability and priority considerations;
3. Preparation of a proposed plan and program of regional and county highway and transportation improvements assigning priorities to the various items on the basis of relative need, agency and cost;
4. Proposed revisions to the official map in accordance with the highway plan prepared with reference to the county and municipal jurisdictions; such recommendations will be in descriptive form and will not include the preparation directly of official maps or drawings of proposed revisions at official map scale;
5. Preparation of the final report embodying the comprehensive plan recommendations and program for public improvements with indication of priorities.

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SECTION II - DESCRIPTION OF PLANNING WORK

This section contains a more detailed description of the proposed program to be carried out during the first two years of Phase One.

A. Mapping and Data Collection

1. Aerial photography - controlled aerial mosaic photo maps of the county at 400 ft. and 2,000 ft. scale to the inch;
2. Base map preparation - photogrammetric base maps at a scale of 200 ft. to the inch to be prepared by a qualified mapping firm, covering those areas of Suffolk County for which accurate photogrammetric maps are not now available. The maps shall contain in general all planimetric features which are visible or identifiable on the aerial photography and compatible with the final map scale. This shall include land use features such as buildings, canals, ditches, reservoirs, trails, roads, highways, railways, ferry slips, fords, quarries, borrow pits, cemeteries, orchards, boundaries of logged-off areas and wooded areas, the trace of telephone, telegraph and electric power transmission lines that are cross-country in nature and the poles and towers, fence lines that are cross-country in nature, rock and other walls and similar details. Structures such as bridges, culverts, trestles, tunnels, piers, dams, power plants, transformer and other substations, transportation terminals and air fields, all water and other storage tanks and the like, shall also be shown. Buildings and similar dimensional objects shall be correctly outlined and oriented as follows:
 - a. Buildings having a major dimension smaller than 15 ft. will not be shown;
 - b. Buildings whose minimum dimension is greater than 15 ft. but less than 20 ft. will be shown by symbol 1/10th inch square;

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- a. Buildings having a major dimension smaller than 15 ft. will not be shown;
- b. Buildings whose minimum dimension is greater than 15 ft. but less than 20 ft. will be shown by symbol 1/16th inch square;

- c. Buildings whose dimensions are greater than 20 ft. shall be shown to scale including all minor irregularities greater than 10 ft.

Political subdivision lines will be indicated as obtained from the best reliable map source furnished by the consultant.

Each triangulation station and bench mark previously monumented and recovered by field inspection shall be shown in its correct position by appropriate symbol.

The maps will be compiled at a scale of 1 inch = 200 ft. on dimensionally stable polyester type film in pencil. Manuscript sheets will conform to individual flight line locations.

The finished planimetric maps shall be drawn in ink on a polyester film material such as Dupont Cronaflex or equal, with a minimum thickness of 0.004 inches.

3. Land use survey and mapping - Land use maps to the extent available prepared by Tri-State will be utilized for the purposes of this study. The final maps will not be completed until 1965. Reproductions of field sheets furnished by Tri-State will serve during the interim. Where such sheets are not available, the county staff will gather original field data. It is intended that all land use information will be periodically updated in order that current information as well as land use trends will be constantly available.

B. Economic, Population and Fiscal Study

1. Economic base analysis - In conjunction with the regional basic studies carried out in this area further analysis, in depth, will be made of the economy of the county including such areas as employment, labor force, income,

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2. Population study - Analysis of population including those trends and projections by each of the sub-areas of the county, the trends and composition by age and ethnic groups, family size, etc., will be continued making maximum use of census tract data and other information previously assembled by the department. Population projections will be related to residential density alternatives considered in land use analysis.

3. Fiscal studies - A study of the fiscal status of the county, including local government, covering trends and assessed valuation, revenues, expenditures, bonded indebtedness, buying capacity, etc. will be made. Such a study will determine the ability of Suffolk County to finance public improvements and would contain recommendations regarding fiscal policy barring methods and is intended to serve as the basis for a County Capital Program.

C. Land Use Analysis

1. Land areas of the county will be grouped by category; urban, suburban and rural and a general analysis of the development problem of each

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2. Analysis of residential land use will be made in relation to existing zoning patterns to determine the population capacity of the zoning patterns in the various density categories, and to compare quantities of land actually used to the amount zoned for various purposes, taking potential redevelopment activities into consideration, and seeing the analysis of present amounts used and future requirements for public purposes such as parks, schools and other public facilities. The various land use studies outlined above provide the background for revolving land use policies. The composite zoning pattern of all the communities is an expression of present policies. To examine the validity of these policies, alternatives would be proposed and evaluated in terms of general, social and economic goals. The final phase of the land use studies is therefore devoted to the evaluation of alternatives by means of models similar to those used in regional transportation planning. The major components of the models would be population distribution, employment and commercial patterns and transportation factors. It should thus be possible to test a variety of alternatives to determine those which most closely approximate the general goals of the planning process.

D. Highway and Transportation Studies

1. The results and findings of studies of major traffic circulation and transportation including traffic flow, origin and destination and projections

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of future traffic in public transportation movements to be undertaken by the Tri-State Transportation Study will be assumed to provide the basis for planning all major highway, bus and rail transportation facilities in Suffolk County as well as the regional area.

2. Studies of secondary and local arteries handling intracounty as well as intercounty movements and local public transportation systems lie properly within the jurisdiction of the county studies. The data for such studies will be assembled by Tri-State but it will not be extracted for major transportation analysis. Special tabulations of local movements are therefore necessary and will be made available by Tri-State on request.

