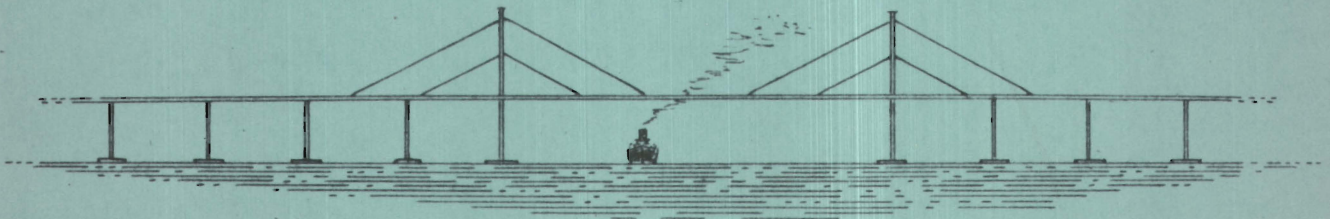


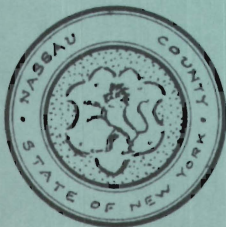
Special Report

Proposed Bayville - Rye Bridge

February 1966



County of Nassau



Euqene H. Nickerson

County of Suffolk



H. Lee Dammison

Nassau - Suffolk Regional Planning Board

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PREFACE

Over the past few months, the staff of the Nassau-Suffolk Regional Planning Board has been examining the several issues involved in the proposed Rye - Bayville Bridge. During the course of this study, the Board has conducted a number of hearings to secure the views of persons involved or interested in the subject. The information furnished by these diverse groups was also taken into consideration by the staff in the preparation of this report.

A diligent effort was made to confine the content of this study to the technical evaluations implicit in the planning process. Value judgments, in the main, were deliberately omitted. Where this procedure was not feasible, we have attempted to identify value judgments or subjective opinions as such.

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HISTORICAL BACKGROUND

This special report concerning the Rye-Bayville Bridge will deal with rudimentary aspects of traffic arterial patterns, community and economic impact. In light of the findings herein and the very nature of the dynamics involved, conclusions can be drawn that will aid the Nassau-Suffolk Regional Planning Board in evaluating the proposal before it.

Prior to a presentation of the aforementioned aspects, a brief history of the question of this bridge and appended data may help to place this question in proper focus.

The early construction of bridges and tunnels followed a pressure from rapidly growing suburban counties on Long Island which found a close socio-economic bind with Manhattan and the mainland. As population densities increased and exchange in commerce grew, it became more and more evident that connecting arteries were a necessity in order to provide better service for our Island's residents and business firms. The results have been cyclic in that when these new facilities were completed, they, in turn, became the catalyst for continued growth in our two-county area. When access is improved, particularly to an attractive area, growth is sure to follow. For example, if we investigate the annual average daily traffic flow over the East River bridges, we find that average annual per cent change between 1961 and 1964 for the Triborough Bridge was 3.5 per cent, for the Bronx-Whitestone Bridge it was 5.4 per cent and for the Throgs Neck Bridge it was 19 per cent.

An important consideration in bridge location is the convenience of existing connecting highways or the availability of new rights-of-way. In the early 1950s plans had been proposed to construct a major State facility between Freeport and Roslyn to be known as the Roslyn-Freeport Expressway. It was proposed to be a ten-lane facility including service roads. The intent of this proposal was to improve the flow of local traffic which was heavily congested due to the narrow residential streets and intensely developed business districts. In addition it would provide aid for future passenger and truck traffic coming from Queens via the soon-to-be extended Horace Harding Boulevard by distributing it to other east-west routes serving various areas of destination.

This road might well have set the pattern for a subsequent bridge proposal more westerly than the one under current consideration. However, after much opposition, this route was dropped and in its place the Meadowbrook Parkway was created.

Later in 1954, a new expressway proposal was announced by the State. It was to be a sixteen mile link between Wantagh and Oyster Bay. According to New York State Department of Public Works, its need was demonstrated by increasing traffic counts. As a result, the proposal called for a six-lane limited access facility. In January of 1955 a proposal was discussed concerning the possibility of up-to-date ferry service between its northern terminus and Stamford, Connecticut. The plans called for four modern ferries. In this same news release mention was made

concerning a future giant bridge which, at the time, was considered only a dream. ^{1/} Now, eleven years later, this dream is currently before the Board for its appraisal and the question of ferry service appears to be less valid than the bridge proposal itself.

In mid 1964, New York State and the Triborough Bridge and Tunnel Authority sponsored a study to determine the feasibility of a bridge linking Westchester and Nassau Counties. The study was assigned to Madigan-Hyland, Inc. of Long Island City. A report was released in July 1965 announcing the feasibility of the project.

On March 9, 1965, the Nassau County Executive and Board of Supervisors requested that the question of the Rye-Bayville Bridge be referred to the Nassau-Suffolk Regional Planning Board for its review in respect to regional planning policies and goals. As a result, the bi-county planning staffs were assigned the task of making an assessment of the issues involved, and it is to this purpose that we dedicate the following special report.

