III.

FUTURE LAND USE PLAN

INTRODUCTION

The Future Land Use Plan, Map 1, covers the entire town and its several incorporated villages. It is supplemented by more detailed maps of hamlet areas where development intensity and local problems warrant a large scale map. These hamlets are individually discussed in a subsequent section of this report. The future land uses shown on the Future Land Use Plan, Map 1, for those incorporated villages not included in this Planning Assistance Program (North Haven, Sag Harbor and Westhampton Beach) are generalizations reflecting their master plans, if any, or alternately their zoning ordinances. The master plans for the Villages of Quogue and Southampton, also generalized on Map 1, represent the master plans prepared for them in their Planning Assistance Program. The actual plans have been submitted as separate reports to their respective planning boards.

The Future Land Use Plan recognizes the nature of well-established hamlet and village development and supports such land use patterns. However, certain existing land uses are either incompatible with neighboring uses now, or will be so in the future. Since these uses should be considered for gradual termination, they are not shown on the Future Land Use Plan. Sand and gravel mining areas and former solid waste disposal sites are examples of such uses. In cases such as these, appropriate action will be necessary to rehabilitate these areas to make them available for harmonious development.

RESIDENTIAL LAND USE

Future residential land uses are a critical feature of the Master Plan. They occur in several characteristic development patterns shown on Map 1. In their total make-up and distribution they take into account the community's available water supply and the problems of sanitary waste disposal as well as the interrelationship between these factors. In addition, they are so laid out as to protect the community's ecological resources and scenic features. This is to be accomplished in part through a community-wide maximum population density goal. For the Southampton Community, including all the villages, this overall density should not exceed 1.4 persons per gross buildable acre of land, based upon anticipated per capita water consumption. For the unincorporated area of the town this figure

should not exceed 1.2 persons. A comparison between these figures and those possible under existing zoning ordinances is shown in Table 1.

The existing or potential future average population densities in many areas of the community already exceed this overall density limit. Therefore, it will be necessary to substantially lower the potential population density in undeveloped areas of the community. This is to be accomplished through the use of zoning and other methods discussed in subsequent sections of the Master Plan. Inasmuch as this suggests that in all undeveloped areas of any significance more lot area will be needed than the present Building Zone Ordinance requires, and inasmuch as this may cause higher site development costs and also would make it difficult for persons who would prefer to live on smaller building sites, it is proposed that "planned residential development" be permitted in all residence areas. Planned residential development would permit a variety of residential building types to be clustered on a site while the overall population density level of the site would remain constant. This development option would serve the housing needs of most persons while providing more efficient and less costly municipal services. It would also provide the community with a more meaningful open space program. A variation of planned residential development, which would be geared to low and modest income persons, is also discussed in the section on Neighborhood Analysis.

The Future Land Use Plan's residential use categories are Village Residence and Suburban and Beach Residence, representing the more typical residential patterns; Agriculture Reserve-Residence for the purpose of protecting the excellent agricultural soils of the community; and Water Catchment-Residence for the purpose of maximizing the fresh water collection in the coarse moraine soils.

Village Residence

Village Residence is proposed for those areas of the community where the highest gross density is already located, following earlier subdivision practices. Thus, most areas included have been subdivided on an individual lot basis of less than one acre per dwelling unit. Nevertheless, within these areas there still remain a substantial number of vacant building lots. The high concentration of development in these areas provides the continuing basis for the hamlets or villages and for attendant land use functions needed to directly serve their residents. These development centers will also require the most services, including schools, neighborhood parks, street improvements,

community water supply and sewerage systems. Generally, wherever individual tracts of vacant land of five acres or more are found in the Village Residence areas, they should be considered for either planned residential development in order to preserve open space or for public acquisition as readily accessible neighborhood parks, or for other facility sites. The Village Residence in the unincorporated areas covers approximately 10,300 gross acres. The overall density goal for those areas in which Village Residence is a principal use would be 5.7 persons per gross acre, or approximately 1.66 dwelling units. It is anticipated that nearly one-half of the Southampton Community's entire population potential will reside in such areas.