3. Additional county and bi-county circulation studies should include transportation of all major and secondary highways and an inventory of same as to width of right-of-way and pavement, condition of pavement and other deficiencies, such as alignment, intersection, sight distance, etc.

4. Special studies should be made of seaport and airport facilities and the future requirements for same.

5. A general plan for highway and transportation improvements, including priorities and preliminary cost estimates, would be the final product of the highway and transportation studies. This plan should take into consideration and incorporate proposals for major traffic movements made by the Tri-State Study. Here also the procedure for developing the plan should involve the use of models to test alternatives. The final highway and transportation plan should be in harmony with the land use planning alternatives which, on the basis of the individual county studies, are selected as best meeting the needs of each county as well as the regional area. A capital program of high-

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needs of each county as well as the regional area. A capital program of high-

way and transportation improvement would be prepared, assigning priorities to the various proposals set forth in the selected plan, including cost estimates of the various projects.

6. An official map would be prepared for Suffolk County based on the highway plan.

E. Housing Studies

1. A study would be made of housing conditions and trends, including condition of the housing, stock, occupancy patterns, tenure of rents, etc. The purpose should be not only to define areas with deteriorated dwellings but to identify areas in which deterioration may occur; to analyze conditions and characteristics in such areas on a sample basis including such factors as deferred maintenance, residential mobility, minority group problems, environmental deficiencies, i.e., traffic, parks, playgrounds, condition of streets and utilities, etc., and to recommend programs to prevent further deterioration.

2. A housing market analysis to indicate the need for new housing of various types and levels would be included. Although major emphasis of the study will be on possible county measures such as the application of housing codes, revisions to health codes, etc., which can prevent further deterioration in housing stock, proposals for local governmental action would also be included.

F. Public Facilities Study

1. Inventory and analysis of existing county public facilities (park and recreational), public buildings, hospital and health facilities, educational and cultural facilities, etc., including location, adequacy of site, func-

tional adequacy, etc.;

2. Study of existing and proposed needs based on standards which are to be determined through this study and including investigation of the scope and location of governmental facilities;

3. Detailed survey and analysis of all waterfront lands in the county to develop policies for the proper utilization of these lands and areas which are among the county's greatest natural resources;

4. Preparation of recommendations for county public facilities, lands, conservation areas and waterfront lands.

G. Publications

In addition to the cost of reports for each of the contract items which are included in the unit estimates, the Suffolk County Planning Commission will publish other reports from time to time in conjunction with the 701 program.

1. Progress reports summarizing findings to date for each of the general subject areas;

2. Summary report on Phase One.

APPENDIX

The following resolutions as adopted by the Suffolk County Planning Commission and the Suffolk County Board of Supervisors indicate the legal approval of the county authorities to proceed in the matter of a 701 application.

At a regular meeting of the Suffolk County Planning Commission held on Wednesday, February 6, 1963 the following resolution was unanimously adopted; motion by Commissioner Robert E. Madsen, seconded by Commissioner John S. Lamont, 7 in favor, 3 absent:

WHEREAS, the Suffolk County Planning Commission for the past three years has endeavored to obtain "701" Planning Assistance for County Planning purposes; and

WHEREAS, the Suffolk County Board of Supervisors has given its verbal approval for the Commission to proceed in this matter; and

WHEREAS, this approval included the stipulation that a prospectus encompassing the work under the "701" Program be submitted to the Suffolk County Board of Supervisors; and

WHEREAS, approval of this prospectus will enable the County to proceed with the application to the New York State Department of Commerce, Bureau of Planning; and

WHEREAS, said prospectus accompanies this resolution, Be It Therefore

RESOLVED, that the Suffolk County Planning Commission recommends to the County Executive and the Suffolk County Board of Supervisors that the above said body grant approval for the processing of an application pursuant to the above aims.

Resolution No. 133-1963, authorizing County of Suffolk to apply for participation in program of federal assistance for comprehensive county planning under Section 701 of Public Law 560.

WHEREAS, the Suffolk County Planning Commission has conducted a comprehensive Planning Program during the past several years; and

WHEREAS, the United States Government and the State of New York has provided funds for assistance to Counties for comprehensive planning under Section 701 of Public Law 560; and

WHEREAS, such financial assistance will enable the County to complete additional phases of comprehensive planning as set forth in their prospectus dated February 6, 1963 and filed with the County Clerk and the County Executive; and

WHEREAS, the Suffolk County Planning Commission has passed a resolution dated February 6, 1963, which resolution is annexed hereto, requesting approval of the prospectus dated February 6, 1963, and requesting approval for the processing of an application for planning assistance funds under Section 701 of Public Law 560; and

WHEREAS, such financial assistance will amount to a minimum share of 50% and a maximum share of 75% from the United States Government and the State of New York; and

WHEREAS, this Board concurs in the request of the Suffolk County Planning Commission and desires to participate in said program; now, therefore, be it

RESOLVED, that this Board hereby approves the prospectus submitted by the Suffolk County Planning Commission relative to "701" application to the

New York State Department of Commerce, Bureau of Planning; and be it further

RESOLVED, that this Board hereby authorized the County Executive to proceed with an application in conjunction with the County of Nassau to the New York State Department of Commerce, Bureau of Planning, for a planning assistance grant under Section 701 Public Law 560 as more particularly described in said prospectus.

Dated: March 25, 1963

APPROVED:

By /s/ H. LEE DENNISON County Executive