1/ Robert Moses, 'Last Chance' for Expressways, Long Island Press, January 1955

TRAFFIC ARTERIALS

Existing Arterial System

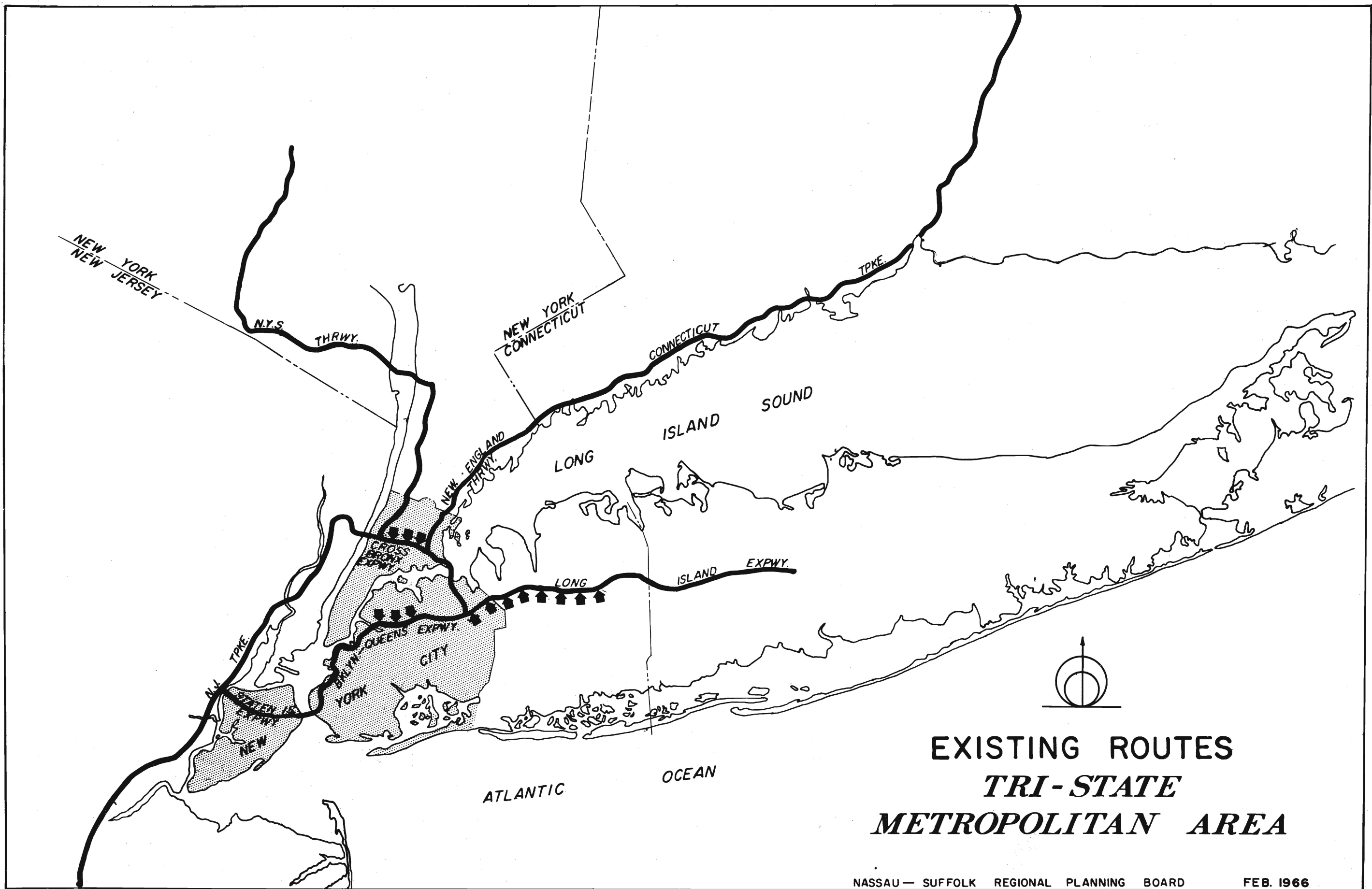
The major traffic arteries leading to and from Long Island are shown on map number 1. The most important routes to the north and west are the Long Island Expressway, Clearview Expressway, and Cross Bronx Expressway. An alternate northerly route is the New England Thruway and Cross Westchester Expressway. The main New England route includes the Clearview Expressway and New England Thruway, which lead to the Connecticut Turnpike.

The current expressway route to the south and west follows the Long Island Expressway, Brooklyn-Queens Expressway and Staten Island Expressway to a connection with the New Jersey and Pennsylvania Turnpikes. This route includes crossing the Verrazano-Narrows Bridge.

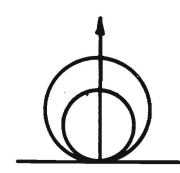
The points of traffic saturation are indicated on the map. Generally these points are sections of major expressways entering and passing through New York City.

Traffic Patterns

The historical pattern of traffic from Long Island to points south and west has always been a series of roadways leading to points in Manhattan where connections are made to major highways leading away from New York. With the current and projected population growth on Long Island, this pattern of leading all traffic to Manhattan whether it was bound for



EXISTING ROUTES
TRI-STATE
METROPOLITAN AREA



there or not became impractical if not impossible.

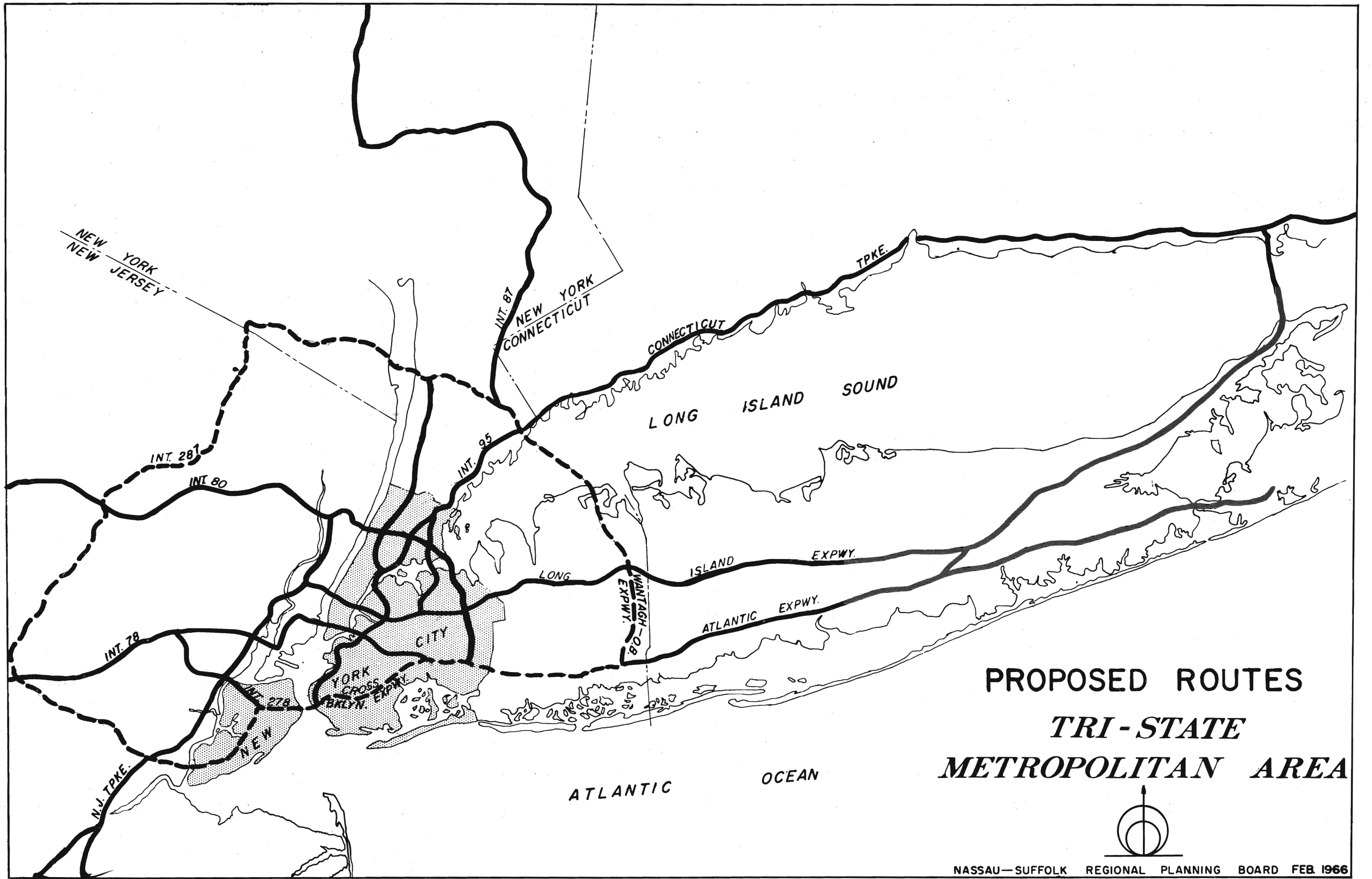
Increasing the capacity of highways to Manhattan to handle all traffic has many limitations. Multiple level highways or many-laned roadways are not only difficult to construct in densely built-up areas, but they also require feeder roads of very high capacity to avoid entrance and exit traffic jams. Construction of the Cross Bronx Expressway and the Verrazano-Narrows Bridge are the first important steps towards diverting thru traffic from Manhattan.