The typical residential unit found in the Village Residence area will be the single-family detached unit. In addition, Village Residence should have multi-family units in areas central to community facilities, potential public transportation and utility services. However, it is suggested that their number not exceed 10 percent of the total existing single-family housing stock of the established neighborhoods where they are proposed. And further, provision for them should not increase the community-wide population capacity except possibly in the case of non-profit housing designed to provide a limited amount of standard dwellings for low income families or elderly persons. This degree of housing concentration could be accomplished through the residential transfer of development from lands outside the hamlets to the sites shown inside the hamlets.

Suburban and Beach Residence

In view of the very low population density limitation for the unincorporated area of the town and the existing relatively high gross population density in the Village Residence areas, as well as the quality of the terrain in such places as the barrier beach and low lying shore areas, it is necessary that the broad areas in which the Suburban and Beach Residence is the principal use have an overall density goal of approximately 0.7 persons per gross acre. This is slightly less than one-eight of that in the Village Residence areas.

Suburban and Beach Residence is located over broad portions of the community totalling approximately 26,100 gross acres. By virtue of the projected lower overall density it is not anticipated that a community sewage disposal system will be required except where a planned residential development is proposed with more concentrated housing.

The immense importance of the barrier beach including the protection against coastal storm flooding and damage afforded by the dunes and also its very fragile environment, are discussed further in the Barrier Beach and Shinnecock Bay Development Plan. In sum, it may be noted that many things point to the finding that intensive land uses should not be permitted there.

Agricultural Reserve-Residence

The Agricultural Reserve-Residence area will be similar to the Suburban and Beach Residence in terms of overall population density. However, its special quality is that it includes all lands having exceptionally productive soils. They are located primarily between the Village of Southampton and Hamlet of Bridgehampton and Sagaponack. Two other, much smaller areas are located west of the Shinnecock Canal, one in the Oakville area and the second north of the Hamlet of Speonk. Their total area is approximately 15,300 gross acres of which some small portions have been the subject of scattered residential development. The primary concern in these areas should be to reserve as much of those soils falling into Capability Class I and II as defined by the Soils Conservation Service of the United States Department of Agriculture. The soils surveys and interpretations, conducted for the Nassau-Suffolk Regional Planning Board, mapped all soils associations and evaluated their suitability for various functions, noting agriculture capability(1).

It should be noted that generally those soils which are well suited to agriculture are also well suited for residential development. An exception would be fertile soils which have a high ground water level or which are subject to seasonal flooding. Conversely, soils with severe slopes and poor texture are seriously limited for agriculture and residential development. As a result, farm lands are susceptable to development pressures for other than agricultural uses. Many times an entire farm is sold for such uses, although frequently the loss of agricultural land in this area occurs through small parcel sales along existing rural roads on a year-to-year basis. The resulting development pattern is apt to be far from satisfactory in terms of future road layout, the efficiencies of municipal operating costs, general appearance and the permanent loss of the characteristic charm of these areas.

Although the benefits which may be derived from a coordinated planning approach in preserving open space for farming have long been recognized, little in the way of practical results have been realized in any developing community and on Long Island the initiation of such a program setting farm lands in reserve is complicated by the high development rate. For the farmer his land is his primary capital asset. To entail it through signing off development rights in favor of tax relief or some other annual aid would be no bargain if he or his estate needed to liquidate his capital assets. Any other businessman would be

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(1) Soils Interpretations: Inventory and Analysis, Suffolk County, New York, published by Nassau-Suffolk Regional Planning Board, 1969.

