Chapter VII: Transportation

The Vision for Transportation

To create more choices for residents in how they travel to and through Town, and to create a transportation system that works in tandem with land use to preserve a landscape of rural roads with distinct village and hamlet centers.

Vision Goals

1. Streets: Better management, classification and improvement of the existing infrastructure, rather than new highways and arterials.

2. Traffic calming: Acknowledge the joint use of streets by bicycles and pedestrians in addition to motor vehicles in all future street and traffic planning.

3. Bicycling and walking: Create a predictable, safe, and ubiquitous bicycling and walking network, initially targeted for recreational use but eventually accommodating utilitarian use as well.

4. Trains and Long-Distance Buses: Enhance services and amenities that increase ridership and rider satisfaction especially targeted to meeting peak summer demand.

5. Local Public Transport: In the short term, emphasize buses and hamlet/village center (or inter-hamlet/village center) access, and in the long term, build an infrastructure to increase year-round commuter and utilitarian use.

6. Intermodal: Make transfers between modes (bus/train, train/bicycle, car/train, etc.) seamless.

7. All modes: Safeguard and enhance vehicular, bicyclist/rollerblader and pedestrian safety.

8. Land Use: Strengthen shopping and other activities in village and hamlet centers, to reduce the need for automobile trips; assure that these centers are convenient to access; but within the centers, put the priority on pedestrians, not through-traffic.

9. Scenery: Improve how residents and visitors perceive the experience of traveling on Southampton's streets, by all forms of transportation.

10. Regional perspective: Seek inter-municipal, inter-governmental and public/private partnerships to promote alternatives to deal with what are in fact regional transportation issues.

1. STREETS AND HIGHWAYS

a. Existing Street Network and Traffic Conditions

Street networks are classified by purpose for many reasons that are related to federal funding, traffic engineering and planning concerns in what is termed a functional classification system.

The conventional classification system is based on a hierarchical street network, where streets form a dendritic network, essentially like the branches of a tree. The smallest streets, e.g. cul-de-sacs, are connected to the system at only one end. Small streets connect to medium streets; these in turn connect to large streets; and so on. Interconnections between small and large streets are discouraged. This dendritic network is evident in Southampton and presently codified by the New York State Department of Transportation (NYSDOT), as well as in the Town Code and 1970 Master Plan (refer to Table 11 below, and Maps 27W and 27E showing the 1990 Rural Road Function Classification and Maps 28W and 28E showing Street Layout).

TABLE 11: ROAD CLASSIFICATIONS

1990 Rural Functional Classification (NYS DOT)

Interstate
Principal Arterial
Minor Arterial
Major Collector
Minor Collector

1970 Master Plan Classifications

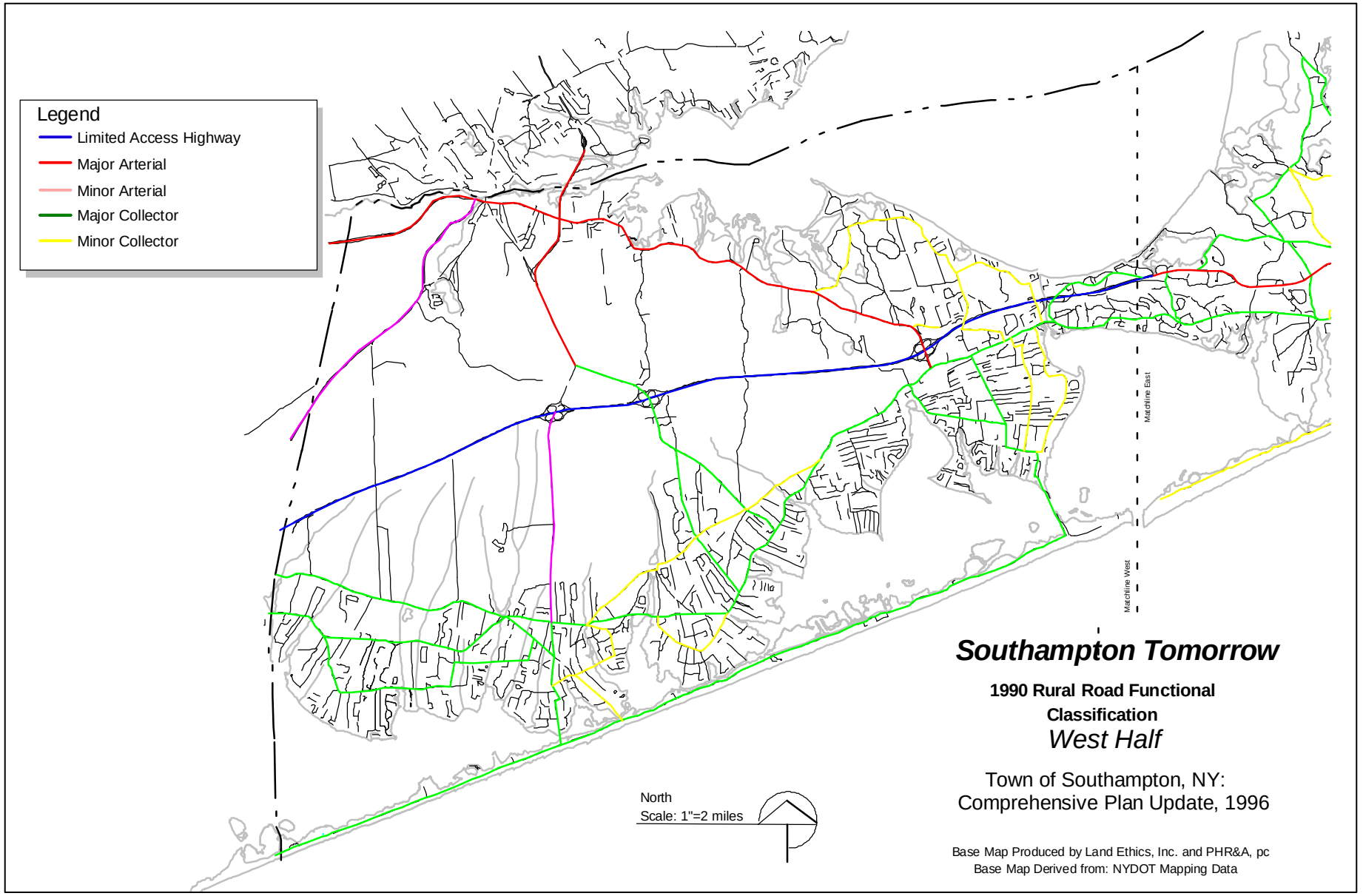
Limited Access Highway
Secondary Highway
Collector Street
Minor Street

Town Subdivision Street Classifications (*Chapter 292*)

Highway
Collector Street
Local Street A
Local Street B
Lane
Marginal Road

Beyond this broad characterization, Southampton's street pattern varies markedly, with a radial pattern in the west and a grid pattern in the east, with the Shinnecock Canal as a divider and choke point.

West of the Canal, the Sunrise Highway (Route 27) runs the length of the town, absorbing most of the through traffic going to and from the South Fork. North of the highway, the major roads converge at the Riverhead traffic circle, near the Riverhead downtown; much of this area is in the Central Pine Barrens or State and County parks and thus is sparsely settled, with clusters of streets where development has taken place. South of the Sunrise Highway, Montauk Highway (Route 27A) bends in a gentle arc, proximate to the highway at the far east and west, and proximate to Shinnecock Bay in the middle;


Legend
Limited Access Highway
Major Arterial
Minor Arterial
Major Collector
Minor Collector
Matchine East
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North
Scale: 1"=2 miles
Southampton Tomorrow
1990 Rural Road Functional Classification
West Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
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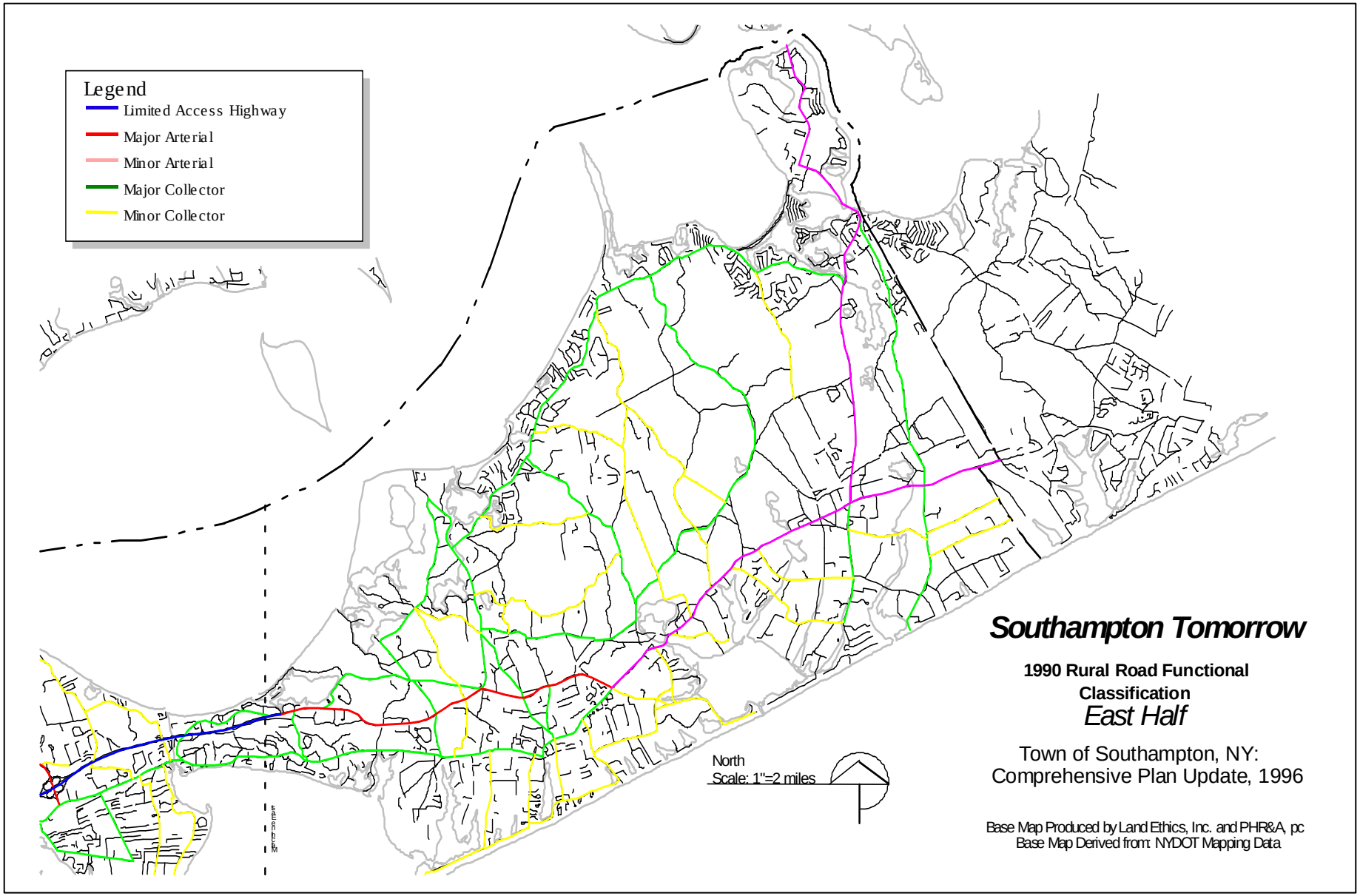
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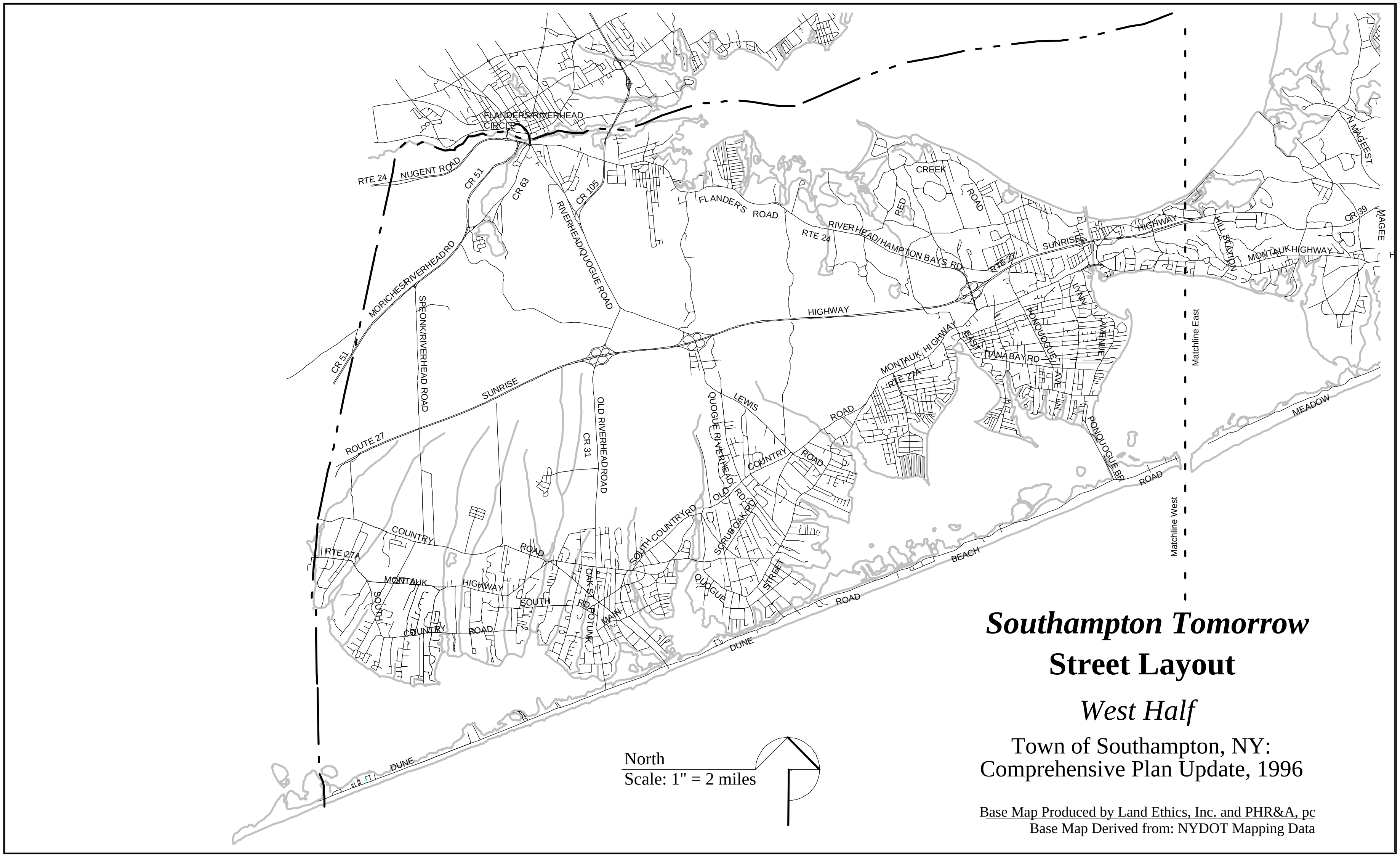

Southampton Tomorrow
Street Layout
West Half

Town of Southampton, NY:
Comprehensive Plan Update, 1996

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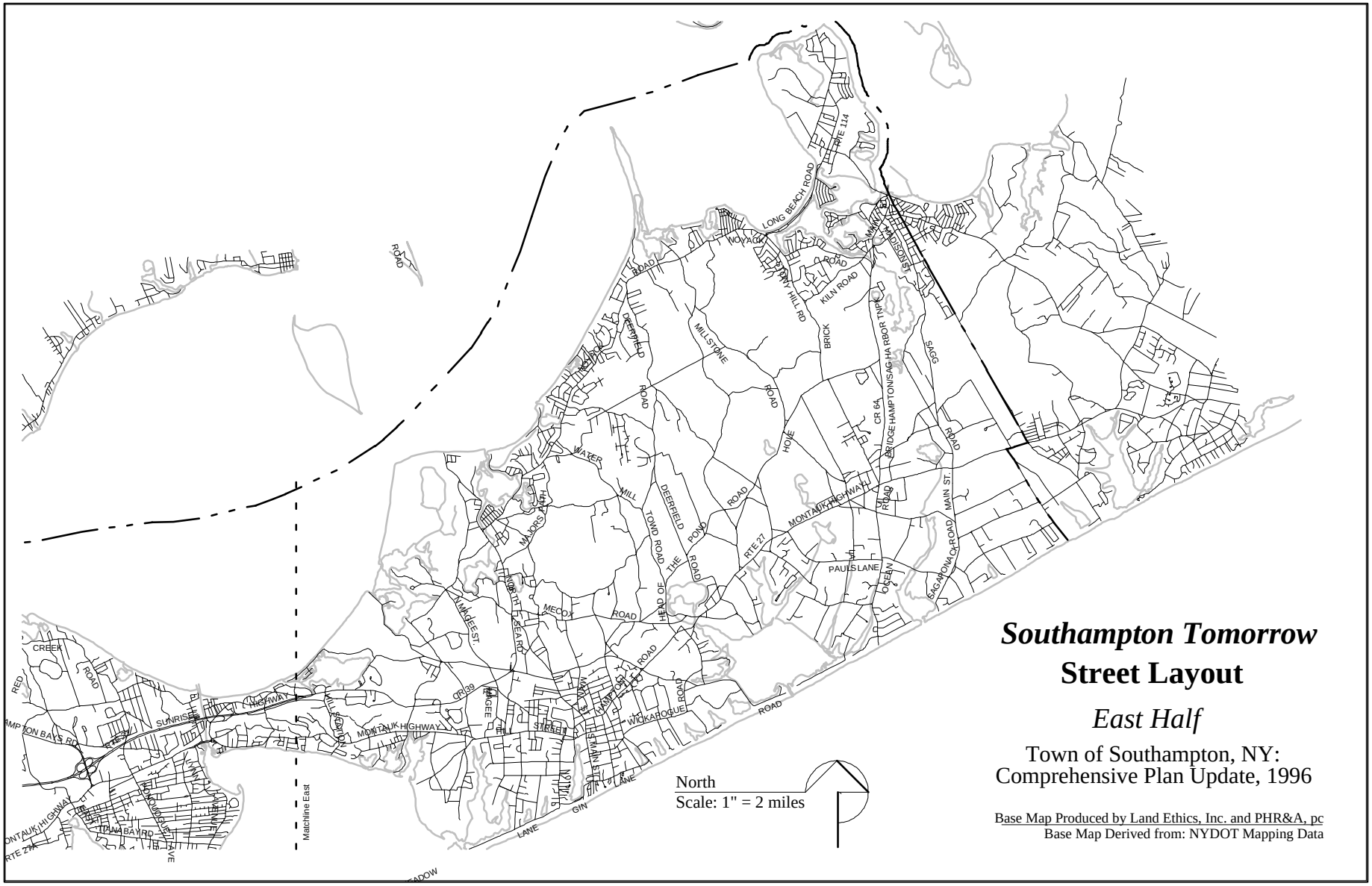


Southampton Tomorrow
Street Layout
East Half

Town of Southampton, NY:
Comprehensive Plan Update, 1996

Base Map Produced by Land Ethics, Inc. and PHR&A, pc
Base Map Derived from: NYDOT Mapping Data

population and development is concentrated along and south of this corridor.