In the future, a diversionary pattern of traffic which will allow vehicles not bound for New York City to go around the congested portion of the City is desirable. Drivers who find they can reach their destinations quickly and easily even though more total miles must be traveled, will soon alter their usual traffic patterns.

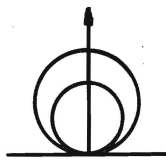
Proposed System

A western Long Island Sound crossing and a south shore express road could complete a true bypass route around New York City. Such a route would act as a connector between suburban areas in the New York metropolitan region and would intersect all major routes leading to all parts of the country.

This concept is not entirely new to this area since the Belt Parkway in Queens and Brooklyn acts as an inner collector route around part of New York City. Currently the Clearview Expressway and its proposed



**PROPOSED ROUTES
 TRI-STATE
 METROPOLITAN AREA**



extensions provide an Expressway Belt within New York City. However, with increased urbanization on Long Island the traffic generating areas in Nassau and Suffolk are located far from this Expressway Belt.

There are circular expressway belts around other major metropolitan areas, such as the one shown on the map. For example, the first road of this type was the Baltimore Beltway. A similar example is the Capital Beltway which rings the Washington metropolitan area. Other cities such as Jacksonville, Florida; Cincinnati, Ohio; Dallas, Texas; and Atlanta, Georgia all have this concept proposed, under construction, or partially in use. These belt roads provide a bypass route that connects to all radial roads which extend out from the core of the central city and allow through traffic to go around the core area. Some cities have expanded this to include a series of rings or belts. For example, Houston, Texas has a loop free-way and beyond it is proposed an outer belt which rings the fringe suburban area. Boston has a semi-ring type of expressway system with an inner belt, route 128, which is in the middle, and a suburban outer belt (Interstate 495), to serve the needs of traffic in and around the City.

Alternate Long Island Sound Crossings

1. **Second Throgs Neck Crossing** - This would be a third structure parallel to the Throgs Neck and Whitestone Bridges. It might alleviate future congestion on these two bridges. However, the problems of access to a proposed new span would be critical, since there is virtually no room

for additional expressways in this section of New York City and Nassau County. It would also require a new east-west north shore expressway to move traffic in and out of the area.

2. Kings Point to City Island - A bridge at this location would pass through some of the most densely developed sections of the north Bronx and the Great Neck Peninsula. Access would have to be provided north from the Long Island Expressway and it would not be possible to get from the Expressway to the south shore of Nassau County on a direct line.

3. Sands Point to New Rochelle - It would pass through a low density area with the exception of Roslyn Heights where a connection to the Long Island Expressway would have to be made. There would be no means of getting direct access to the south shore of Nassau County if a bridge was built at this point.

4. Glen Cove to Mamaroneck - This would require an expressway connection paralleling the Glen Cove -Greenvale Highway. The most difficult area to bisect would be the built up northern half of the City of Glen Cove. Access to the south shore could be obtained if a direct connection is made to the Meadowbrook Parkway. However, this road prohibits any commercial traffic. The Mamaroneck area does not provide direct access to either the Cross Westchester, Cross County Parkway, or Cross Bronx Expressway and therefore expected bridge traffic would first have to ride over a portion of the New England Thruway to go in a westerly direction.

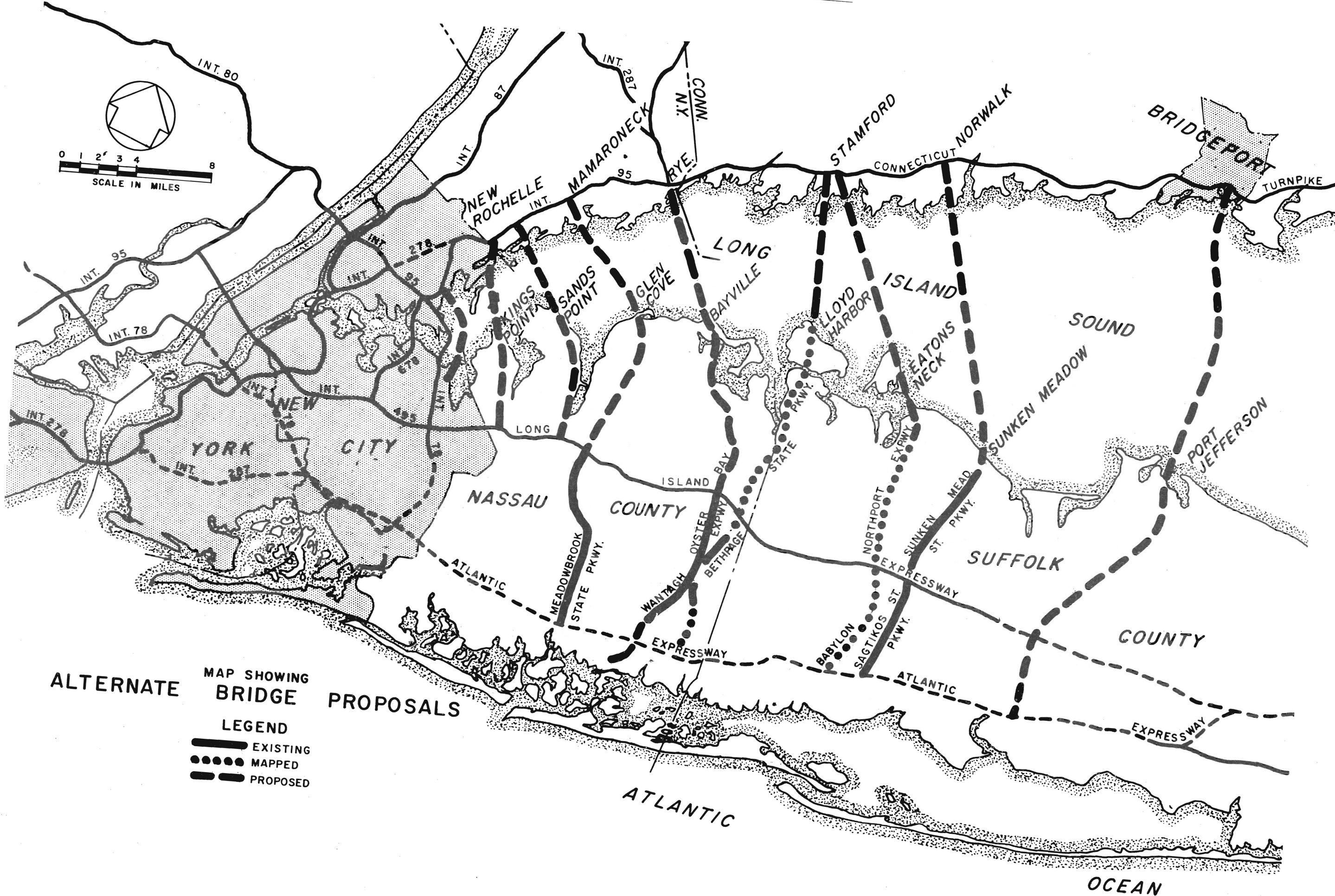
5. Lloyd Harbor to Stamford, Conn. - A parkway is proposed all the way