equally concerned if his capital assets were restricted in a similar manner. At the same time governments have not as yet found the vast capital outlays necessary to acquire farm lands. Consequently, there is no movement towards the preservation of farm lands to date. In Southampton several conditions prevalent in the farming community suggest that a beginning towards the preservation of farm lands may be possible. First of all, the excellent productive soils, climatic conditions, technical expertise, and nearness to a large market give local farmers an edge on competitive farming operations. Second, to Southampton farmers in the main, their land and farming are a family heritage and therefore they have an inherent interest in preserving their farms provided that economic conditions do not become unbearable. And third, their land is an integral part of the very desirable natural setting which the high value resort activities seek out. As a result, there is a market for high quality residential development which it is believed would be receptive to interesting residential site plans and a variety of housing types. If farmers were presented with a workable proposition through which they themselves could be assured of the full value of their capital assets, be relieved of the tax burden on their farm lands, continue to farm their own lands and do so in a manner beneficial to the entire community as well, it is believed that they would be willing to participate in such an effort.

It is submitted that productive farm soils can be set aside in perpetuity with the related benefits noted through an application of the planned residential development concept mentioned earlier. In essence, the value of an entire farm or farms for homesite development would be transferred to a fraction of the land, perhaps 20 percent of such holdings. This would be accomplished through transferring the development rights for the maximum number of dwelling units ordinarily permitted on the entire land area under zoning to that portion of the lands to be set aside for homesites. In exchange for this privilege, the farmer would deed the residual farm lands, consisting of the most productive soils, to the community with the agreement that he and his family would have first option on the farming rights to those community lands as lessee at a nominal rental. A community agricultural land trust would be established for the purpose of administering these public agricultural lands and assuring their proper management.

It is proposed that this new program would be best initiated through a pilot project. The farmer or farmers themselves should be involved in developing such a pilot program and further that the fields of community planning and soil management and conservation practices should be involved in the design of the project.

In addition to community funds for planning, federal assistance may be available for those planning elements dealing with sedimentary pollution and the recharge of an increased amount of rainwater. The worth of such a program is very great when related to certain specific projects. For example, a pilot project might well be initiated on a large portion of the Kellis Pond-Camps Pond Greenbelt Park thus accomplishing the construction of a part of the Community Master Plan. As a part of this project most of the best soils in the area would be set aside for agriculture; an important watershed would receive soil conservation treatment against erosion; ponds could ultimately be cleaned out and stocked with game fish; drainage lines protected and stabilized so that downstream areas would not receive sedimentary pollution; and the farm lands remaining could in themselves become major watershed catchment areas through soil "chiseling" treatment. This proposed project is demonstrated graphically in Diagaram D-1. As may be seen, it makes full use of the soils survey to plot those soils most suitable for agriculture and for homesites. Those offering special difficulties have also been shown. In accordance with the Suffolk County Soil and Water Conservation District recommendation that all soils in Capability Class I and II be preserved for agriculture, those soils are shown in the open pattern on the suitability portion of the diagram. They are listed on Diagram D-1. In this manner, a compatible land development pattern was established for the project area.

It should be noted that the sample planned residential development shown proposes that all residential development take place along a greenbelt park which would preserve the watershed's ponds, streams and areas of high water table. This greenbelt would constitute a natural open space area with an add-mixture of recreation facilities, possible a small golf course as part of a homes association development plan. The suggested circulation plan would minimize internal vehicle-pedestrian conflicts because the residential collector streets would be developed as perimeter roads. From the perimeter collector streets, short tap streets would extend inward serving private courtways. Most residential units would have patios, gardens or yard areas facing on park paths, or lawned drainage channels and streams leading into the central greenbelt park. Pedestrian movement therefore, would be freed from crossing local or collector streets in reaching the central greenbelt. The perimeter collector streets can be planned so that no homes need face the collector system. On the outside of the perimeter collector streets, there should be a landscaped transition area separating the neighborhood from farming activity. This transition area would include major utility transmission line easements for water, electricity and community sewerage. Housing development would be made up of single-family, two-family and multi-

family units. It is anticipated that to accomplish the reservation of good agricultural soils and the greenbelt, it will be necessary to cluster the housing at densities ranging between three units per net acre for single-family detached houses up to eight units per net acre for single-family town houses and 16 units per net acre for garden-type apartments.