East of the Canal, the Sunrise Highway (Route 27) ends and merges into County Road 39, which then merges with Route 27A/ Montauk Highway, to once again become Route 27. Significant congestion often occurs along County Road 39, with left-turns posing a particular safety problem. Severe congestion often occurs along this length of Montauk Highway, especially at the hamlet centers, which are traffic "choke points". Use of County Road 39 and Montauk Highway for shopping, through-traffic and local traffic creates a compounded traffic problem. Many automobile drivers look for alternative routes, particularly North Sea/Noyack Roads, Mecox/Scuttle Hole Roads and a variety of other streets north and south of Montauk Highway. Residents, second-home owners, and businesses who have been impacted by traffic along Montauk Highway and County Road 39, are chagrined to see their quietude further disrupted by the volumes of cars that often speed along these rural streets.

Official traffic counts reveal, but do not do full justice to, this pattern. These traffic counts indicate the dimension of the problem in the eastern half of the town, where the two-lane Montauk Highway absorbs the same traffic levels as Sunrise Highway (see Maps 29W and 29E Average Daily Traffic Volumes).[1] They also demonstrate the marked seasonality of Southampton's traffic problems, with, for instance along County Road 39, low counts of 15,000 vehicles in February, doubling to over 30,000 vehicles in August. According to LIPA, Southampton has a year-round population of 46,000, which swells (threefold) to 130,000 during the summer season.

But the traffic counts only hint at what most residents and local professionals observe. A "high season" once comprised of July and August now extends six months from May through October, and many weekends during the rest of the year as well. Congestion extends to more times and days of the week, as drivers, to avoid the worst traffic, return an hour or even a day sooner or later to New York City, for instance. And congestion problems once confined to the arterials have shifted to parallel side streets. The impact of growing congestion on Southampton's rural street network is evident in the observations of Town officials and residents (see Maps 30W and 30E Traffic and Circulation Issues). In short, traffic problems once confined to particular streets and set hours of summer weekends have now vastly extended their temporal and geographic range.

Nor will planned highway and street improvements radically improve these traffic patterns and problems. Jurisdiction and maintenance responsibility for the Town's streets varies, in large measure in accordance with the type of road, with limited access highways and arterials under the jurisdiction of the County and State; and all other streets under the jurisdiction of the Town or the incorporated village in which they lie, though the Town and Villages have the maintenance and capital improvements responsibility for large stretches of County-designated streets. Maps 31W and 31E (Roadway Maintenance Responsibilities) show the allocation of street maintenance responsibilities (as distinct from jurisdiction).

[1] Existing traffic volumes are gathered on Long Island by the County as well as the State. Most of the available data is reported as AADT (average annual daily traffic), a value commonly used for forecasting and planning transportation facilities. Since the seasonal variations in traffic volumes on Long Island are extreme, the AADT data is then "adjusted" with factors to provide month-to-month comparisons and estimates of monthly conditions.

With few exceptions, there are only maintenance level and safety-related improvements planned for the Town's streets. Those exceptions are:

- NYSDOT is planning to repave and upgrade 5.2 miles of Route 24 between the Riverhead Circle and Red Creek Road in Hampton Bays.
- NYSDOT and Suffolk County are considering a diversion of LIE/North Fork summer traffic from Route 58 (in Riverhead) to Route 24 (through the Riverhead Circle) and County Road 105.
- Suffolk County has considered the replacement of Riverhead Circle with a conventional intersection. (The Town has registered its opposition to this proposal, however)
- Suffolk County is exploring the reconstruction of County Road 39, perhaps within a wider right-of-way, to be implemented by NYSDOT. (There is no known timetable for this reconstruction, nor has the Town given its support as yet.)
- Suffolk County is installing a traffic light and will carry out an intersection redesign at the intersection of County Road 39, Sebonic Road and Sandy Hollow Road.
- Suffolk County is exploring a traffic light at the intersection of Little Neck Road and Montauk Highway.

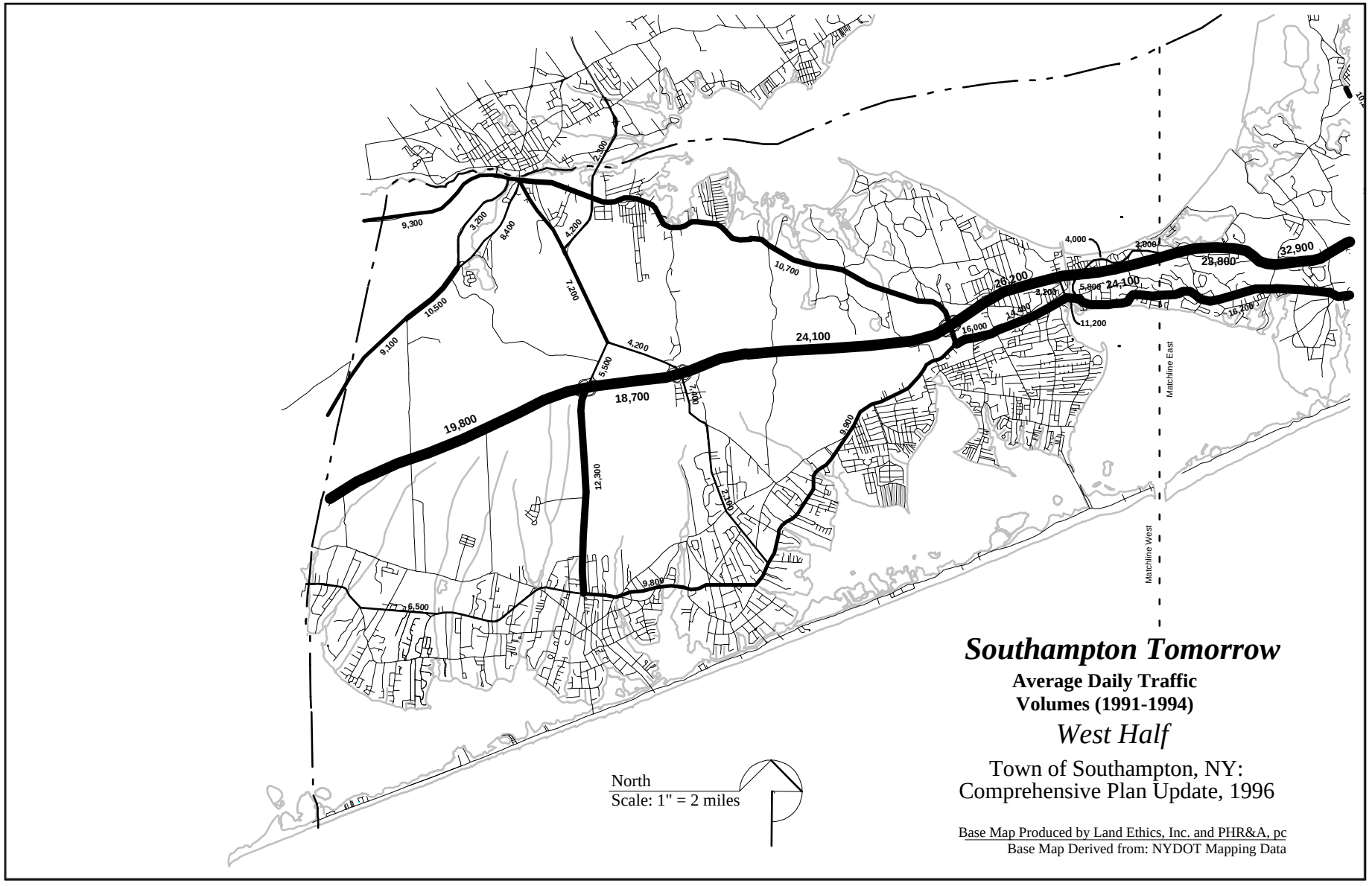
These improvements coalesce around two areas. The first, in the western half of town, has to do with traffic in the Riverhead vicinity, mindful of the growing popularity of the North Fork as a resort area, as well as traffic related to the ferries to Connecticut. The second, in the eastern half of town, has to do with congestion along County Road 39 and Route 27 because the eastward extension of Sunrise Highway is neither feasible nor desirable, and a annual growth rate of 3% in traffic on County Road 39.[2]

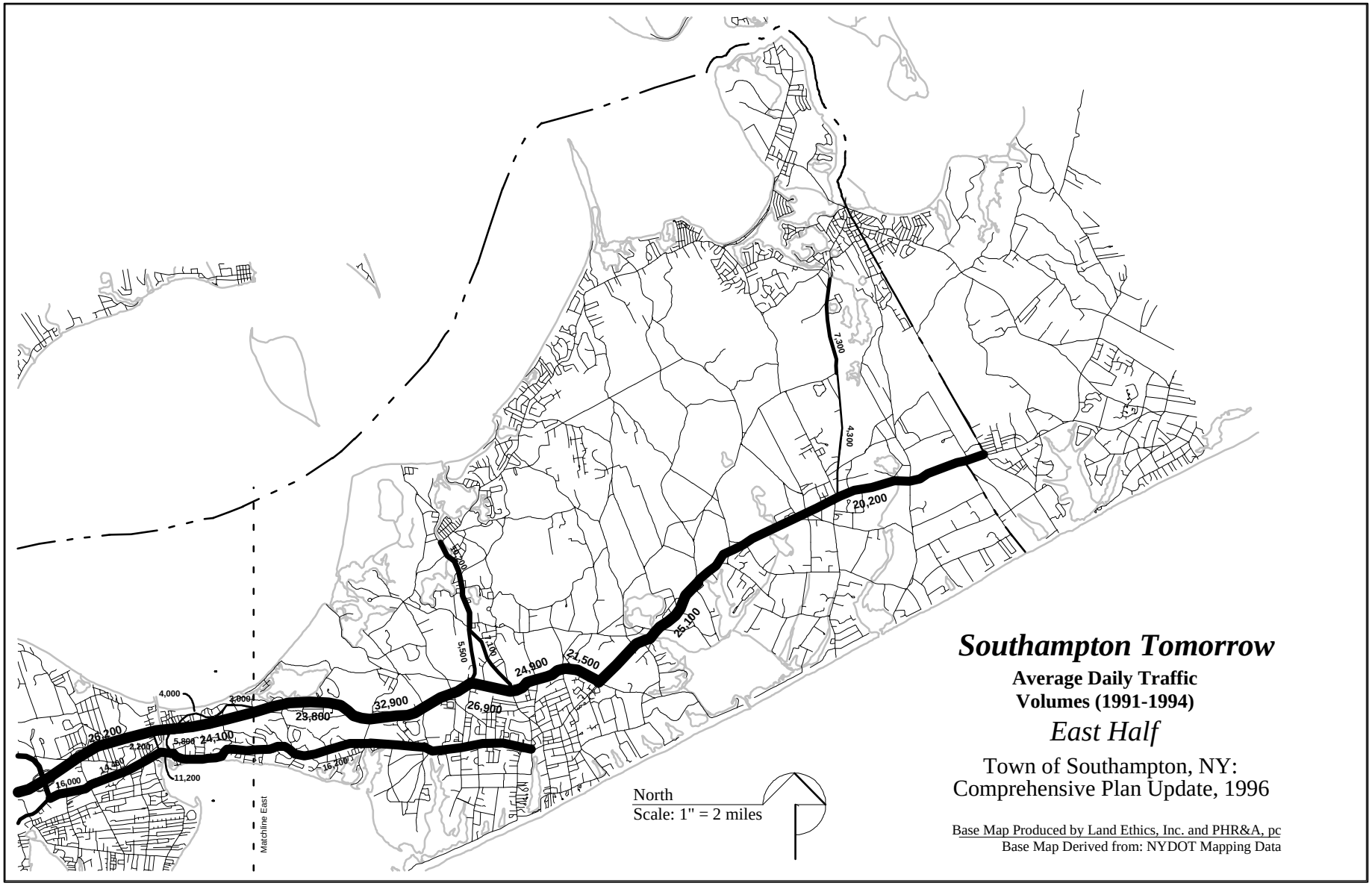
b. Trends

These improvements cannot keep pace with growing demand, and therefore traffic conditions are likely to get worse. The New York State Department of Transportation (NYSDOT) in their 1995 document "New Directions" notes that, on a statewide level, vehicular travel more than doubled in the last 30 years, and predicts that it will again double in the next 30 years. Vehicular travel has grown at a faster rate than population. Three factors are at play: (1) suburban office centers and malls have made public transportation less practical; (2) the number of cars per household has grown, as both parents have entered the work force; (3) two working parents are more likely to make multiple stops on their way to and from work, rather than to do all of their shopping in downtown.[3]

These trends have clearly been registered in Southampton. Vollmer Associates in 1986 analyzed existing transportation facilities and traffic conditions for the South Fork, and predicted that traffic volumes on County Route 39 would approximately double from 1982 to 2005. Unfortunately, the forecasted 2005 volumes for County Road 39 were reached much earlier in time, in some cases as quickly as 1989.

[2] Source: Dunn Engineering Associates, *Traffic Improvement Plan: North Highway Corridor* (County Road 39), prepared for the Town of Southampton, May 1994.
[3] New York State Department of Transportation (NYSDOT), *New Directions*, Draft, July 1995.