from the south shore to Nassau County to the Caumsett State Park in Lloyd Harbor. From this point a crossing could be made to Stamford, Conn. However, there would be no direct access to the Cross Westchester Expressway and disadvantages would be the same as the location in the Mamaroneck area. In addition, the Bethpage Parkway connection is not designed to allow commercial vehicles and passes through residential areas in its entire length.

6. Eatons Neck to Stamford, Conn. The currently proposed Northport-Babylon Expressway will terminate at Route 25A and could be extended through the villages of Northport and Asharoken to a terminus at Eatons Neck. However, this area is intensely developed with homes and terrain is not conducive to highway construction.

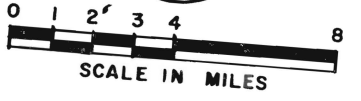
7. Sunken Meadow to Norwalk, Conn. - There is an existing north-south access over the Robert Moses Parkway, Sagtikos and Sunken Meadow Parkway to a possible bridge approach in the center of Sunken Meadow State Park. The terminus across the Sound would be Norwalk, Conn. and again the disadvantages of such a crossing would be that this is a wide portion of the Sound, access would be difficult and commercial traffic would not be permitted.

8. Port Jefferson to Bridgeport, Conn. - A route at this point would require a very wide Long Island Sound crossing and would necessitate an Expressway connection all the way from Port Jefferson to the south shore of Suffolk County. Much of the area to be used for a proposed Expressway is already heavily built-up with new homes.



ALTERNATE MAP SHOWING BRIDGE PROPOSALS

- LEGEND**
- EXISTING
 - MAPPED
 - PROPOSED



OCEAN

Usability of a Rye-Bayville Bridge

In addition to becoming a link in an outer belt route around New York City the Rye-Bayville Bridge would act as a means of diverting traffic from two of the extreme congestion points shown on the map, the Long Island Expressway in western Nassau and the Cross Bronx Expressway. The 1960 census showed that there were 2,489 commuters between the Westchester area and Nassau-Suffolk. This is a total potential of 4,988 trips generated per day.

At present the existing route from the intersection of the Wantagh-Oyster Bay Expressway and Long Island Expressway to the intersection of routes 287 and 80 in New Jersey is 57 miles. A new route (I-287) using the Rye-Bayville Bridge between the same points is 70 miles. However, with existing speed limits and traffic conditions the 70 miles could be covered faster most of the time.

Comparision of a bridge at Eastern L.I. and one between Rye and Bayville

A bridge between East Marion and Old Saybrook is basically a northerly route providing direct access to New England from Long Island. It would eliminate the current dead-end traffic pattern of eastern Long Island and place the Island on the Boston to Washington corridor.

The proposal from Rye to Bayville must be considered as an east-west connection that will provide a by-pass around the heavily congested portion of the metropolitan area. The majority of the traffic crossing this

Bridge can be expected to go west and upstate with the Boston area getting the remainder.

From a traffic standpoint neither bridge will markedly benefit one county to the detriment of the other. For example, the eastern Long Island crossing will be useful to Nassau residents by allowing access to New England without requiring travel through New York City. The Rye-Bayville crossing will benefit Nassau traffic on the Long Island Expressway by reducing the congestion on the overcrowded portion of the road in western Nassau. Suffolk will benefit by having an outlet to the west that does not require traveling through most of Nassau and New York City.

COMMUNITY IMPACT

Introduction

In assessing the effect that the proposed bridge and approach highways will have upon the communities of Oyster Bay, Mill Neck and Bayville the following conclusions were reached:

1. It is necessary to separate park proposals from highway and bridge proposals. They are interrelated, but not dependent upon each other.
2. Many of the objections cited by local residents are valid, although it is possible to modify the proposed routes in such a way as to eliminate or reduce many of them.
3. Proper design must be incorporated into the bridge, its approach roads and adjacent lands acquired to make the route as attractive and beneficial to the community as possible.

Among the more important effects of the routes proposed by Mr. Moses are these:

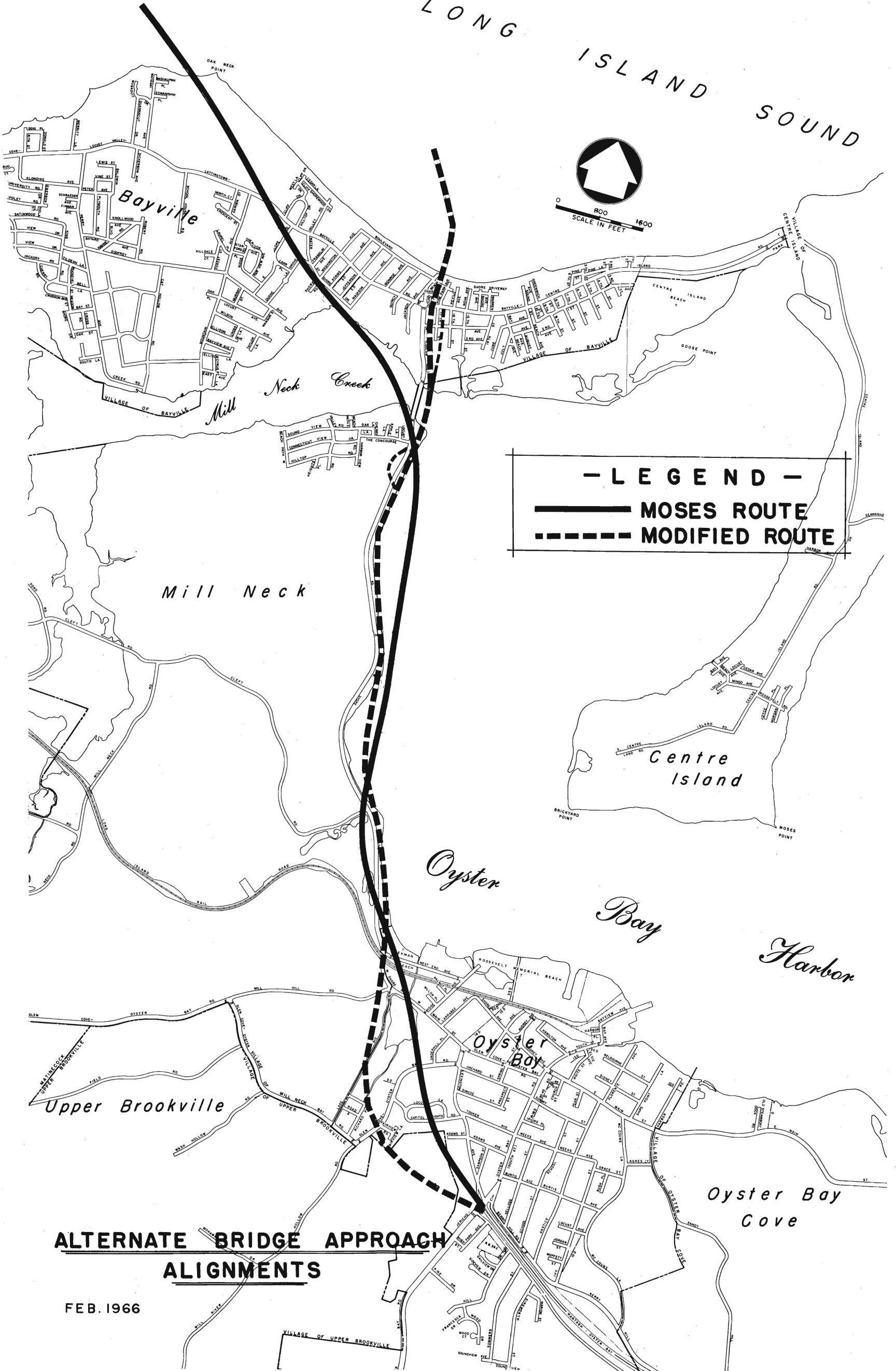
1. The expressway cuts off Oyster Bay mill pond from the rest of the village. This pond conceivably could be used as a focal point for future urban renewal on the west side of Oyster Bay.
2. The town-operated Beekman Beach would be eliminated.
3. One corner of a subdivision at the head of Mill Neck would be taken on a very scenic point of land overlooking Mill Neck Creek.
4. A bridge crossing West Shore Drive would be required south of the present drawbridge.

5. An extensive bridge or causeway would be required across Mill Neck Creek, removing an anchorage area.
6. Apparently a large cut would be required through the hill in the center of Bayville, splitting a sizable residential area in two.
7. Having access to the bridge and approach roads at Bayville and Oyster Bay will draw some traffic through the Glen Cove -Glen Head-Locust Valley area as a short cut from western Nassau.
8. Use of the Bismark estate (which is one of the few heavily wooded areas of the North Shore) as roadway will eliminate much of the future use of this land as a park.
9. The total loss in assessed valuation would be \$1, 156, 871. A more detailed breakdown of tax and building losses is attached.

It is recognized that, given this general route, some modification can be made which will permit the bridge to serve its intended purpose while at the same time eliminate or reduce many purely local objections.

1. Place the highway to the west of the Oyster Bay mill pond, thus permitting a physical connection between the pond and village.
2. Take the route through a hill in Oyster Bay which would require the removal of fewer houses and thus lessen the disruption upon the local neighborhood.
3. Use West Shore Drive primarily as a service drive to the main highway. No additional traffic would be expected, in fact, less traffic would be generated if vehicles bound for Bayville were to use the expressway.