In summary, the continuance of agriculture in the community, besides the economic value of its products, offers aesthetic benefits and open space qualities much needed to support the total environment of a resort community. The proposed pilot projects based on an application of the planned residential development concept holds out promise for resolving the hesitancy of farmers to take part in programs designed to preserve agricultural lands and at the same time would take advantage of advanced development practices designed to improve the land and water resources of the community without increasing its total ultimate population capacity.

Water Catchment-Residence

Recognizing the critical nature of the community's fresh water supply, it will be necessary to assure the continued recharge of these ground waters by maximizing the amount of rain water which will reach it. For this reason, the porous moraine soils have been designated as a Water Catchment-Residence area. The overall population density of persons per acre will be the lowest in the community. The total of these areas constitutes approximately 17,000 gross acres and extends along the Ronkonkoma moraine from Bald Hill in the west to the Squiretown area. East of the Shinnecock Canal it would extend from the North Sea-Hampton Park hamlets, to the East Hampton town line in the Long Pond area.

The suitability of the Carver and Plymouth soils association found in the Ronkonkoma moraine for use as homesites, the accommodation of sewage effluent from homesites and the establishment and maintenance of lawns and landscaping is generally considered to be poor according to the Soils Conservation Service. They are rated as being severely limited for all three uses in areas having slopes in excess of 15 percent. More particularly, sewage effluent may be expected to penetrate to the primary ground water reservoir very rapidly due to the coarse texture of these soils. Collectively, these soil and slope related problems further sustain the premise that the moraine should not be committed to development as intense as that proposed in other areas of the community. Appropriately within these areas several large open space parks have been suggested in order to take advantage of the special natural features offered by these presently undisturbed lands.

BUSINESS LAND USE

The Future Land Use Plan indicates approximately 1,300 acres of land in various business land use categories within the unincorporated area of the town. These acres are distributed almost equally between business categories that are generally needed to serve the present and future year around population of the community and those needed more specifically to serve the seasonal resort population.

The business use categories generally needed to serve year around population are: Village Business, Shopping Center Business, Highway Business and Office Business. Motel Business and Resort and Waterfront Business are oriented principally to commercial housing and in the latter instant primarily to seasonal use.

The following tabulation shows the distribution of these business acres by cateogry:

	No. of Acres	% of Total Business Acres
Village Business	220	16.9
Shopping Center Business	90	6.9
Highway Business	550	42.3
Office Business	30	2.3
Motel Business	100	7.7
Resort and Waterfront Business	310	23.9
	1,300 acres	100.0%

The characteristics of these business land use categories are described in the following sections.

Village Business

The Village Business describes what are essentially retail shopping and personal service facilities. They are located in the major village and hamlet business centers and in occasional neighborhood convenience shopping areas where small lot areas have influenced the character of the site development. The traditional hamlet business centers are those in Hampton Bays, Riverside-Flanders, Speonk, East Quogue and Bridgehampton, as well as the village business centers of Southampton, Westhampton Beach and Sag Harbor. The Future Land Use Plan indicates that the major business centers will be those in the Hamlets of Hampton Bays and Riverside-Flanders and the Village of Southampton.

Since they are centrally located with respect to the principal centers of residential development, existing and proposed, the Com-

munity Master Plan emphasizes their expansion rather than the creation of major new centers. As a result of the smaller parcels in these older Village Business areas, increased off-street parking facilities and truck loading areas will be needed to meet future demands. It is anticipated that, in the unincorporated areas, the town must take the initiative due to the limited size and poor arrangement of land parcels. This will make it possible to provide coordination of layout, access points and overall design of improvements and landscaping. See Sketch 2.