9,300
3,200
8,400
2,300
4,200
7,200
10,500
9,100
10,700
4,200
5,500
24,100
18,700
19,800
7,400
12,300
9,800
6,500
4,000
2,000
25,800
32,900
26,200
2,200
5,800
24,100
19,500
16,000
11,200
16,100
Matchline East
Matchline West
Southampton Tomorrow
Average Daily Traffic
Volumes (1991-1994)
West Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
North
Scale: 1" = 2 miles
Base Map Produced by Land Ethics, Inc. and PHR&A, pc
Base Map Derived from: NYDOT Mapping Data


Southampton Tomorrow
Average Daily Traffic
Volumes (1991-1994)
East Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
Base Map Produced by Land Ethics, Inc. and PHR&A, pc
Base Map Derived from: NYDOT Mapping Data
North
Scale: 1" = 2 miles
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3,000
29,800
32,900
26,900
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5,800
24,100
14,300
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11,200
16,200
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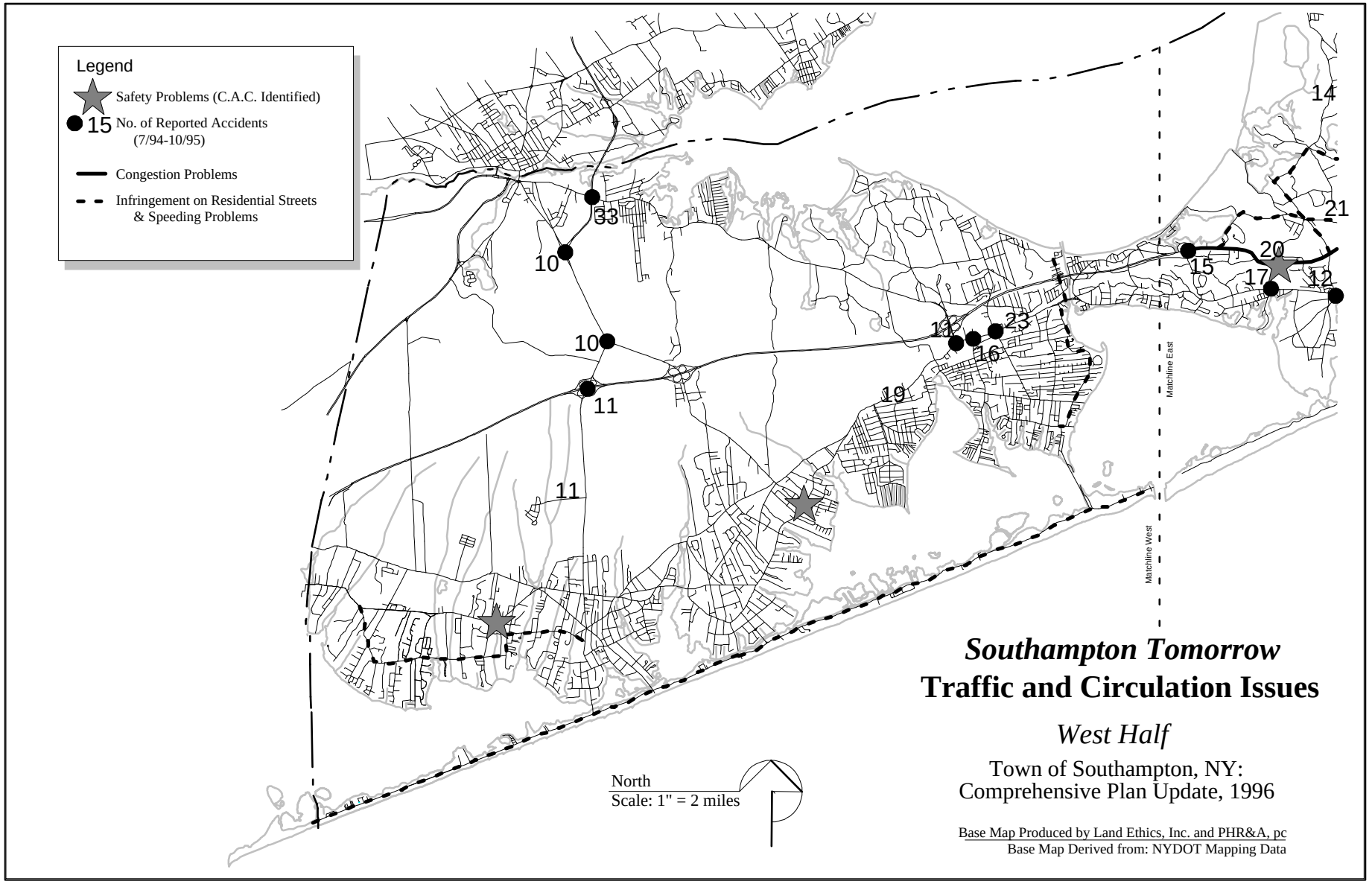
21,500
25,100
20,200
7,300
4,300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Safety Problems (C.A.C. Identified)
15 No. of Reported Accidents (7/94-10/95)
Congestion Problems
Infringement on Residential Streets & Speeding Problems
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Matchline East
Matchline West
North
Scale: 1" = 2 miles
Southampton Tomorrow
Traffic and Circulation Issues
West Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
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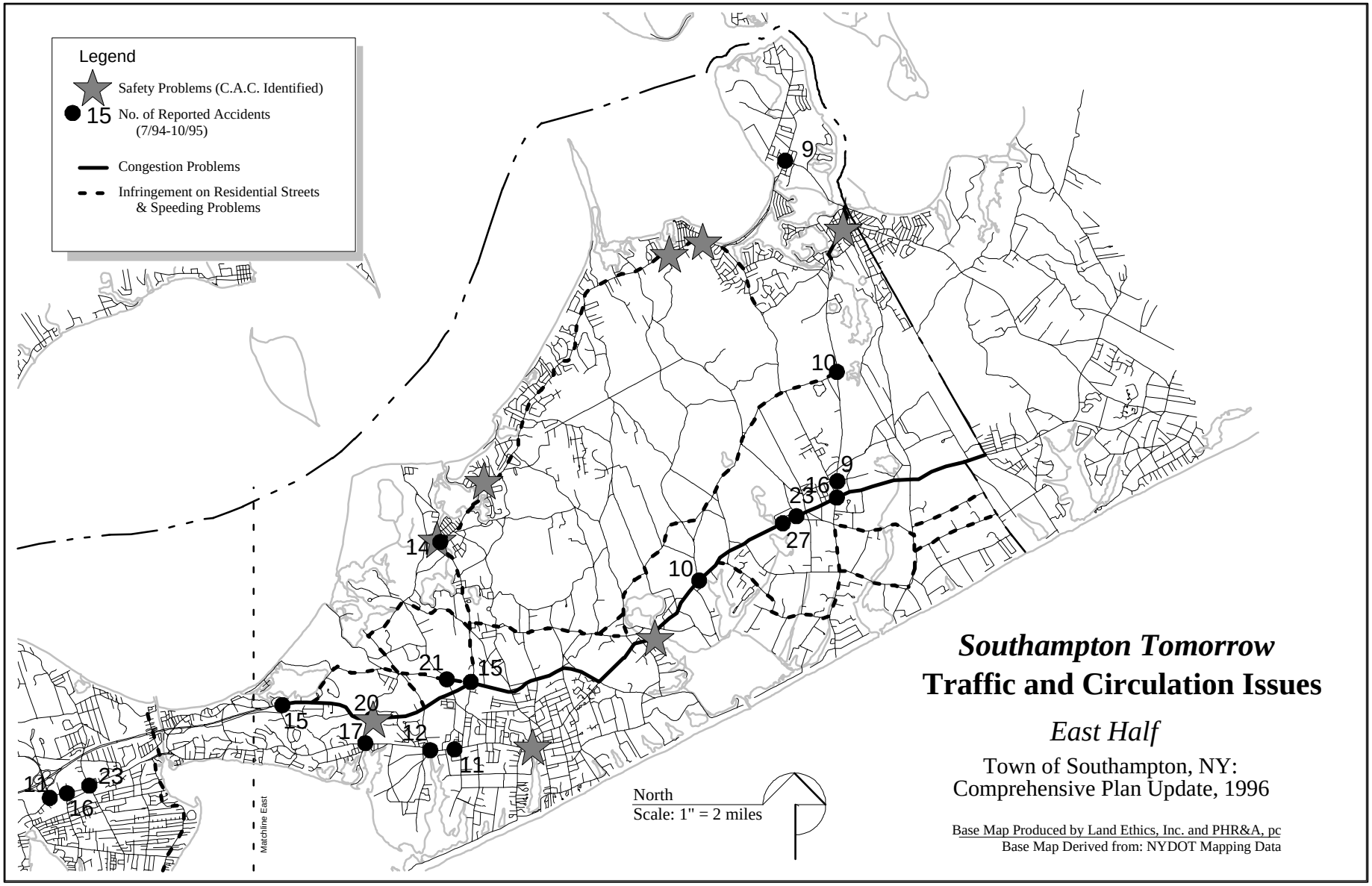
Legend
Safety Problems (C.A.C. Identified)
15 No. of Reported Accidents (7/94-10/95)
Congestion Problems
Infringement on Residential Streets & Speeding Problems
9
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Matchline East
North
Scale: 1" = 2 miles
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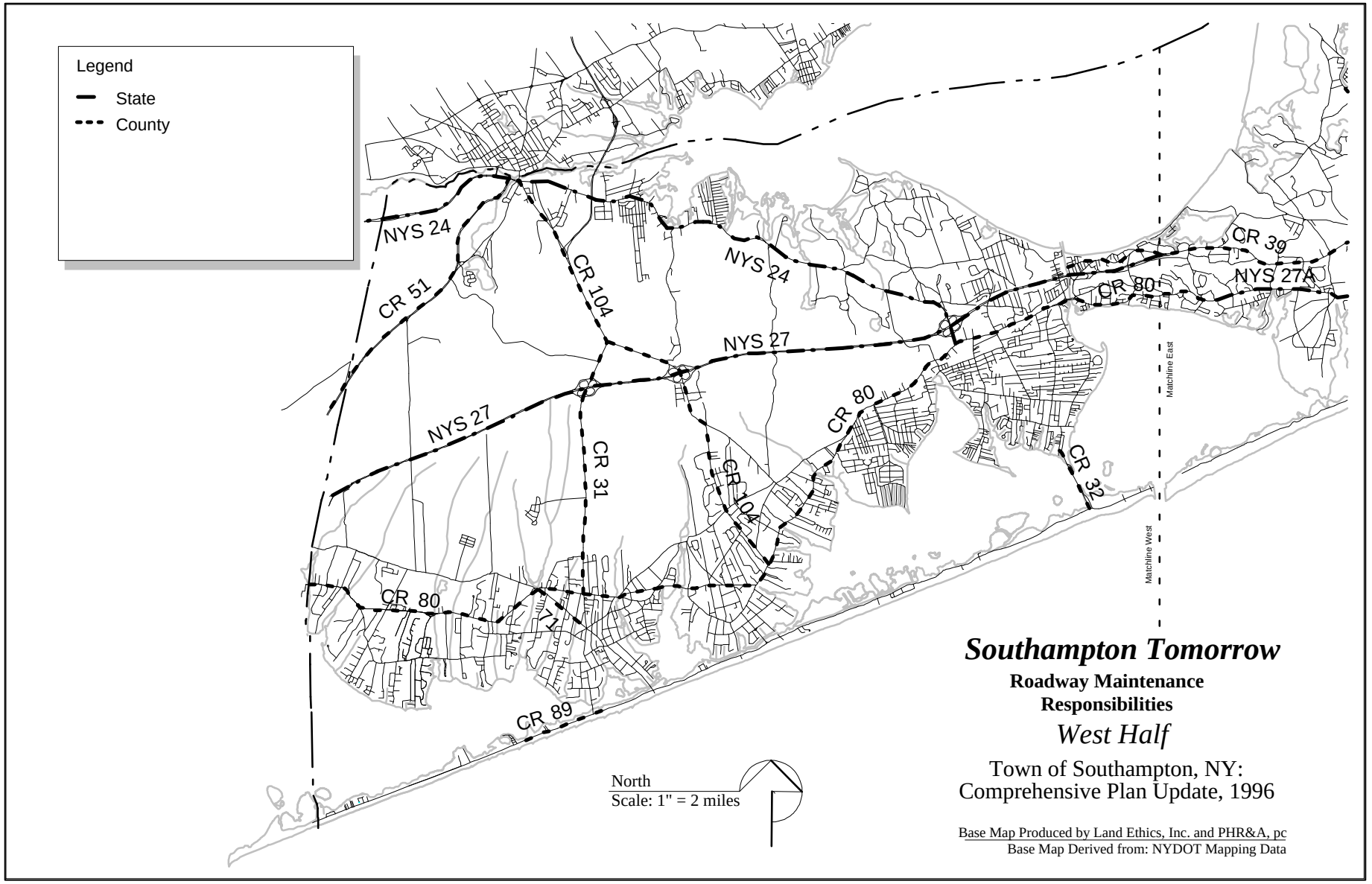
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State
County
NYS 24
CR 51
CR 104
NYS 24
CR 39
NYS 27A
CR 80
NYS 27
Matchline East
NYS 27
CR 80
CR 31
CR 104
CR 32
Matchline West
CR 80
CR 89
North
Scale: 1" = 2 miles
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Roadway Maintenance Responsibilities
West Half
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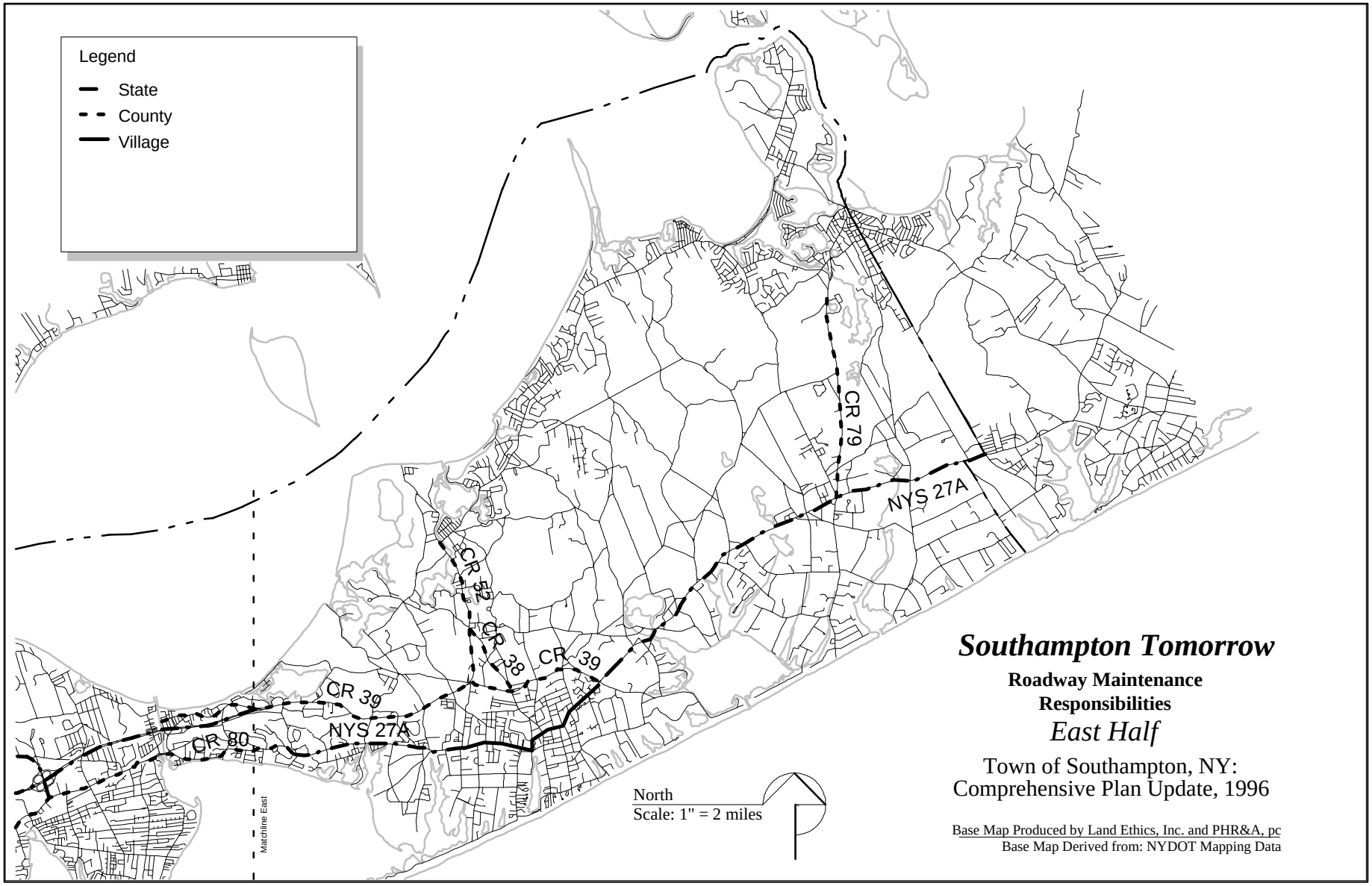
Legend
State
County
Village
CR 79
NYS 27A
CR 52
CR 38
CR 39
CR 39
NYS 27A
CR 80
Matchline East
North
Scale: 1" = 2 miles
Southampton Tomorrow
Roadway Maintenance Responsibilities
East Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
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Base Map Derived from: NYDOT Mapping Data

The challenge posed by the inherent limited capacity of Southampton's street system versus the growing demands placed upon it is the most pressing transportation issue of the upcoming decade not just for the town, but for the entire East End of Long Island.

2. Bicycling And Walking

a. Existing Usage

Bicycle and pedestrian circulation within and through Southampton is presently limited by the lack of continuous, safe, convenient and attractive routes. Thus, to date, bicycling and walking have not really been considered viable alternatives to the automobile.[4]

Nonetheless, bicycling and walking provide opportunities for recreation, and a sense that there is a choice other than to endure vehicular traffic. They can also reduce at least some of the localized high season peak auto travel; reduce the need for parking at beaches and other public places; and contribute to the image of Southampton as a resort.