LONG ISLAND SOUND



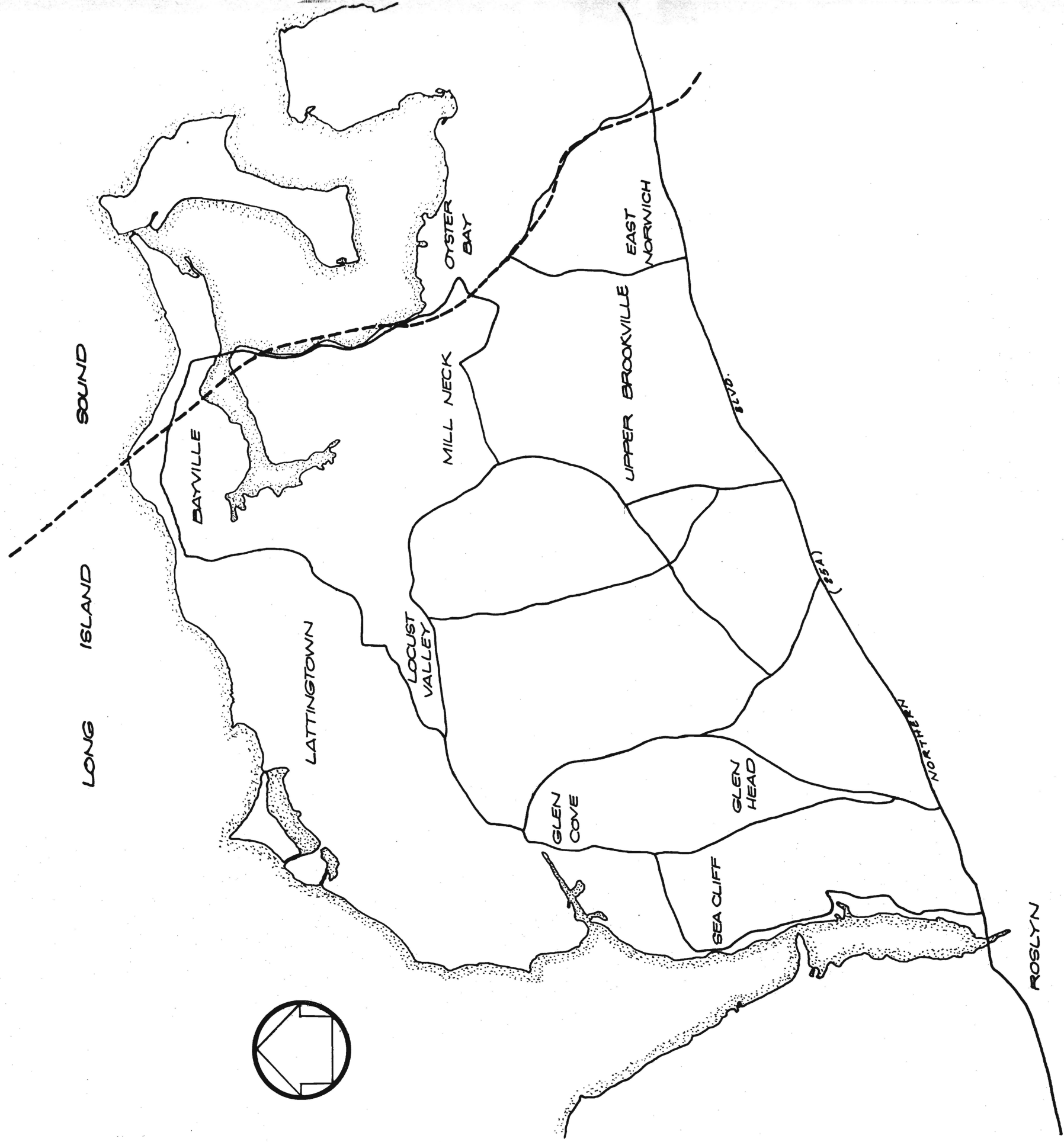
ALTERNATE BRIDGE APPROACH ALIGNMENTS

FEB. 1966

4. Place a new bridge over Mill Neck Creek parallel to the existing draw-bridge, thus preserving the integrity of the Creek anchorage area.
5. Place the new roadway parallel to Ludlam Avenue, thereby removing a small amount of mostly marginal business and summer homes. It may be possible to depress the road slightly with berms on both sides to reduce noise and avoid a visual barrier in the center of the community.
6. In order to maintain the purely local character of traffic flow, all northbound entrances to the expressway would be eliminated north of Route 25A. Northbound exits would be provided at Route 106 and Bayville Ave. No southbound exits would be provided at Bayville or Oyster Bay north of Route 25A, but entrances would be provided there. Thus no traffic could get onto or off the bridge through Bayville and Oyster Bay, and traffic from western Nassau County would be forced to enter and leave at Route 25A or farther south. (The argument that the presence of a limited access road in a community will necessarily lead to reduced zoning restrictions is not considered valid. Old Westbury's high acre zoning along the Long Island Expressway has been successfully maintained. The point at which zoning control becomes crucial is in the vicinity of interchanges.)
7. A park at the Bismark estate should be developed possibly by Nassau County separately from the bridge's approach road. With exits at Bayville Avenue from the south only, traffic could reach this park with a minimum of congestion locally. Business would probably benefit in Bayville at least during the summer months. No extensive road widening should be required in the North Shore area as a result.

8. The alternative route requires the removal of an estimated \$870,250 of assessed valuation, which includes the Bismark property (for strict comparison).

Regardless of which route is used, it is imperative that the technology presently available to highway designers be used to the fullest extent in making the roadway an attractive, integral part of the local landscape and that offensive noises and views be eliminated. The use of a roadway lower in level than that of present West Shore Drive is suggested as well as landscaped sound buffers along the right-of-way. There is ample historical evidence that such a roadway need not be of local detriment.



NORTH SHORE ROADS

FEB. 1966

Comparison of Routes

	<u>Moses Route</u>	<u>Modified Route</u>
Loss of Assessed Valuation		
Oyster Bay	\$ 411,623	\$ 86,550
Mill Neck	146,873	71,417
Bayville	598,375	712,283*
Total	<u>\$1,156,871</u>	<u>\$870,250</u>
Loss of Tax Revenue		
Oyster Bay	\$ 51,288	\$ 10,784
Mill Neck	13,901	6,759
Bayville	62,051	73,863
Total	<u>\$ 127,240</u>	<u>\$ 91,406</u>
Loss of Dwelling Units		
Oyster Bay	56**	11
Mill Neck	11	--
Bayville	44	45*
Total	<u>111</u>	<u>56</u>
Loss of Commercial Establishments		
Oyster Bay	4	6
Mill Neck	-	-
Bayville	2	16
Total	<u>6</u>	<u>21</u>

* Includes Bismark property

** Includes 32 in apartments

ECONOMIC ASPECTS CONCERNING PROPOSED RYE-BAYVILLE BRIDGE

This section will confine itself essentially to two considerations -- freight rates and employment.

The cost of freight transportation is one of the principal determinants of industrial location, as well as methods of distribution. The proposed bridge could have a profound impact on both.

Under the present freight rate structure, Nassau and Suffolk are excluded from the metropolitan freight rate zone as shipments that go east of the Nassau-Queens line (except for portions of Floral Park and Valley Stream) are required to pay an "arbitrary", i. e., an amount added to the basic freight rate. At present there are three rate zones in effect known as Mineola, Patchogue and Montauk, with each arbitrary increasing from west to east. Beginning in April a seven zone system will go into effect as follows:

<u>RATE BASE</u>	<u>"ARBITRARIES"</u> *
Mineola	5%
Hicksville	7%
Commack	9%
Patchogue	11%
Center Moriches	15%
Southampton	20%
Montauk	25%

* Additions to the New York Zone

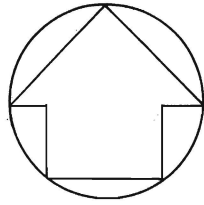
The foregoing applies to so-called class rates. Commodity rates are determined separately based largely on the volume of traffic. (For example, freight rates applying to coal brought in by the Long Island Lighting Company are based on volume and command commodity rates which do not adhere to the general freight rate system.)

The freight rate disadvantage for Long Island is, of course, largely due to the Island's geographical position. It has limited industrial development primarily to those firms which typically spend no more than three to five per cent of their gross production cost for transportation. Industries with a high transportation factor are barred, except aircraft, which is able to fly out its finished product.

The bridge proposal raises the possibility of freight rate parity for an important segment of Long Island by virtue of the fact that distances from the Tappan Zee Bridge to the industrial areas of Hicksville, Melville and East Farmingdale would be the same as from the New York State Thruway to Long Island City and Brooklyn industrial locations. While distance is only one component in the establishment of freight rates, it is, nevertheless, a critical one. With anticipated increases in volume, truck freight rate parity for all of Nassau and much of western Suffolk could be justified before regulatory agencies. Thus, the first three zones could be equalized with the New York zones and the other four could be lowered proportionately. This change in the trucking rate structure would also result in pressure to lower railroad rates, although the amount of goods traveling on railroad class rates is negligible.