In the tradional hamlet centers, Village Business areas must be attractive and emphasize their unique qualities. Historic buildings and landmarks should be considered an important part of this, perhaps as focal points. In appropriate cases, green-belt parks should be brought right into the Village Business area to provide pedestrian access from nearby residential areas as well as attractive settings for the buildings. Although the town's effort in coordinating public improvement design and construction will be important in providing an attractive shopping environment, the complementary action by individual property owners and business tenants will be essential as well.

Experience indicates that on average retail shopping and personal service land uses require in the order of three acres per 1,000 residents. In the Southampton Community Village Business accounts for only part of the land area provided, 2.4 acres per 1,000 residents based on a projected residential capacity of 91,500 persons. The remainder is found in Shopping Center Business.

Shopping Center Business

Although similar to Village Business in function, the Shopping Center Business areas do permit more commercial recreation uses which require substantial sites and generate heavier parking requirements. Their major difference is that this category represents facilities of a contemporary shopping center development standard and, as a result, it is found where substantial sites are available. On the Master Plan this is shown in three locations essentially as extensions of Older Village Business areas. These sites at Bridgehampton, Riverside-Flanders and possibly Speonk are discussed in more detail in connection with the individual hamlet plans.

In addition to these Shopping Center Business sites, it is anticipated that, as new residential development occurs, some new neighborhood convenience Shopping Center Business facilities will be appropriate. These should be carefully located with respect to the residential development pattern, at reasonable

intervals through the community and on sites not in excess of between five and ten acres. Premature location of such sites may well prove to be a problem, particularly in view of the proposed encouragement of planned residential development projects. Likewise, such centers within an adequately served local residential trading area can only undercut the market for existing Village or Shopping Center Business areas. In total, even though the future Land Use Use Plan indicates 90 acres for Shopping Center Business, an additional 55 acres may be located in the future at appropriate times to bring the total up to 145 acres, or 1.6 acres per 1,000 residents. This extends the future overall retail shopping and personal service land uses to four acres per 1,000 residents, a more than ample supply.

In connection with these particular uses it should be noted that the Master Plan specifically does not provided for continuous "strip commercial" development along the highways. Aside from the very obvious bad experiences in other communities, including much of western Suffolk County and Nassau County, it is apparent that the provision of "strip commercial" development on state and county highways, with lengths of 30.24 miles and 71.74 miles respectively, would lead to extravagantly excessive business land areas. In fact, if such a proposal indicated a 200 foot depth the land area would be in the order of 5,300 acres. Even modestly excessive "strip commercial" land areas would lead to two basic problems. One is the scattering of miscellaneous business up and down the highways with the consequent blighting of the remaining frontage as a result of speculation on eventual business use. The other is the diffusion of shopping interest, this weakening retail business activity generally. Today it is established that the strongest retail area is one that is centralized with ample parking and a combination of essential stores designed for one-stop shopping.

Highway Business

The Highway Business areas are designated for highway oriented business and services such as automobile services and sales, certain transient services, offices and wholesale facilities, but not retail shopping and personal service facilities generally found in Village and Shopping Center Business. These areas would also serve as locations for certain commercial recreation activity and entertainment establishments. However, transient and resort motels are prohibited since areas for these uses are specified separately. The Highway Business areas are to be built in accordance with considerable open space and

contemporary standards similar to those for a shopping center, including offstreet parking.

Every attempt should be made to have the highway business areas comply with a beautification and safety program. This should include the saving of good existing on-site trees and other natural features as well as buffer plantings separating such uses from adjacent residential areas. Frontages along the highway should be adequate to provide distinct curb cuts controlling traffic ingress and egress and to allow room for street tree plantings. Adjoining businesses should cooperate with one another in integrating their traffic circulation and parking plans. Signs should not be garish, oversized nor distracting to motorists. It is expected that site plan reviews by the Planning Board can go a long way in carrying out this type of program. It is advantageous for all businesses to comply because of the generally improved area appearance as contrasted with typical highway business strips elsewhere in Nassau and Suffolk Counties. Such a beautification and safety program can do much to enhance the resort aspects of the community.