Walking trips are perhaps the most convenient form of travel for most people, though most people will not walk more than 5 minutes (approximately ¼ mile) other than for recreation. Bicycling is probably the most energy-efficient form of travel, and the range of potential destinations is greatly extended over walking possibilities.

Existing bicycling and walking usage figures specific to the Southampton area are not known to exist. As background information only, some national data has been reviewed.

- A 1991 Harris poll found that 46% of all adult Americans over age 17 had bicycled within the prior year, and that 73% of American adults had also walked for the purpose of exercise 10 or more times during the last mild weather month and 17% of adults had done so 30 or more times.[5]
- Bicycle technology has recently advanced with a return to wider tires with gearing systems similar to "10-speed" road bikes, comfortable on streets and trails. Bicycle sales have been steady or increasing for some time, and in 1993 experienced the highest level of sales in the prior decade.[6]
- Based on a nationwide survey in 1990, the average person makes 20 trips per week and 8% of those trips, or 1.6 trips, are made by walking or bicycling.[7]
- The majority of all bicyclists are adults.[8]
- Harris poll surveys and other studies typically find that recreation is the motivating purpose for 70% to 90% of bicyclists; "utilitarian bicycling probably will have to be perceived as a form of recreation before it achieves widespread popularity."[9]

[4] Rollerblading is encompassed in bicycling for the purposes of this report, mindful that while many rollerbladers share sidewalks with pedestrians, they generally prefer streets, and therefore can reasonably be expected to share bicycle routes and paths.

[5] Harris Polls, *Pathways for People*, 1992.
[6] Bicycle Federation of America, *Facts About Bicycling*, April 1994.
[7] US Dept. of Transportation, *National Bicycling and Walking Study, Case Study No. 1, 'Reasons Why Bicycling and Walking Are Not Being Used More Extensively as Travel Modes*,' 1993, pg. 17.
[8] Bicycle Institute of America, 1992 as reported by The Bicycle Federation of America, April 1994; see also *The National Bicycling and Walking Study*, Final Report, pg,. 10, US Dept. of Transportation, Federal Highway Administration, Publication #FHWA-PD-94-023.
[9] *National Bicycling and Walking Study*, *Case Study No. 1*, Ibid, pg. 18.

b. Potential Usage

Since the peak periods of travel in Southampton coincide with the warm weather months, the possibilities for recreational bicycling and walking seem worthy of enhancement.

In the short term, the objective should be to promote recreational bicycling and walking especially as a frequent way to get to and from the beach, and an occasional way to get to schools, train stations and village and hamlet centers. Since many summer resident and tourist trips are in Southampton for either "recreation" or "sightseeing," summer inhabitants of the town should be the first to utilize alternative modes of travel. In a Southampton College poll of town residents, bicycle paths were rated a #1 recreational priority for Town action above all other park and sports amenities.[10]

Although it will be a challenge, in the long term, the objective should be to promote frequent utilitarian bicycling and walking to stores, centers, and places of local employment. Residents polled by Southampton College consistently rated improved bicycle paths as being more effective than improved or new roads as a means to solving Southampton's traffic problems. And, the Comprehensive Greenways System chapter of the Comprehensive Plan Update notes that "29% of respondents to the Visual Preference Survey indicated that they would be willing to take a bike path to the village, train station or beach as an alternative to the car, and 58% either strongly agreed or agreed that sidewalks and bike lanes are an important part of our transportation system and should be provided even if it takes taxpayer dollars to do so."

[10] Southampton College Institute for Regional Research, op.cit. Source: Southampton College Institute for Regional Research, *Attitudes of the Southampton Town Population Toward Various Subjects Addressed by the Master Plan*, 1995.

3. Trains

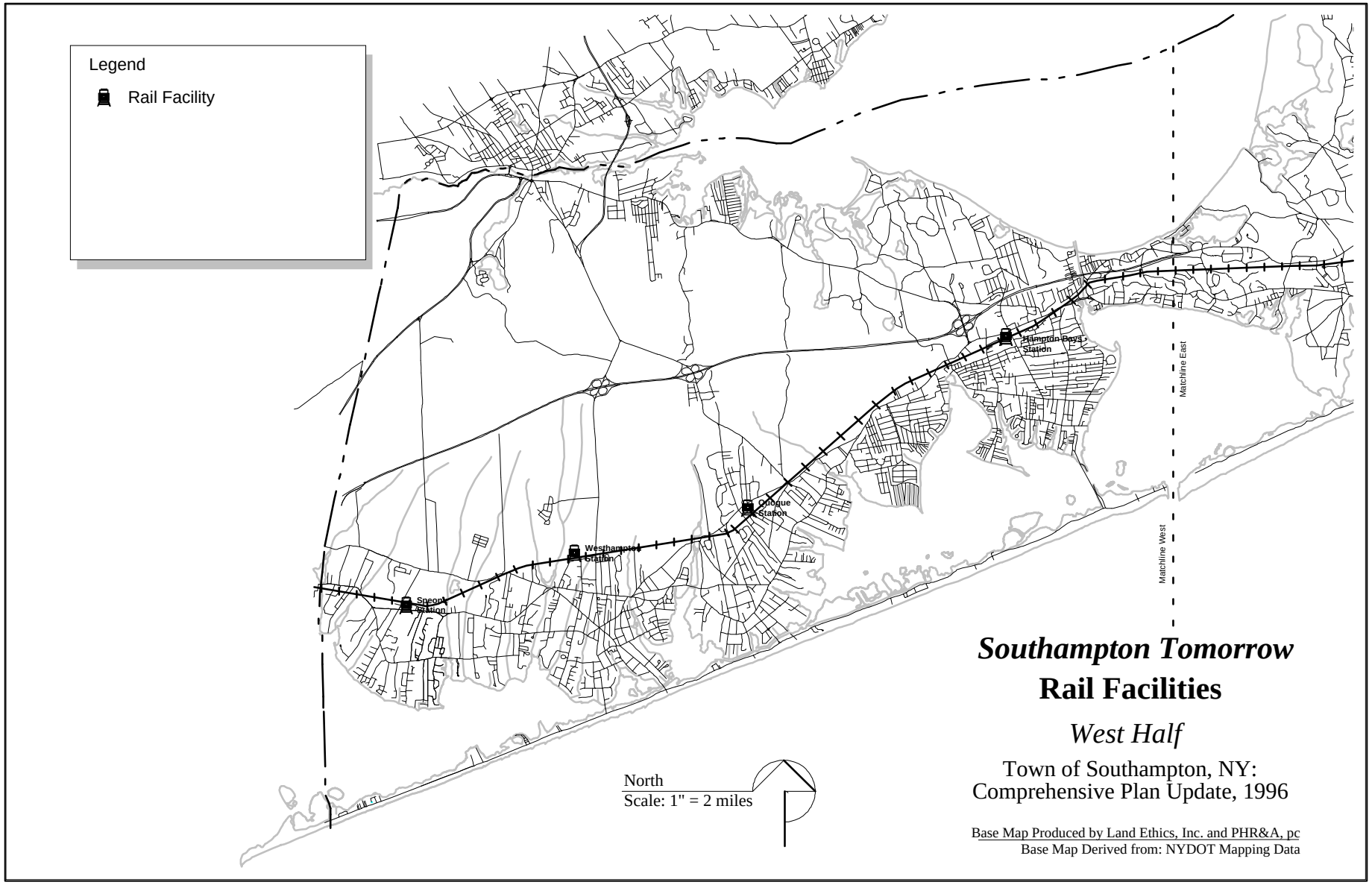
a. Existing Service

Southampton is fortunate to have both an active existing passenger rail service, and a provider of this service that is presently proposing some improvements and considering others.

The Long Island Railroad (LIRR), a subsidiary of the Metropolitan Transportation Authority (MTA), provides rail service to five stations in the Town of Southampton specifically, Speonk, Westhampton, Hampton Bays, Southampton Village, and the Bridgehampton stations (see Maps 32W and 32E - Rail Facilities).

The "high season" for this service is considered to be from May through August. The number of trains fluctuates greatly by season, day of the week and station, with generally 4 to 6 trains in each direction daily, increasing to 7 to 10 trains on Thursdays through Sundays during the high season. Speonk is one exception, however, with 8 to 13 trains daily (Speonk is the end of the commuter line to the South Shore). During the week, service to stations such as Hampton Bays is less frequent. The average ride from Penn Station to Southampton is a little over two hours.

The LIRR believes that there is growth potential in rail service, notwithstanding (1) the single track of the South Fork line, which limits the ability to increase the number of trains traveling in both directions, and (2) union labor contracts, which lock the LIRR into certain operating costs regardless of the nature of rail service provided. The current LIRR priority is on upgrading equipment, providing uninterrupted service to New York City, and upgrading train stations.


Legend
Rail Facility
Hampton Bays Station
Quogue Station
Westhampton Station
Speonk Station
Matchline East
Matchline West
North
Scale: 1" = 2 miles
Southampton Tomorrow
Rail Facilities
West Half
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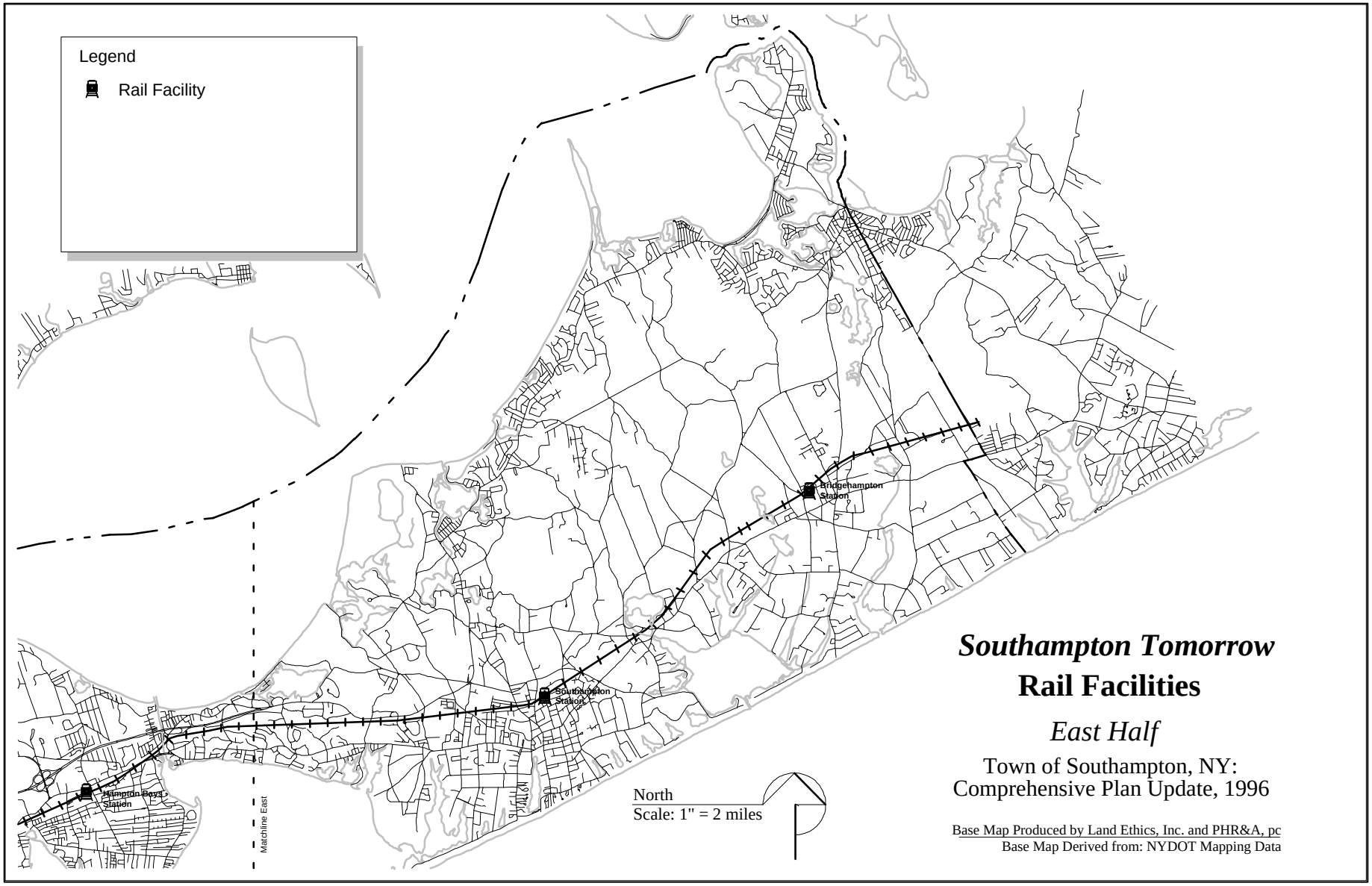


Southampton Tomorrow

Rail Facilities

East Half

Town of Southampton, NY:
Comprehensive Plan Update, 1996

Base Map Produced by Land Ethics, Inc. and PHR&A, pc
Base Map Derived from: NYDOT Mapping Data

The LIRR is now purchasing new bi-level coaches designed to be more spacious, as well as handicapped-accessible. The LIRR is purchasing new dual mode engines, so as to increase the opportunity for "one-seat rides" to Manhattan. (Presently, all riders must transfer at the Jamaica or Babylon because the rail service in the East End is diesel but rail service into Manhattan is electric.) The LIRR hopes that this upgrade in equipment will enhance the comfort of service, hence increase ridership.

Because of the ADA accessibility changes to the cars, the LIRR is upgrading all of the stations within Southampton with raised platforms (to conform to ADA standards), new railings, and new signage. The LIRR has also closed two stations at Southampton College and Quogue rather than go through the expense of upgrading these relatively infrequently used stations. Finally, as a cost saving device, the LIRR has replaced ticket agents with automated vending machines at 32 stations, including those in Southampton. One implication is that any recommendations regarding train station redesign or improvement must be in place as soon as possible, if the LIRR is to seriously consider them. The Town has previously opposing station closings, as well as the replacement of personnel with machines. The Town has also been awarded ISTEA funds to further upgrade the five remaining stations.

b. Target Populations

Southampton residents believe that improved rail service to New York City offers the best prospect of reducing Southampton's traffic problems.[11] This outlook is in contrast to earlier observations in the 1986 Vollmer report that the South Fork has insufficient population density to support "mass transit." Striking the right balance between optimism and skepticism requires closer consideration of who the riders are now and yet may be.

While most rail systems rely on long-distance commuters as their primary market population. The Vollmer study found that on the South Fork 96% of all train rides were to and from out-of-town destinations, but that only 8% were traditional commuting trips, while 54% were recreational (in this case relating to weekends and vacations). Only 12% were permanent South Fork residents, while 58% were New York City residents. It would seem that the primary market for rail service has been summer vacationers and weekenders; certainly, this is reflected in the varying train schedules for high- and off-seasons described.

This emphasis is unlikely to change in the foreseeable future. The LIRR has noted that "commuting to Long Island workplaces on the LIRR is difficult, unless the workplace happens to be immediately adjacent to an LIRR station," and that non-City-bound travel markets are "inherently difficult to serve because of the dispersed nature of the trip origins and destinations."[12] Indeed, 92% of Southampton's year-round residents in the work force are employed in Suffolk County, and 58% in Southampton:[13] this population is unlikely to use rail (though they may use bus as shall be discussed later).

In the future, Southampton is expected to have a greater proportion of self-employed and telecommuters working out of their homes, with business clients and colleagues likely concentrated in New York City. The number of long-distance commuters whose families reside in Southampton but with

[11] Southampton College, op.cit.

[12] *Long Island Rail Road Network Strategy Study Final Report Executive Summary*, Ibid, pg. 10.

[13] Abeles Phillips Preiss & Shapiro, *Southampton Tomorrow: Demographic Characteristics*, Draft, January 1995.

second residences in New York City is also likely to increase.[14] Weekday rail use will therefore grow, albeit modestly.

Also in the future, Southampton's main east-west corridors are likely to be characterized by even greater levels of congestion, especially County Road 39 and Route 27 east of the canal. This traffic is generated by summer tourists and second-home owners, many of whom already use the train to get to and from Southampton. These users may be receptive to using rail for intra-town ("local") trips, though again in modest numbers.

In short, the market emphasis for rail service should logically continue to be placed on increasing the use of trains by the town's second home owners and visitors. While over half (59%) of Southampton's full-time residents said rail held the best prospect of improving transportation problems, a far greater percentage (78%) of Southampton's part-time residents agreed. All the same, the groundwork should be laid for the rail system to better accommodate year-round weekday use and even local trips.

4. Buses And Jitneys

a. Existing Services

Southampton has, despite its scenic rural character, fairly extensive public and private bus and jitney services, providing (1) long-distance service to New York City and eastern Long Island, and (2) local service within Southampton or to adjacent towns. Based on information provided Suffolk County Transit (SCT), the following bus routes are available for use by Southampton residents and visitors. (Refer to Maps 33W and 33E - Existing Bus Routes).