TO POINTS WEST, NORTH & EAST

LONG ISLAND SOUND
PROPOSED RYE-BAYVILLE BRIDGE



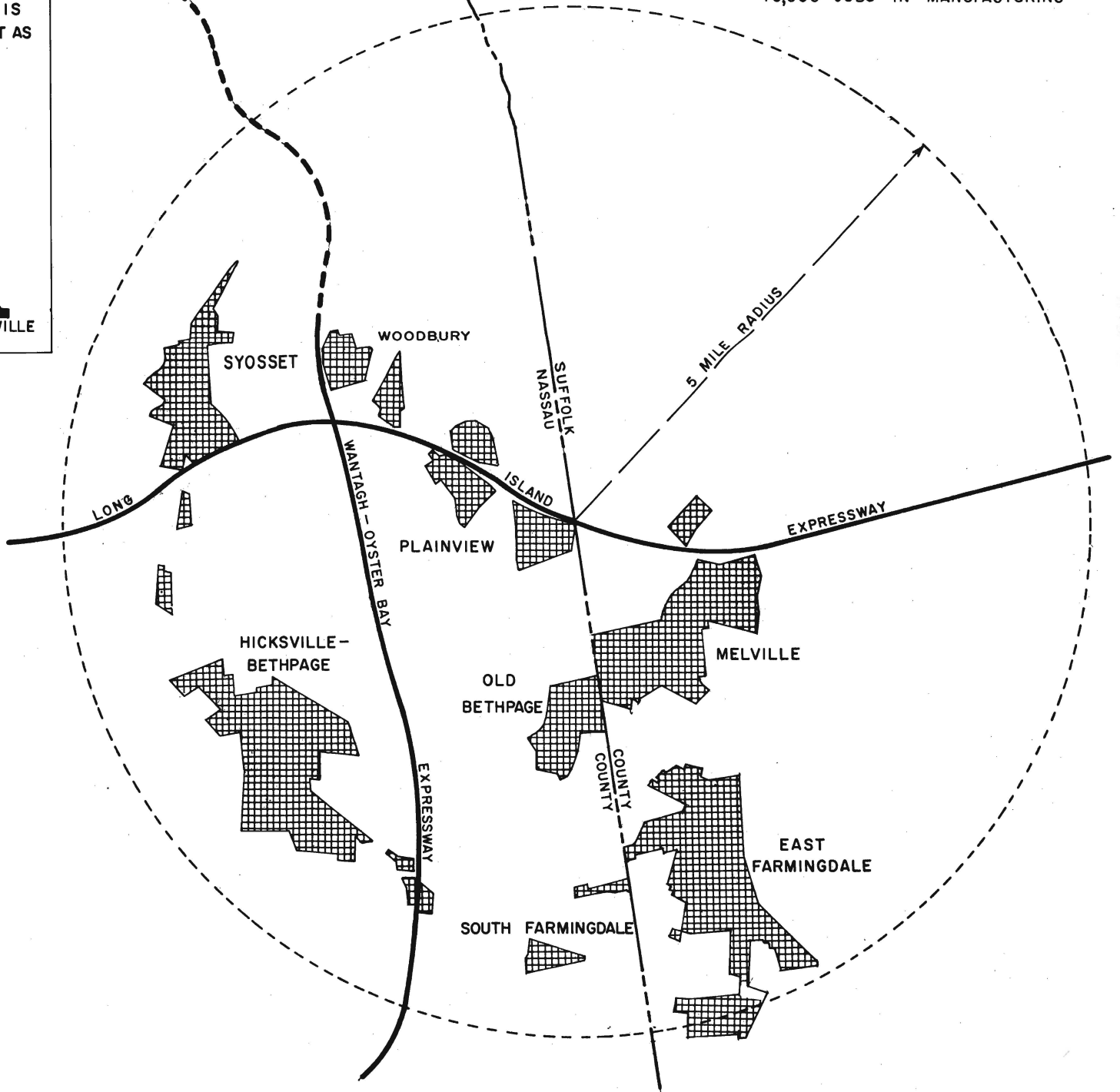
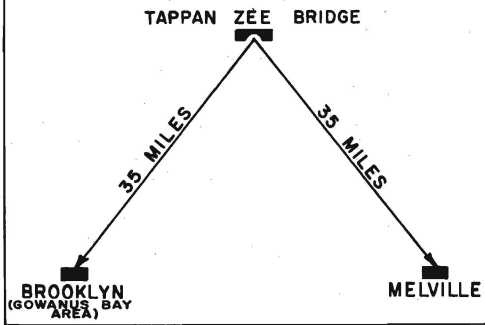
LONG ISLAND INDUSTRIAL CORE

60% OF WORKERS* IN NASSAU-SUFFOLK EMPLOYED IN THIS AREA

ROOM FOR AT LEAST 50,000 MORE WORKERS

* 70,000 JOBS IN MANUFACTURING

LONG ISLAND INDUSTRIAL CORE IS AS CLOSE TO NORTH AND WEST AS IS BROOKLYN.



LEGEND

ZONED INDUSTRY

EXAMPLES OF CLASS 100 MOTOR CARRIER RATES
(cents per 100 lbs.)
And How Rates Could Be Reduced To Long Island

Between		Long Island City Brooklyn	Mineola N. Y.	Patchogue N. Y.	Norwalk Conn.
Buffalo	Present	400	435	443	415
	Proposed	400	<u>400</u>	<u>408</u>	415
Chicago	Present	529	552	568	544
	Proposed	529	<u>529</u>	<u>545</u>	544
Denver	Present	792	813	826	806
	Proposed	792	<u>792</u>	<u>805</u>	806
Kansas City	Present	633	650	760	649
	Proposed	633	<u>633</u>	<u>743</u>	649
Hartford	Present	610	621	675	486
	Proposed	610	<u>610</u>	<u>664</u>	486
Pittsburgh	Present	413	436	451	436
	Proposed	413	<u>413</u>	<u>428</u>	436
Scranton	Present	295	346	378	318
	Proposed	295	<u>295</u>	<u>327</u>	318

The new rate arrangement would enhance substantially the industrial (and commercial) potential of Nassau and Suffolk. It would be possible to interest firms that were precluded formerly. This would include consumer-oriented manufacturing as well as wholesale distribution. While it cannot be determined specifically just exactly what types of industry would come that would otherwise not consider Long Island, it is obvious that one of the Island's chief locational disadvantages would be overcome.

Since the predominant movement of freight to Long Island is from the west and south, bridge locations to the east are not likely to produce equivalent incentives for freight parity.