Office Business

The office business use category has been proposed as a transitional area serving to enhance the entrances into the village business centers. They would differ from the highway business in that they would exclude automotive, wholesaling and other uses requiring a great percentage of land clearance. Retailing would also be excluded. Existing dwellings which now are found in such areas could be induced to remain, particularly if they have historic significance or architectural character. Their grassed and treed front yards would overcome the sterile look found in far too many approaches to business centers. Offstreet parking for the business area should, for the most part, be confined to side or rear yards. Sketch 3 shows how such areas might appear. The total land area shown is approximately 30 acres.

Resort and Waterfront Business

The resort and waterfront business areas are suggested in certain waterfront areas to serve the seasonal visitor and the marine interests of local residents. Motels, boatels, marinas and boat yards are typical uses. They are principally found where this general form of activity now exists; where it will not adversely influence the ecology of the marine environment; where it has relatively good road and boat channel access; where it will not substantially influence the character of adjacent residential uses.

If these areas are to induce resort activities, they must be attractive. Consequently, they should have sufficient site area to provide their own recreation facilities, and to prevent overcrowding of the site. The more open nature of this development may well encourage longer periods of occupancy in contrast to those at transient motels found further inland.

Motel Business

The motel business areas have been confined to certain highway locations to serve transients. These areas are centralized in themselves so as to take advantage of certain efficiencies. For one, if they are grouped together in given areas, they can take advantage of community water systems and sewerage disposal facilities at less cost than when they are decentralized.

Transient motels should not become a significant portion of the business community. To over-extend this type of use in the community will insure individual failures and induce their use by permanent tenants on a rental basis. The demand for rental housing should be met by more conventional housing forms than motels. If motels were to be permitted in other business areas in addition to the motel and resort waterfront business areas, they could substantially increase the population potential beyond the community's available water supply.

LIGHT INDUSTRIAL LAND USE

A large percentage of all the Light Industry proposed in the Southampton Community is shown in one location. It has an area of 6,600 acres, including the 2,490 acres former Suffolk County Air Force Base, which is now to be a county general aviation facility, its military housing development and a major portion of the former Bomarc Missile Base, which is also owned by the county for use as a police training center. This industrial area will augment the air facility by protecting its northern and western flanks from residential encroachment since residential uses will be prohibited from all industrial districts. In addition, the area will be considered the major industrial employment hub of the community and a valuable adjunct to the resort and agricultural economy. It is not expected that this area will develop rapidly in the near future with the possible exception of those portions adjacent to the airfield and also to the interchanges formed by the new highways contemplated by the state and county. These highways will provide direct access to the west and also to potential bridges which may, in time, span Long Island Sound to Connecticut.

The extensive acreage of this area makes it possible to consider the location of commercial recreational activities that require extensive site areas as well as the more conventional light industrial activities. For example, a large portion of the area could be devoted to facilities serving auto and horse racing. It could be the relocation site for the auto racing activities now taking place north of Bridgehampton which offer particular problems to the community in the form of traffic congestion and noise in an otherwise residential area.

A second location of about 700 acres is found at the far eastern end of the town and adjacent to the East Hampton Town airport. This industrial location acts as a protective buffer for an air facility and thereby protects future residents from the impact of the airport.

Other light industrial locations are far smaller and found predominantly along the Montauk Division of the Long Island Rail Road. For the most part, they constitute rail sidings serving the community's wholesale needs, agricultural produce exports and fertilizer imports. All of these areas were formerly established and settled by industrial uses. All have reasonably good road or rail access.

It is suggested that the light industrial areas be planned as low intensity, commercial-industrial parks. It is important that all uses potentially destructive of the environment and natural resources be excluded from the community. This is particularly true in terms of industrial waste disposal that might pollute the groundwater reservoir and of uses that have high water usage characteristics. All streams and drainage channels found in these areas should be kept intact and worked into the open space plan for the community.