***Long-Distance*:**

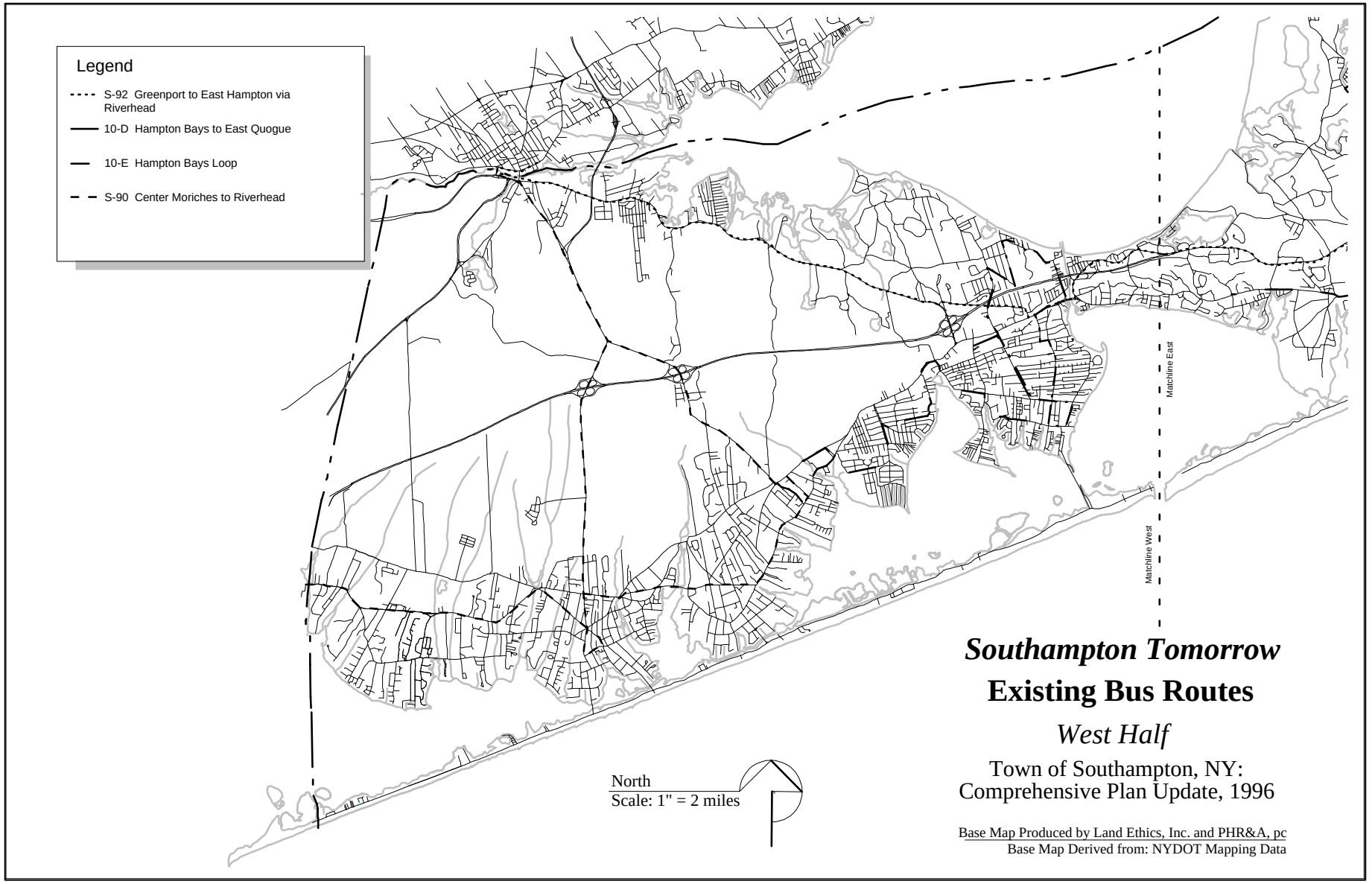
- The Hampton Jitney Transportation Company provides a daily coach service between metro New York and eastern Long Island. This company equates themselves with an "airline on wheels," providing newspapers and snacks during the ride. Reportedly, in 1995 they carried well over 100,000 passengers in their fleet of nine coaches.
- The "Hampton Express" and "Hamptons on My Mind" also provide service between Southampton and Manhattan, as well as between Southampton and LaGuardia and JFK Airports.

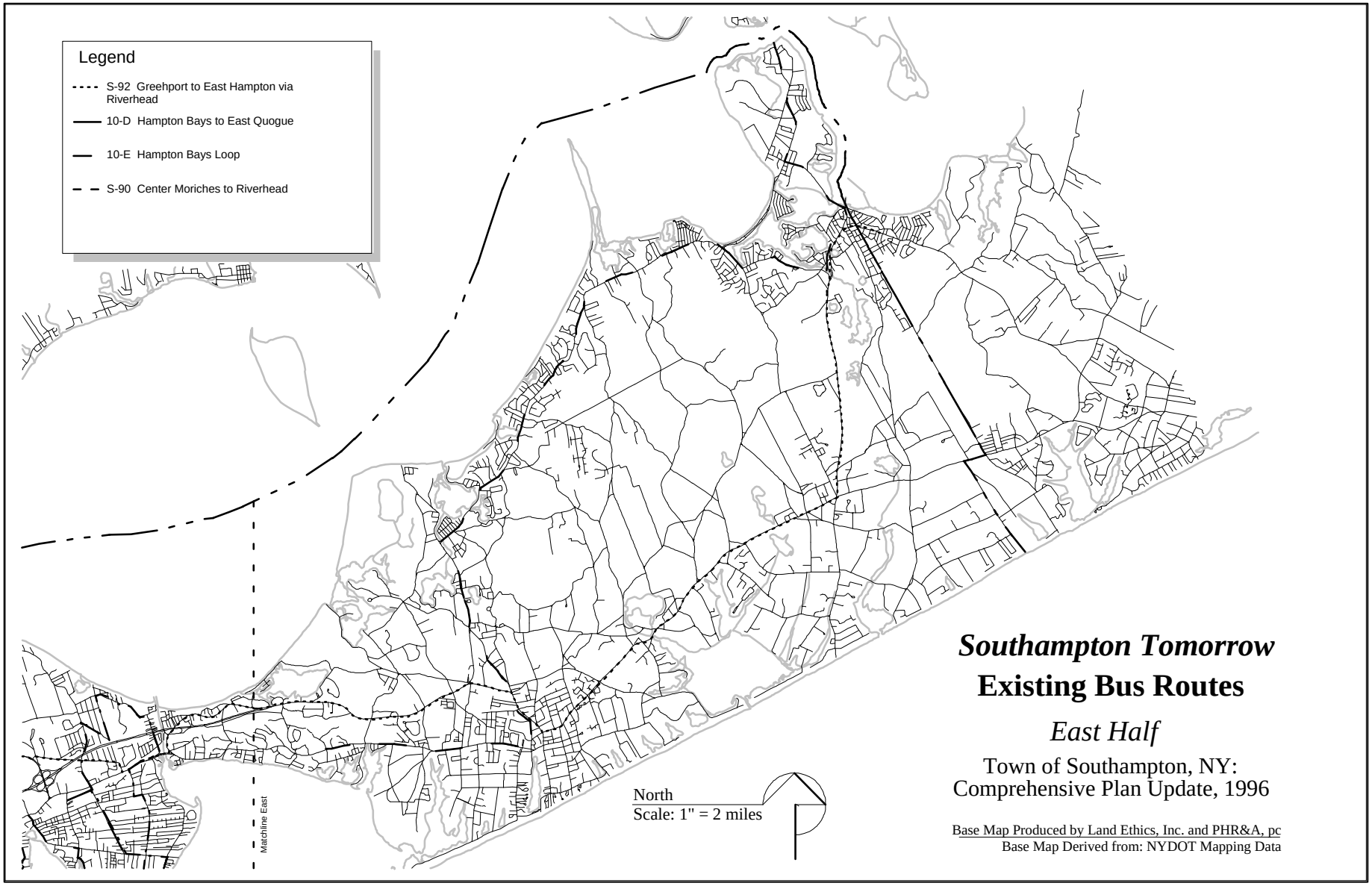
Local:

- The S-92 between East Hampton and Orient Point, via Riverhead and Southampton Village.
- The S-94 via Montauk Highway, through Water Mill and Bridgehampton (summer only).
- The 10A connecting Southampton College and Sag Harbor, via Southampton Village, North Sea and Noyack
- The 10D connecting East Quogue and Hampton Bays.
- The 8A servicing the Riverhead area.
- The 10E servicing Hampton Bays.

The 10A, 10B and 10C are operated by Hampton Jitney; the S-92, S-94, 8A, 10D and 10E are operated by Sunrise Coach; all of the buses are operated under contract to Suffolk County Transit (SCT).

[14] The author for this section is Clarion Associates.


Legend
S-92 Greenport to East Hampton via Riverhead
10-D Hampton Bays to East Quogue
10-E Hampton Bays Loop
S-90 Center Moriches to Riverhead
Matchline East
Matchline West
North
Scale: 1" = 2 miles
Southampton Tomorrow
Existing Bus Routes
West Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
Base Map Produced by Land Ethics, Inc. and PHR&A, pc
Base Map Derived from: NYDOT Mapping Data


Legend
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In addition to these existing services, the Town of Southampton, Southampton Hospital, and Hampton Jitney have considered bus service accommodating Town and Hospital workers.

b. Target Populations

For long-distance travel, private bus and LIRR competition benefits Southampton residents, as each company tries to outdo the others in the quality and convenience of their service.

For local bus travel, multiple populations can be targeted. These particularly include:

- **Commuters** mindful that the majority of year-round residents work in the town or nearby, including moderate income seasonal workers. Tellingly, in the Southampton College poll alluded to earlier, full-time residents were sanguine on improved bus service to job centers and within town.
- **Beachgoers** due to the limited amount of parking available at beach access points, and the even more limited availability of parking for non-residents and others without beach parking passes.
- **Seniors and teenagers** the traditional users of public transportation in rural and suburban areas. Note that Southampton's percentage of elderly is nearly twice that of Suffolk County in total, and that the "echo baby boom" is causing an increase in youngsters who will essentially "age in place" into teenagers.

This variety of target populations is already evident. Ridership surveys conducted in connection with the Vollmer study revealed that 66% of bus riders were permanent South Fork residents (compared to 12% of train users), and that 22% of the trips were traditional commuting, 21% were recreational, and 14% were for shopping (compared to 8%, 54%, and 4%, respectively, for train trips).

5. Ferries

Several ferries already operate proximate to Southampton, and another is proposed.

There are both pedestrian and auto-carrying high-speed ferries from the North Fork at Orient Point to New London, Connecticut, and additional (summer only) pedestrian ferries from Montauk to Block Island, Rhode Island, and New London, Connecticut. A high-speed auto and passenger ferry has been proposed from Montauk to New London. This ferry could significantly increase traffic on Montauk Highway and County Road 39, and has caused controversy.

In addition, Shelter Island is linked to both the North Fork and South Fork by year-round ferry services; and Shelter Island's South Ferry lands in the Southampton community at North Haven. The service is somewhat increased during summer months.

6. Air Travel

Islip's MacArthur Airport, located less than thirty miles from central Southampton, serves major commercial carriers, and accommodates virtually all types of commercial as well as private and military aircraft. Southampton's Gabreski Airport, located in Southampton just north of the Village of Westhampton Beach, serves general aviation and especially military uses. Gabreski provides two five thousand foot runways and one nine thousand foot runway, and thus, is equipped to accommodate heavier use than it currently handles.

Overall, however, the proximity of MacArthur, the commercial carriers' investment at that facility, and local Southampton resident attitudes toward extensive flights in and out of Gabreski, make it unlikely that the latter airport will be able to attract significant commercial activity.

Southampton's roads are increasingly overwhelmed by the demands placed upon them, and there is no panacea for Southampton's traffic problems. Were this not true, solutions would likely already have been implemented, given the public's consternation and the millions of study dollars spent to date. The transportation problems experienced today are the result of decades of land use development and travel behavior patterns ultimately stemming from America's love affair with the automobile.

But the solutions of the past - more highways and arterials - are not preferred. This point of view was consistently registered in virtually every public forum and public participation mode employed in the master plan study including two town-wide meetings to which the general public was invited, an all-day visioning workshop held with town leaders and activists, 15 hamlet-by-hamlet meetings with Citizens Advisory Committees, the Visual Preference Survey, and a telephone survey of several hundred town residents conducted by Southampton College. Residents recognize that, in the long haul, modestly expanded roadways would eventually become equally congested; they further recognize that major new highways and arterials would degrade the natural environment, and are, in light of Southampton's land values, prohibitively expensive anyway.[15]

Rather, a long-term change in transportation patterns and consumer attitudes is called for, with greater emphasis on trains, buses, bicycling and walking. The primacy of the automobile may be inevitable, but residents can still have more choice in how they travel to, from and about town. Also, there is a clear preference for the Town's streets to contribute to Southampton's rural and resort ethic. A "suburban" roadscape characterized by sprawl, traffic signals, and highway business is eschewed for a "rural" roadscape of bucolic views, country lanes and distinct historic hamlet/village centers. The management and improvement of the existing street infrastructure should be the priority, rather than the construction of new streets and highways.[16] The Town and community must further deal with transportation problems in light of the increasing strain on the region, the impact on individual neighborhoods, and safety considerations.

Therefore, toward the twin goals of creating transportation choice and enhancing Southampton's rural and resort qualities, the plan seeks to establish the beginnings of a new transportation frame-work for Southampton. The key recommendations are as follows:

1. New Street Classification System

Travel by private motor vehicle will remain the better part of Southampton's transportation network for the foreseeable future. But the Town, County, and State need not put the same priority on the automobile on all streets. Rather, the Town should establish and codify in an official Town street map a

[15] Abeles Phillips Preiss & Shapiro, Inc., op.cit.

[16] In a survey of Town residents, out of eight possible remedies, the second lowest support was given to new road construction - which generated more negative than positive response. Southampton College, op.cit.

new system of street classifications within the town, categorizing streets as:

Motorist Priority Streets: Highways Thoroughfares
Mixed Priority Streets: Rural Routes Roadways
Non-Motorist Streets: Country Roads Country Lanes

The new classification system is described below and indicated on Maps 34W and 34E (New Road Classifications) and should be codified on an official Town map.[17]

- **Motorist-Priority Streets** - relied upon for most long-distance travel: (1) limited access "Highways" (Sunrise Highway) and (2) high volume "Thoroughfares" (County Road 39 and Montauk Highway east of its convergence with County Road 39). For these streets, the Town's regulations and County/State capital budget plans should be reviewed to assure the best and most efficient use of these streets by automobile drivers. This will require that details such as driveway locations and spacings, off-street lot-to-lot connections, rights-of-way dedications, and the types of development of land along these streets obtain careful examination from a traffic circulation perspective. (Note, however, that hamlet and village centers are considered mixed-priority nodes, as discussed next.)

- **Mixed-Priority Streets** - providing varied levels of motorist-and non-motorist priorities: (1) "Rural Routes" significant for travel to and from highways and key centers such as Riverhead, Sag Harbor, Westhampton Beach and Southampton Village (including most of Montauk Highway and Route 24), and (2) "Roadways," essentially those streets that serve as collectors and also as summertime alternatives to thoroughfares and routes for local but not through traffic (including North Sea/Noyack Roads and Mecox/Scuttle Hole Roads). For these streets, the Town's regulations and the Town's, County's and State's capital budget plans should be reviewed to assure that bicyclists and pedestrians are equally accommodated as cars.

  The distinguishing feature between rural routes and roadways has to do with traffic volume. Rural routes are viewed as higher capacity streets, important to vehicular traffic all year long, with the proviso that safe bicycle and pedestrian circulation should be simultaneously accommodated. Roadways are viewed as lower capacity streets, mainly of value for vehicular traffic during the summer season only, but otherwise functionally non-motorist in priority. Rural routes (only where pedestrian/bicycle safety is necessary and cannot be otherwise assured) and roadways (under the same circumstances but also where they pass through residential areas) should be targeted for traffic calming.

[17] This three-tiered/six-part hierarchy was arrived at in consultation with Town staff and Town traffic consultants (Dunn Engineering Associates, in particular). The proposed classification maps are based on an overlay analysis, comparing the 1970 Master Plan classification, the Rural Functional Classification, the Scenic corridors and Greenway Maps (from Land Ethics and Dodson Associates and earlier comprehensive plan reports) and prior studies by Dunn Engineering and White Mountain Survey.

- **Non-Motorist Streets -** serving as "local" streets, to provide primary access to the land they abut, with little through-movement except by non-motorist means: (1) "Country Roads" (comprised of most Town streets which have through connections) and (2) "Country Lanes" (comprised of cul-de-sacs, gravel streets, shared driveways and other streets with no value for through traffic). Town regulations and capital budget expenditures should be employed to make country roads and lanes safe for bicyclists and pedestrians, while still accommodating local (only) traffic.