The role of the proposed bridge as a major "escape valve" for eastern Nassau and Suffolk Counties will assume considerable prominence as Suffolk grows. It has been estimated that the average per capita consumption of total freight tonnage is about 18-20 tons a year. This means that when Suffolk reaches a two million population level, virtually forty million tons of freight will have to be brought to Suffolk alone as it is likely that Suffolk will remain as a major consumption area. Today, for every loaded freight car that comes to Long Island, there are ten empty ones which leave the Island. As to truck movements, this ratio is about 1-3; one which, apparently, has not changed significantly in the past ten years, despite more local production. It is likely that this ratio will continue in the future. Unless the western part of the Island is opened more conveniently to all types of commercial traffic, the cost of transportation on and off the

Island will multiply and the freight rate disadvantage might become even more acute. This is a matter which also affects the efficacy of an east-end bridge.

The attainment of freight rate parity is, of course, to some extent, speculative. There is no guaranty that this or any other bridge would bring it about, for the initiative must remain with local regional chambers of commerce and industrial developers. However the stage, for such parity would definitely be set by bringing Long Island closer to the mainland. This applies particularly to freight movements to the north and west, although traffic to the east and south would also benefit directly. Until a more direct commercial access route is provided to the Verrazano-Narrows Bridge from Long Island, the use of circumferential Route 287, via Tappan Zee, to reach the New Jersey Turnpike for traffic to the South could result in cost and time savings as well.

The matter of freight rates and industrial development, of course, is important from the standpoint of additional employment opportunities which can be provided. High school and college graduates are now entering the labor market at a rate of 20-25 thousand a year in Nassau County alone and this rate is likely to maintain itself for at least another 10-15 years.

To the extent that industry can be induced more vigorously to come to the Island, it would help to solve an important employment problem, for industry in turn generates secondary jobs in virtually all service and trade categories.

The primary location for accelerated industrial growth which may be attributable to the Rye-Bayville Bridge would be roughly along the Long Island Expressway and Long Island Rail Road route between Hicksville and Brentwood.

From a planning standpoint, this area contains many suitable industrial sites. It would be centrally located from the standpoint of Long Island's labor force and it would also permit concentration on developing eastern Long Island primarily for recreation and open space purposes. From an economic standpoint, therefore, the Rye-Bayville Bridge offers substantial advantages, and it could be well integrated into a sound bi-county development program which considers both the economic as well as the open space needs of the two-county area.

SUMMARY

This section is designed as a recap of the major points made under the previous headings. In addition, explanatory comments are included which hopefully will yield an insight to the planning process.

Planning may be defined as a rational process, in which land use, community facilities and circulation patterns are so devised to create and allow for orderly community growth and development. The planning technician must follow a general methodology if the end product of his study is to be based on more than intuition, diverse opinions, popularity polls or partial information. By definition, we accept planning as a rational process. Therefore, it must follow that the choices or decisions made relative to the elements of planning also be rational.

The sequence taken by the planner is as follows:

1. A list is made of the opportunities for action that are available.
2. An attempt is made to identify the possible consequences that would result from the adoption of each of the possible courses of action.
3. A course of action is then selected by the planner which would lead to the desired set of consequences.

Planning is a very imperfect science. The planner can never really achieve rationality. It may be possible to identify all the possible alternative courses of action. It is improbable that we may be aware of all the consequences - apparent and latent - that will result from any particular

choice. Within the allocation of time and expense the planner does try to build his case as completely as possible, cognizant of the limitations inherent in the system. We may now proceed with an evaluation of the case before us.

The proposed Rye-Bayville bridge constitutes a potential link in the arterial highway network of the New York Metropolitan Region. The discussions contained in the previous pages analyze several of the relevant issues concerning the proposal. Among these are the relationships between this link to the regional highway network, the community impact that would result from the construction of the bridge and its access roads, and the potential economic impact to Long Island. The context of the discussion has been one of automobile-orientation. Although the argumentation is not complete, the evidence is strongly in favor of the proposal with the following qualifications:

1. The subject of parks and recreation is separate from the bridge issue.
2. The location of the bridge at the Bayville terminus and the access roads thereto, as contained in the Moses report, is deemed unacceptable.
3. The questions involved with community compatibility and impact are not dismissed as inconsequential.

The desire to render Jones Beach State Park more accessible is not considered sufficient justification for this proposal. In addition, the suggested new state park development in the Bayville vicinity is in direct

conflict with local and county needs for recreation facilities. The study also indicates that the impact on local communities can be serious indeed. In fact, the suggested alternate routing is an attempt to overcome some of the obvious shortcomings of the Moses proposal. The questions of community impact as related to access road location for the Westchester portion has been omitted from this discussion. This does not invalidate the work conducted by the Nassau-Suffolk staff since it is assumed that the local issues affecting the City of Rye can be rectified by alternate routing.

The favorable economic potential that would benefit the Long Island economy as presented in this study, is justifiable. The economic feasibility of the structure itself, as argued by the proponents and opponents of the bridge, has not been evaluated by the staff. It is felt this matter was not germane to the broader planning considerations. The test of financial feasibility of a toll structure rests on the willingness of investors to secure the bonds. Experience in most metropolitan areas has indicated that new highway facilities and supporting structures, i.e., bridges and/or tunnels, serve not only to relieve existing pressures, but as generators of new traffic. In other words, the concern should not be whether or not the facility would attract enough customers to justify its cost. The concern should be whether or not the additional generated traffic is a desirable feature. Let us now examine the comments made in the initial proposal and this staff analysis from the criteria of meeting the requirements of the planning process.

No evaluation has thus far been conducted to relate the potential impact of the bridge on land use or other modes in the circulation system. If the premise is accepted that the Island's development will continue to be tied to automobile-orientation, it must follow that the lack of such investigation is not too serious. However, if the assumption is made that there must not only be a balance between road and rail transportation but, more importantly, a shift in emphasis from one mode to the other, then these relationships must be studied.

By the same token, the identification of possible consequences to be weighed must include those relating to the overall transportation system and overall land use.

The support of a course of action is predicated on the belief that the planner will achieve a desired set of results. This last point is of vital importance to the matter at hand. Unqualified endorsement at this time would indicate that the basic decisions of ultimate bi-county development has already been determined and agreed upon. Implicit recognition must then also be given to the historic or "trend pattern" concept of development. In other words, the outward pressures from the New York metropolitan core result in increased densities in the inner core communities. These increased densities result in the need for increased public facilities. Therefore, the major test for the validity of a proposed structure may very well rest on the existing or projected densities of the communities involved. This procedure greatly simplifies the need for rational

Planning. It does not substitute for it.

Conclusion

The Nassau-Suffolk Regional Planning Board was created for the purpose of developing the type of rational comprehensive plan as defined in this summary. The initial staff investigation indicates that the Moses proposal is worthy of serious consideration. The study further reveals that the full relationships of this project to proposed land usage and the overall circulation network are not known at this time. Therefore, it seems reasonable that the staff of the Nassau-Suffolk Regional Planning Board be given adequate time to properly evaluate this proposal as part of the Board's Comprehensive Plan.