It should be emphasized that the existing Rural Functional Classification presented earlier must continue, as it is promulgated by the federal and State - not local - governments, and relates to the availability of federal funding. Though in light of a growing federal priority on alternatives to the automobile, having parallel classification systems means that federal funds could more likely be sought for traffic calming and other such improvements.

The new classification system's principal use will thus be with regard to (1) Town, County and State regulations regarding traffic speeds; (2) truck routes; (3) specific capital budget expenditures; and (4) Town zoning, subdivision and site plan review regulations.

☑ Action Items

❶ Adopt a new, 6-level, street classification system.

❷ Adopt an official town street map indicating the new motorist-priority, mixed-priority and non-motorist streets as indicated on maps 34W and 34E.

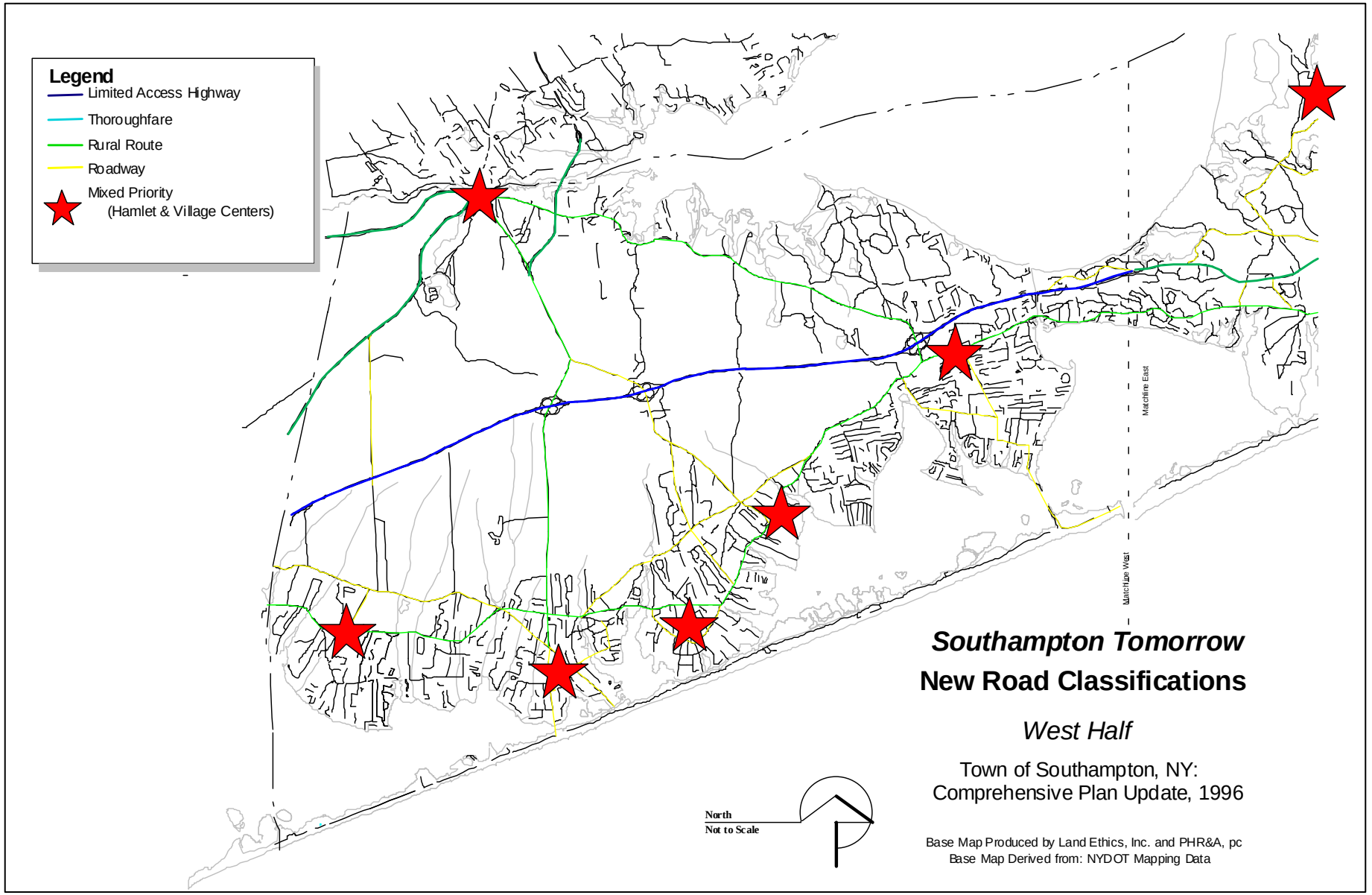
2. Speed Enforcement

Controlling the speed of motor vehicles is an important consideration for the safety of bicyclists and pedestrians, as well as the peace and quiet of residences along Town streets. Posted speed regulations are one way to control speed; traffic calming—discussed in greater detail later—is the other.

As applied to the new street classification proposed above, a fairly straightforward set of target maximum speeds emerges:

Motorist Priority:	
Limited Access Highway	55 MPH (miles per hour)
Thoroughfare	45-55 MPH (except in hamlet and village centers, where 20-30 MPH
Mixed Priority Streets:	
Rural Route	35-45 MPH
Non-Motorist Streets:	
Country Road	20 MPH
Country Lane	15 MPH

Of course, specific locations will warrant slower speeds than the targets indicated above such as curving or narrow stretches of road, or the approaches into village and hamlet centers. Note also that all streets in the village and hamlet centers are ranked


Legend
Limited Access Highway
Thoroughfare
Rural Route
Roadway
Mixed Priority
(Hamlet & Village Centers)
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New Road Classifications
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Comprehensive Plan Update, 1996
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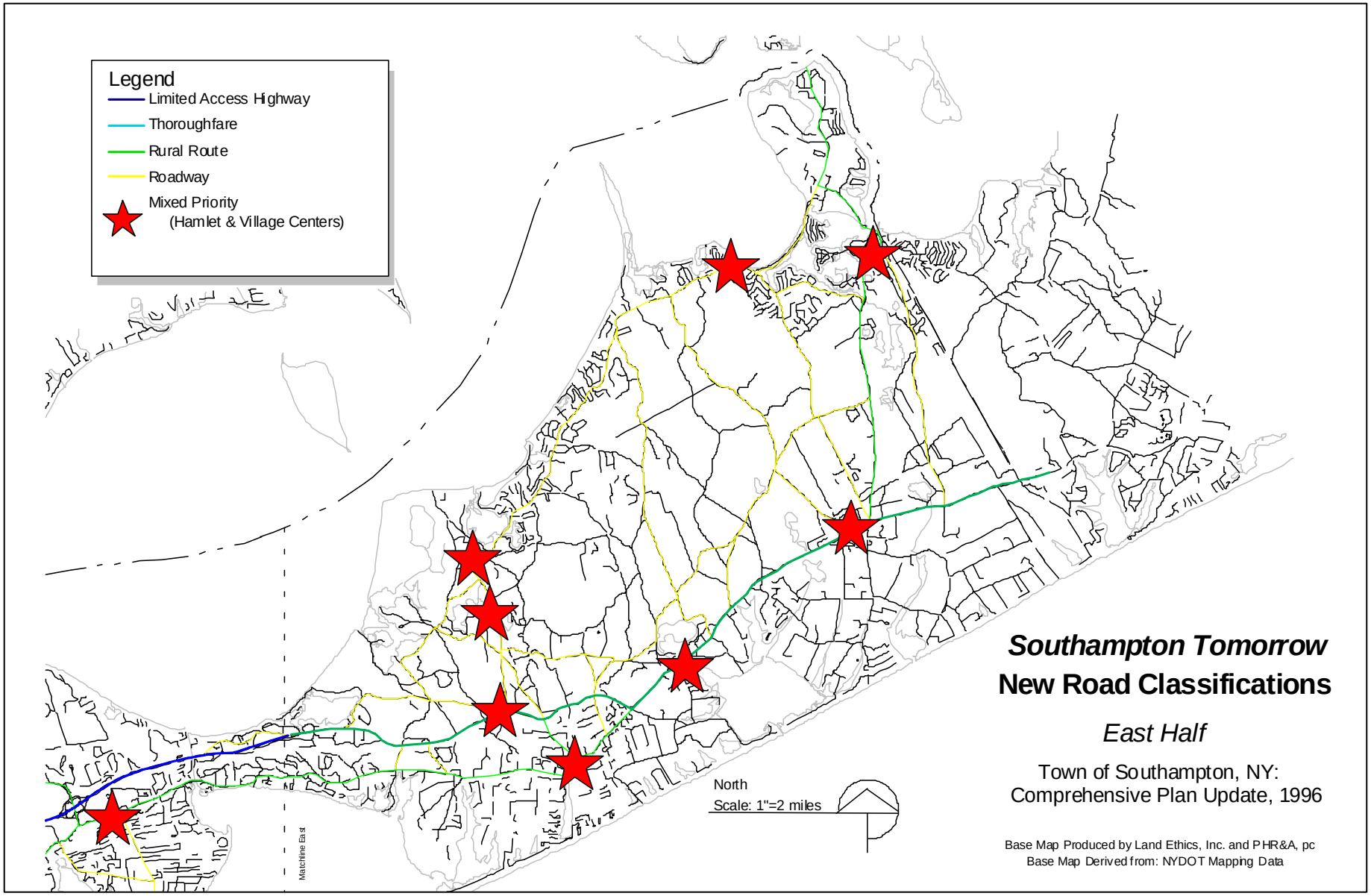
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Base Map Produced by Land Ethics, Inc. and PHR&A, pc
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Matchline East

as mixed-priority roadways where a 20 to 30 MPH speed limit should be enforced, mindful of the mix of uses, concentration of pedestrians and bicyclists, and historic character of the buildings and setting.

It should be further noted that speed limits on State roads in Southampton are set by NYSDOT, but that two bills have been introduced in Albany that would (1) permit the Town to maintain traffic control devices on State highways within the town, and (2) grant the Villages the authority to set speed limits on local streets. These or similar legislation should be supported by the Town as a way to bring local safety and traffic calming priorities to the fore.

☑ Action Item

❶ With the NYSDOT, county and villages—lower speed limits on mixed - and non-motorist streets, and in hamlet and village centers.

3. Truck Routes

Truck deliveries are a necessity of business since the use of trains for freight delivery is virtually nil except for lumber and heavy construction materials. But from a quality of life perspective, large volumes of truck traffic are noisy, produce problematic odors, and promote unsafe passing maneuvers. From a planning perspective, if trucks or other large vehicles become a significant design requirement for a particular street, then the dimensional requirements of the street increase, in which event automobiles travel at higher speeds as well.

For these reasons, truck and other large vehicle (e.g., bus) routes, must be designated through Southampton in a clear manner, that simplifies normal enforcement by Town police. Large vehicle routes should necessarily follow the motorist-priority streets (highways and thoroughfares). Mixed-priority and non-motorist-priority streets should be designated for no trucking, with the only exception being infrequent deliveries made to uses serviced only by that particular street. Signage and Town maps should indicate the designated truck routes and policy.

☑ Action Item

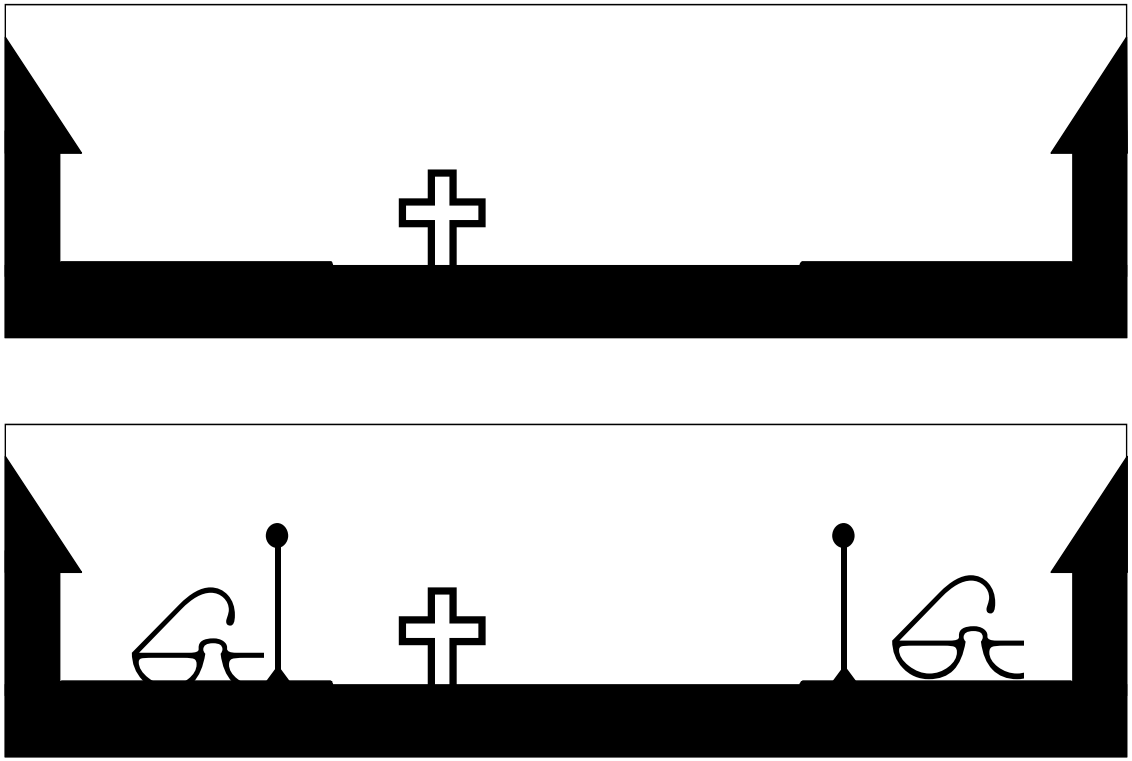
❶ With the NYSDOT, county and villages — designate motorist-priority streets only for through truck traffic.

4. Capital Expenditures And Highway Management

The new classification system should be used to guide capital expenditures on streets and highways certainly by the Town but also by the County and NYSDOT, mindful of recent State legislation calling for greater respect for local comprehensive plans by State agencies in connection with agency capital budget planning. The techniques for easing traffic flow are well known to traffic engineers and include widening of roads, clearing optical views, removing curves, etc. The "kit of tools" for traffic calming is less well known, and includes the following in the order of their probable utility in Southampton:

- Notice to drivers in the forms of signs, pavement markings, lights and other features in and along the

Figure 13 - Optical Width and Traffic Calming



- street; for instance signs alerting drivers to bike lanes, pedestrian crossings, radar-checked speed zones, etc.
- On-street parking, thick landscaping, and street "furniture" such as benches and light poles which reduce "optical width" (see Figure 13) and create a buffer between pedestrians and passing automobiles.
- Stop signs and traffic signals especially on streets used as bypasses and in hamlet and village centers.
- "Build-outs," where the street is narrowed, usually as a widening of a sidewalk or bicycle lane, but also potentially by thick landscaping abutting the street.
- "Roundabouts," which are very small traffic rotaries or circles.
- "Neck downs" ("pinch points" and "chokers"), where build-outs are provided on both sides of a street, often to allow only one-way travel.
- Speed bumps or gradual changes in street bed heights to make driving fast uncomfortable; note, gradual changes in street heights unlike speed bumps do not pose problems for snow clearance or fire trucks.
- Rumble strips, to produce vibration in vehicles passing over the strip; note, however, noise from rumble strips makes them inappropriate for residential streets.

Clearly, the primary means to implement traffic calming will be public expenditure to undertake particular street redesigns. The Town can also require private development (subject to SEQR) to mitigate negative traffic impacts through traffic calming (and bicycle and pedestrian improvements) in addition to or instead of the usual roadway improvements designed to accommodate increased vehicular volumes.

The decision as to when to use traditional or traffic calming design requires a problem-solving approach, wherein quality-of-life considerations (reducing speed and noise, for instance) are given lesser or greater weight in comparison to traditional street engineering (maximizing sight lines and capacity, for instance), depending on street classifications and circumstances. The Town should seek out means to bring such quality-of-life considerations to the fore.

One method might involve use of the new classification system in connection with the Town's Geographic Information System (GIS), whereby the Town's Highway Superintendent can track street conditions and maintenance (including stormwater improvements), and better relate these conditions to the relative priority placed on cars and trucks vs. pedestrians and bicyclists.

A second method would be to create a Transportation Advisory Task Force, to include representation from relevant Town agencies (e.g., Highway and Land Management Departments), as well as municipal leadership (e.g., Town Board members). The Advisory Task Force could interface with NYSDOT and Suffolk County DOT as well as the Town on other streets under State and County jurisdiction.

A final and related method would be to involve CAC members in the Task Force and/or to employ a process that involves local residents in prioritizing and designing traffic calming measures. Recent studies testify that "in most communities, the impetus for instituting traffic calming measures comes from the requests or complaints of residents. [Therefore] the success or failure of traffic calming techniques depends on the effective involvement of the community."[18] In that regard, the Task

[18]Hoyle, Cynthia, *Traffic Calming*, Planning Advisory Service Report #456, American Association, 1995.

Force can disseminate information on what traffic calming is and how it can improve the quality of life.

☑ Action Items

❶ Incorporate the new classification system into the town's geographic information system.

❷ Implement traffic calming through capital projects, and through mitigation in connection with new development.

❸ Create a transportation advisory task force of town agencies and leadership, and involve local citizens.

5. Land Use Regulations

The Town's zoning and site plan review regulations should be adjusted to reduce traffic conflicts (often referred to as "friction") on motorist-priority streets. Specifically:

- The Town should promote common access driveways for small (up to 10-unit) residential subdivisions, especially those which exit directly onto motorist priority streets (*§292-36*).
- The Town should encourage new commercial development to share safe access/egress with neighboring commercial developments, through site plan review (*§292-36*) but also through zoning incentives, such as reduced parking requirements for new developments that provide off-street lot-to-lot connections- and reduced access and egress points (*§330-93*, *§330-100*).
- In general, the Town should limit high traffic-generating commercial development to hamlet centers and shopping centers. Outside of hamlet centers, defined highway business areas and other commercial concentrations, low traffic-generating commercial uses are preferred.
- The NYSDOT is attempting to work in partnership with local governments to develop access standards on all streets under State jurisdiction (which in Southampton include County Road 39, Route 24, Route 27 and parts of Route 27A). In anticipation of such legislation, the Town should work with NYSDOT on "access management plans" for these streets as well as the other thoroughfares and arterials in the town. The access management plans should then be incorporated into the appropriate land use regulations.
- Lastly, the Town should reevaluate street dimensions promulgated by the Town Code (*§292-36*), to conform to the shifting motorist/non-motorist priorities promulgated by the new classification standards.

The Town's Subdivision Regulations also provide a means to promote traffic calming, bicycling and walking on mixed-priority and non-motorist priority streets. Specifically:

- The required centerline radius of 200 feet is equivalent to a "design speed" on curves of approximately 25-30 miles per hour on asphalt;[19] however, this standard means the streets can be driven by more aggressive

[19] Standard side friction factor calculation, no super-elevation, friction factor of .26 to .29.

drivers at speeds approaching 45 miles per hour.[20] This and similar design standards should be reconsidered (*§292-36*).

- Cul-de-sacs contribute to an arterial pattern that makes it hard to walk or bicycle from place to place without following the same path as automobiles. Town regulations now say that the use of cul-de-sac streets "shall be minimized unless they are found to be well-conceived elements of a planned residential development plan" (*§292-36D(1)*). More aggressively, the Town should mandate street connections, in concert with traffic calming on those streets, to improve walking and bicycling connections while preserving the quietude and privacy of those streets.
- The Town now allows country lanes (*§292-3*), involving reduced pavement and no curbs, but disallows shared driveways. The Town Code should mandate country lanes on all cul-de-sacs, allow shared driveways in all small subdivisions (*§292-26*).
- The Town's Subdivision Regulations (*§292-36*) also require sidewalks in business and industrial districts and residential districts at the discretion of the Planning Board and Superintendent of Highways. Instead, the regulations should require sidewalks (1) in all business districts on mixed-priority and non-motorist-priority streets, (2) on additional streets targeted by the Town and as indicated on the official Town street map, to be prepared, and (3) as specified in hamlet center and other area-specific plans adopted by the Town.

[20] Standard critical speed formula 0.7 friction factor.

☑ Action Items

❶ Revise Town Code (§292-36) and parking regulations (§330-93 and 330-100) to encourage shared access/parking and reduce "friction", especially on motorist-priority streets.

❷ Revise street design standards (§292-36) to promote traffic calming.

6. Upgrade Recommendations

The new classification system and its related policies are best understood in regard to specific streets.

In order to identify particular problem areas where these policies should be employed on a priority basis, the following were considered (1) consultations with Town staff and consultants, (2) accident reports from the Town of Southampton Police Department, (3) reviewed meeting records from the 15 meetings with CACs in all nine of the town's hamlets, and (4) consultations with town and village interest groups. This section mainly deals with motorist-priority streets and those mixed-priority streets where upgrades are called for. (Refer to Maps 35W and 35E Target Street and Highway Upgrades for locations of recommended improvements.)

a. County Road 39

For County Road 39, three, at times contradictory goals, should be addressed: (1) improve the steady volume and safety of traffic flow, yet (2) improve access to the existing business centers on County Road 39, and (3) improve the visual

appearance of the corridor as the principal gateway to Southampton.

County Road 39 generally consists of one eastbound lane and one to two westbound lanes. The greater number of westbound lanes has to do with the sharper peak in westbound summer traffic, as compared to the more gradual peak in eastbound traffic. There is significant bottlenecking, especially where the number of westbound lanes reduces to one.

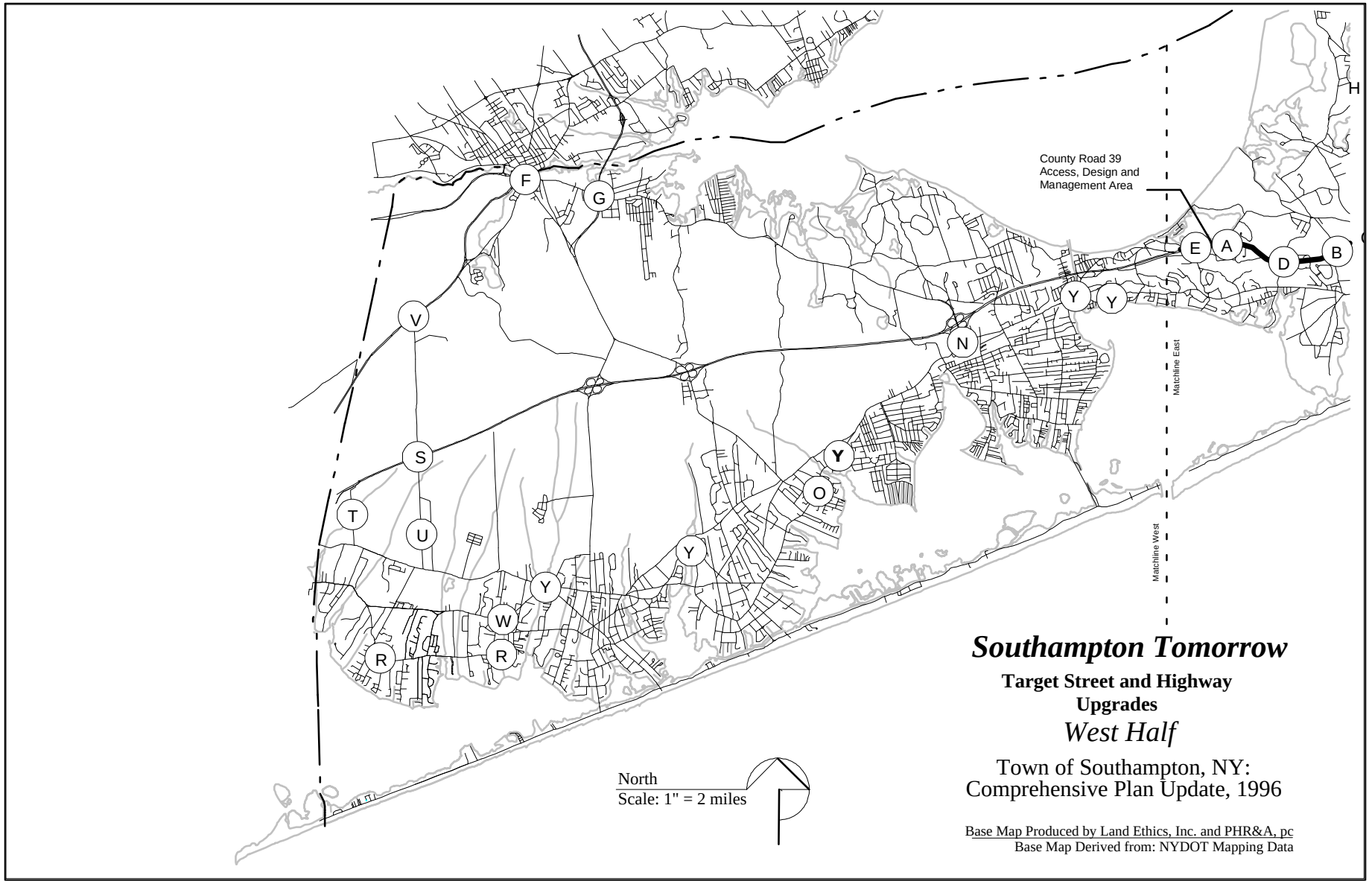
In 1994, the Town commissioned a study that provides a thorough analysis of existing conditions along County Road 39, and provides a series of recommendations and alternatives for County Road 39's upgrade, as follows:

- *Short-term:* Working within the existing rights-of-way, (1) re-stripe County Road 39 to extend the four-lane configuration (two westbound, one eastbound, one center lane for left turns), and (2) re-stripe and/or widen particular intersections (St. Andrews Road, Magee Street, and David White's Lane).
- *Intermediate-term:* Working generally within the rights-of-way, (1) reconfigure the roadway to make the four-lane configuration continuous, (2) redesign the more problematic intersections (Hill Station Road, Tuckahoe Road, Tuckahoe Lane, Magee Street, Sandy Hollow Road/Sebonac Road, and North Sea Road), and (3) reconstruct the St. Andrews Road bridge.
- *Long-term:* (1) Redesign additional intersection (Shrubland Road and Montauk Highway), and (2) as eastbound traffic increases, and as Suffolk County proposes, significantly enlarge the rights-of-way, entailing the reconstruction of County Road 39 as a continuous five-lane thoroughfare (two westbound, two eastbound, and one center lane for left turns).

These recommendations are intended to improve traffic flow, access and safety along County Road 39. The following specific recommendations are made within the context of a proposed overall plan for traffic flow, access, safety and design improvements (as discussed later).

- Prepare an official Town street map, showing, for County Road 39, where a dedication of land would be required (in connection with site plan approvals for new development and redevelopment) in order to create the approximately 80-foot rights-of-way required to implement the long-term recommendations above, or further recommendations for the County Road 39 Corridor Study to be undertaken by Suffolk County, in the event that the Town supports these long-term improvements. This would reduce the acquisition cost for NYSDOT and Suffolk County, and, in the long run, any hardship for property owners who might otherwise develop their properties unmindful of the long-term plans for the thoroughfare.
- Approach commercial property owners about shared access/egress. This may involve making property owners aware of existing zoning incentives (e.g., the shared parking regulations recently adopted by the Town). In some cases, it may require public expenditure (e.g., to pay for landscaping improvements). County Road 39 retail businesses just east of Shrubland Road, west of Tuckahoe Lane and near Magee Street are a particular priority (refer to A, B and C designations on Maps 35W and 35E, Target Street & Highway Upgrades).
- Provide a rear access road alongside the railroad rights-of-way just west of Tuckahoe Lane, providing shared

access/ egress for businesses on the south side of County Road 39, in connection with reduced


County Road 39
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Scale: 1" = 2 miles
Southampton Tomorrow
Target Street and Highway
Upgrades
West Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
Base Map Produced by Land Ethics, Inc. and PHR&A, pc
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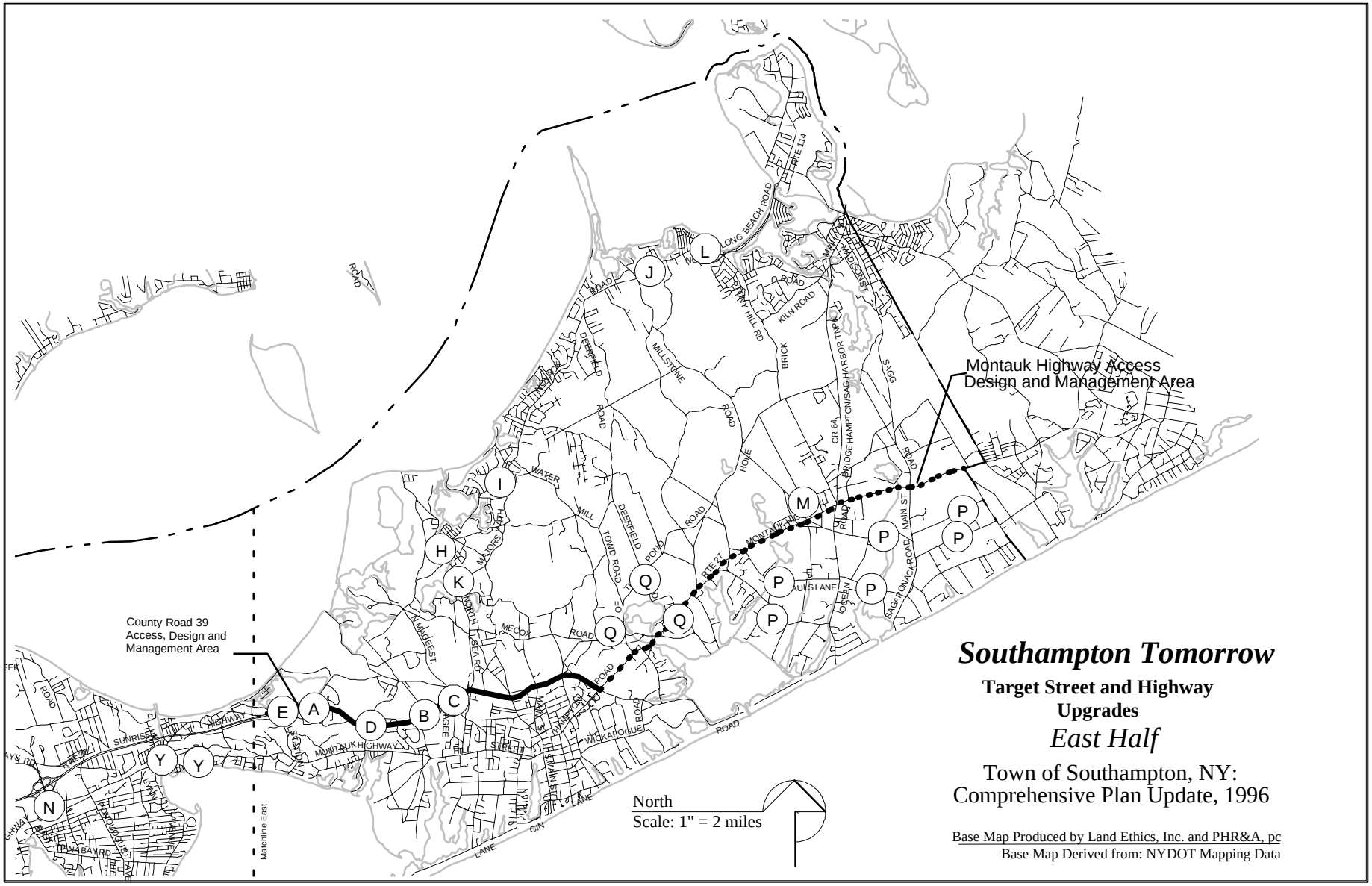
Montauk Highway Access
Design and Management Area
County Road 39
Access, Design and
Management Area
Matchline East
North
Scale: 1" = 2 miles
Southampton Tomorrow
Target Street and Highway
Upgrades
East Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
Base Map Produced by Land Ethics, Inc. and PHR&A, pc
Base Map Derived from: NYDOT Mapping Data

access/egress along County Road 39 itself. To the extent practical, create a similar access road on the north side as well. (Refer to B.)

- Consider reducing turns from a number of streets. As examples consider closing Greenfield Road, and prohibiting left turns from Shrubland Road, St. Andrews Road, Hubbard Lane, Bishop's Lane and Sandy Hollow Road (refer to E, D, D, C and C, respectively).
- Complete design plans for realigning East Tiana Road including the possible inclusion of a traffic signal.
- Time new and existing traffic signals to allow steady passage of cars west to east and east to west, depending on day of the week and time of day (see also the later discussion on "Technology and Traffic Management").
- Implement the redesign of CR 39, Sebonac Road and Sandy Hollow Road intersection, including the installation of a traffic signal (refer to C).

The recommendations above are predicated on an implicit quid pro quo. The Town, for its part, is expected to apply its full regulatory powers to shape development so as to reduce traffic conflicts and reduce the ultimate cost of street improvements; but the County and State, for their part, are expected to redesign County Road 39 so as to enhance existing businesses and property values along the thoroughfare.

Guaranteeing that all of the recommendations go forward simultaneously will require a partnership between the Town, Village of Southampton, County and State, as well as between government and private property owners and business. Towards this end, an Advisory Task Force should be created, with membership drawn from all of these concerned entities and groupings, to assure that the tripartite goals of improving traffic, bolstering businesses and enhancing scenery are kept in balance. This Task Force should be activated in time to provide input on the County Road 39 Corridor Study, which should be initiated in 1999.

In the interest of integrating priorities, the upgrade of County Road 39 should be segmented geographically, into "Access and Design Management Areas." The initial priority should then be placed on the thoroughfare from Tuckahoe Road to Sandy Hollow Road, where (1) traffic bottlenecks and conflicts are acute, but also where (2) comprehensive plan studies have recommended rezonings and urban design improvements to shore up local businesses, and (3) other Town-sponsored planning studies provide a land use vision.[21]

b. Riverside Flanders Circle & Route 24

At the Riverhead/Riverside/Flanders traffic circle ("Circle") and Route 24 area, future street improvements should not just improve traffic, but should also help upgrade land uses and scenic vistas in the Riverside and Flanders area to reinforce downtown Riverhead, and in particular to help implement the Central Pine Barrens Plan and the Peconic Estuary Plan.[22]

The following objectives and potential strategies are presented for consideration in any further joint planning for this area.

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[21] Southampton Town Department of Planning and Natural Resources, *Draft Tuckahoe Corridor Study,* 1993.

[22] As noted, the NYSDOT and Suffolk County have considered a Route 58 bypass along Route 24, including upgrade of Route 24 and perhaps redesign of the Riverhead Circle as a conventional intersection. The Town is on record as saying that such street improvements "should not be planned in isolation" but in the context of a "comprehensive transportation improvement and management strategy...developed jointly between the State of New York, Suffolk County, Riverhead, Brookhaven, and Southampton, to address current and projected traffic and development patterns." (Town of Southampton, Resolution 676, "Route 58 Bypass.")

- Preserve the Circle and enhance it as an area landmark (refer to F, Map 35W). Potential strategies: (1) acquire corner properties to provide dedicated turns, (2) close off Woodhull Avenue but no other road entering the Circle, (3) redevelop property at the northwest corner as a landscaped park with canoe concession, and (4) undertake beautification and maintenance plans.
- Enhance access between downtown Riverhead and Flanders/Riverside, for pedestrians as well as automobile drivers (also refer to F). Potential strategies: (1) provide a continuous sidewalk connection along Flanders Road, the Circle and Peconic Avenue, (2) build a footbridge across the Peconic River, and (3) maintain two-way traffic on Peconic Avenue.
- Redesign Route 24 as a "Maritime Boulevard." Potential strategies: (1) build a continuous dedicated bicycle path parallel to Route 24, (2) provide bicycle and trail connections with adequate and safe crossings, (3) design the route's landscaping, rail installations, signage, shoulders, banking of curves, lighting, etc. to enhance the corridor's scenic qualities, (4) incorporate signage or other forms of designation at existing and future trail crossings, (5) designate and highlight canoe and kayak access points, and (6) design and landscape improvements to the intersection of Route 24 and Montauk Highway in Hampton Bays.

Ostensibly, most of the recommendations presented above are more properly considered in the context of creating more bicycle routes and pedestrian paths or in the context of preserving scenic roads (as discussed later). Their highlighting here is in order to show how the State's proposed upgrade of Route 24, with motorists as the priority, is contingent on parallel improvements, having as much to do with the corridor as with the arterial itself.

c. North Sea/Noyack Roads

North Sea/Noyack Roads (County Road 38) and Route 114 are classified as mixed-priority roadways, and County Road 64/Route 114 are classified as mixed-priority rural routes meaning that they are intended to safely and efficiently accommodate traffic. However, not to the exclusion of bicyclists and pedestrians, or to the detriment of safety for adjoining residences. Additionally, North Sea/Noyack Roads are also scenic streets, and maintaining their rustic charm is a key goal. North Sea/Noyack Roads are being misused for through-traffic not directed to located hamlets or Sag Harbor, but to destinations well beyond, namely East Hampton and the North Fork.

The priority for any street upgrades should therefore be on bicycle, pedestrian, and vehicular safety, not automobile volume or speed. Thus, the following objectives and potential strategies are recommended for consideration by the County and Villages of Sag Harbor and North Haven:

- Redesign the intersection of North Sea and Noyack Roads, and make traffic calming improvements to the area near Warfield Road, the Trout Pond curve, the area near Little Fresh Pond Road, the area around Cromer's Market and Whale Bone and other such stretches to reduce accidents, enhance pedestrian and bicycle usage and safety, and enhance or preserve the road's historic scenic quality (refer to H, I, J, K, and L, respectively). This can involve appropriate street and safety improvements instead of realignments (e.g., with a flashing light at the North Sea/Noyack Roads intersection), providing dedicated bicycle and footpaths

(e.g., in the Little Fresh Pond Road area), or both (e.g., at the Trout Pond curve). At retail locations, the re-design could involve consolidated access/egress, shared parking, and landscaped dividers; at Cromer's Market this may involve a slight roadway re-alignment. Traffic should be slowed at all these locations.

- If possible, rehabilitate the existing Sag Harbor/North Haven Bridge, mindful of its, and the area's, historic character. Like the Riverside/Flanders Circle, it is a landmark gateway, and serves to calm or constrict traffic.
- Establish traffic calming including a 25-MPH speed limit throughout the historic district.
- Establish a 30-MPH speed limit at the approaches to the Village of Sag Harbor, including Route 114.

North Sea/Noyack Roads are under great pressure as a bypass to East Hampton as well as the North Fork; these recommendations emphasize maintaining their rural character and on accommodating bicyclists and pedestrians in addition to vehicles.

Implicitly, these recommendations continue to emphasize County Road 64 as the principal route to Sag Harbor, but Sunrise Highway and Route 27 as the principal arterials to accommodate east/west through-traffic across the town.

d. Montauk Highway

East of County Road 39, Montauk Highway (Route 27) is classified as a thoroughfare, but with mixed-priority nodes at the hamlet centers of Bridgehampton and Water Mill. West of County Road 39, Montauk Highway (Route 27A) is classified as a rural route, also with pedestrian-oriented nodes at the hamlet centers of Hampton Bays, East Quogue and Speonk. The zoning recommendations noted earlier are intended to promote the efficient movement of cars on Montauk Highway, by reducing curb cuts and other sources of friction. In a few instances, some enhancements or slower speed limits may be needed to correct safety problems, such as at Novick Curve (refer to W) and in the vicinity of Shinnecock Canal (refer to X).

In particular, traffic calming should be pursued at the hamlet centers, so that the centers are safe and appealing places to walk about and bicycle to, as well as to live and shop. Targeted scenic enhancements are also call for. Specific strategies include:

- Additional crosswalks and traffic lights in East Quogue, Hampton Bays, Bridgehampton and Water Mill preferably at Deerfield Road and/or at existing or new retail developments (refer to O, N, M and Q respectively), to ease pedestrian circulation.
- As on County Road 39, new and existing traffic lights should take advantage of new technologies that allow for flexible synchronization as congestion ebbs and flows.
- Left turning lanes in places such as Water Mill (refer to Q) to reduce traffic conflicts.
- Implement Water Mill Transportation Study Recommendations, including relocation of the traffic signal.
- Speed limits of 20 to 30 MPH in all hamlet and village centers, to improve vehicular and pedestrian safety.
- "Travers Tandem Parking," by which on-street parallel parking is spaced to allow easy pull in and pull out without backing up while in the travel lane. This strategy should be experimented with, where the interest

of local merchants and CACs is present, and mindful of the need to preserve much-needed on-street parking in the hamlet centers.

- Consolidated off-street parking lots to reduce curb cuts and create more efficient parking lots.
- Limited road and parking lot connections to relieve the pressure on Montauk Highway: in Water Mill (refer to Q), cross access agreements aligned along the north side of Montauk Highway. Note however, the connections would not extend to Deerfield Avenue and Mill Lane to avoid its use as a bypass. In Hampton Bays (refer to N), cross access agreements connecting Route 24 to Good Ground Road. In East Quogue (refer to O), a small service road on the south side of Montauk Highway, connecting private and public parking lots.
- Traffic calming on nearby streets, so that non-motorist streets are not de facto converted into motorist priority streets, particularly Parsonage Lane, Hedges Lane, Sagg Road, Bridge Lane, Paul's Lane, Sagaponack Road, Main Street and Mecox Road in Sagaponack and Bridgehampton (refer to P); Head of Pond, Scuttle Hole Road, Upper Seven Ponds Road and Halsey Lane in Water Mill (refer to Q); and South Country Road, Main Street in Remsenburg (refer to R).
- Landscaping and other scenic enhancement should be targeted to village and Hamlet Center "gateways", particularly where there are opportunities to increase water or open space vistas, as at Mill Road in Westhampton and other places (refer to Y).

As with County Road 39, the improvements on the Route 27 portion of Montauk Highway will require a careful balancing of traffic, land use and scenic goals, as well as a dialogue between businesses, residents, the Town, County and NYSDOT. Toward this balance and dialogue, the Town may want to consider a study effort and Task Force not unlike (or one and the same as) that recommended earlier for County Road 39.

e. North Phillips Avenue/Speonk-Riverhead Road

In the event that a future redevelopment plan is completed for the Speonk area proximate to Sunrise Highway, and that it is determined that access improvements are a key element of that plan's implementation, then the Town, along with the community, should consider the feasibility and tradeoffs of these four capital projects in the Speonk area: an exit of Sunrise Highway at Speonk-Riverhead Road (refer to S), to allow easy access to Suffolk County Community College from eastern Suffolk County (none now exists); an extension of County Road 111 or the connecting service road to Speonk-Riverhead Road (refer to T), to improve highway access for local industries, thus decreasing the nuisance of trucks traversing local residential streets; the alignment of North Phillips with Speonk-Riverhead Road (refer to U), to bolster the planned Village Business district at Speonk's railroad station; and finally, a traffic signal at the intersection of County Road 51 and Speonk-Riverhead Road (refer to V), to improve public safety.

Consistent with the spirit of skepticism embodied in this report attendant to major street and highway construction, these improvements (S through U) should be subjected to both environmental and cost/benefit analyses. Both the Central Pine Barrens Commission and the Speonk/Remsenburg Hamlet CAC should be involved, to insure that concerns regarding particular traffic, environmental land use and scenic impacts are fully addressed.

☑ Action Items

❶ Use the official town street map to define rights-of-way improvements, especially along County Road 39.

❷ Target circulation, parking and street improvements that bolster existing retail centers.

❸ Create alternative access connections for businesses on County Road 39 and in selected hamlet centers, but without creating bypass roads.

❹ Preserve the Riverhead Circle, Route 114 bridge and other landmark gateways.

❺ Designate "access and design management areas" along County Road 39.

❻ Create an advisory task force of government, business and community leaders to oversee County Road 39 corridor improvements and recruit the same or similar task force to oversee Montauk Highway corridor improvements.

❼ Consider landscape and design issues in tandem with street improvements, especially on the Route 24 "maritime boulevard" and other entry roads.

❽ In hamlet centers, promote crosswalks, traffic lights, slow speed limits, dedicated left-turning lanes, on-street parking and other techniques to make these centers safe and appealing for shoppers.

❾ Employ traffic calming on mixed-priority and non-motorist streets that are now used as bypasses, such as North Sea/Noyack Roads, and streets parallel to route 27 in the east half of town.

❿ Rather than build new roads, maximize the existing street infrastructure.

7. Bicycle Routes

There was a time when bicycling was a major form of recreational and utilitarian transportation. A century ago, there was a continuous bicycle route from Amityville to Amagansett, with other routes crisscrossing the island. The LIRR had railroad cars outfitted with bicycle racks and in the summer of 1897 carried 150,000 bicycles in its baggage cars.[23]

In these times, the key to making bicycling (and walking) fully popular as a source of recreation and as an alternative to driving automobiles is to provide an infrastructure that is equally ubiquitous, convenient, predictable and continuous. Three

[23] Ferguson, Eleanor. My Long Island: Growing Up On Hal B. Fullerton's Blessed Isle, 1902-1972.

elements go into such an infrastructure. The first element, as described above, involves traffic calming to make bicycling and/or walking safe on all mixed-priority and non-motorist priority streets. The second element is to identify a hierarchy of bicycle and pedestrian routes that explicitly promote travel to and from destinations such as train stations, village and hamlet centers, parks and beaches, and schools. The third element is to create needed, if "accessory," amenities such as bicycle racks, rentals, signs and maps.

The maps on the subsequent two pages (refer to Maps 36W and 36E, Proposed Bicycle Routes) illustrate a preferred system of bicycle routes, to be gradually developed over time. This system was formulated based on an overlay of the following:

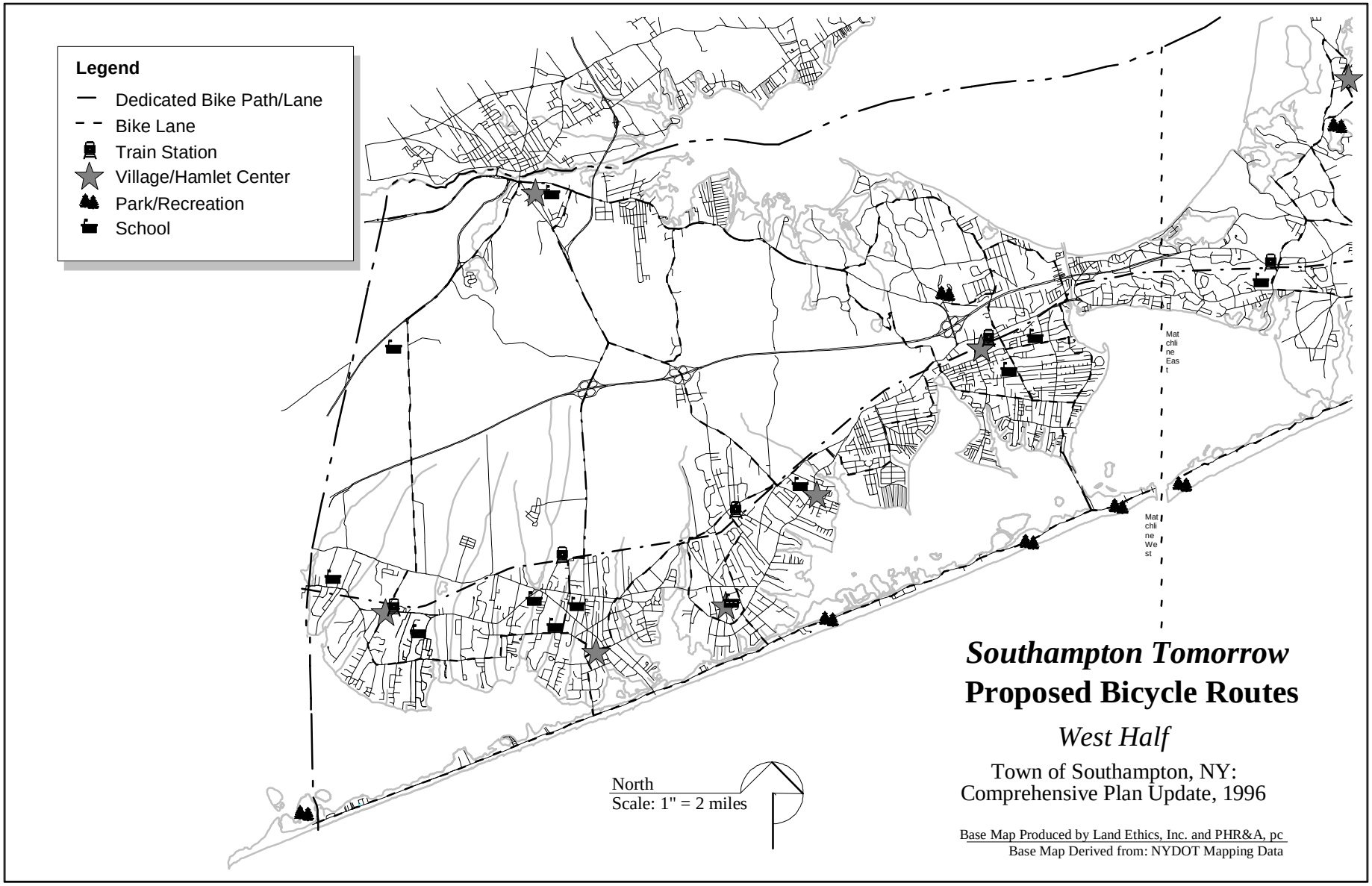
- Existing bicycle routes advertised in various publications as they indicate where bicyclists are already likely to go.
- The proposed street classification system mindful of the desire to avoid motorist-priority streets and even mixed-priority routes wherever possible.
- Scenic corridors identified in the Comprehensive Plan mindful that recreational riders will more likely travel routes that are beautiful as well as convenient.
- Destinations for bicyclists including train stations, village centers, schools, parks, and especially beach access points.

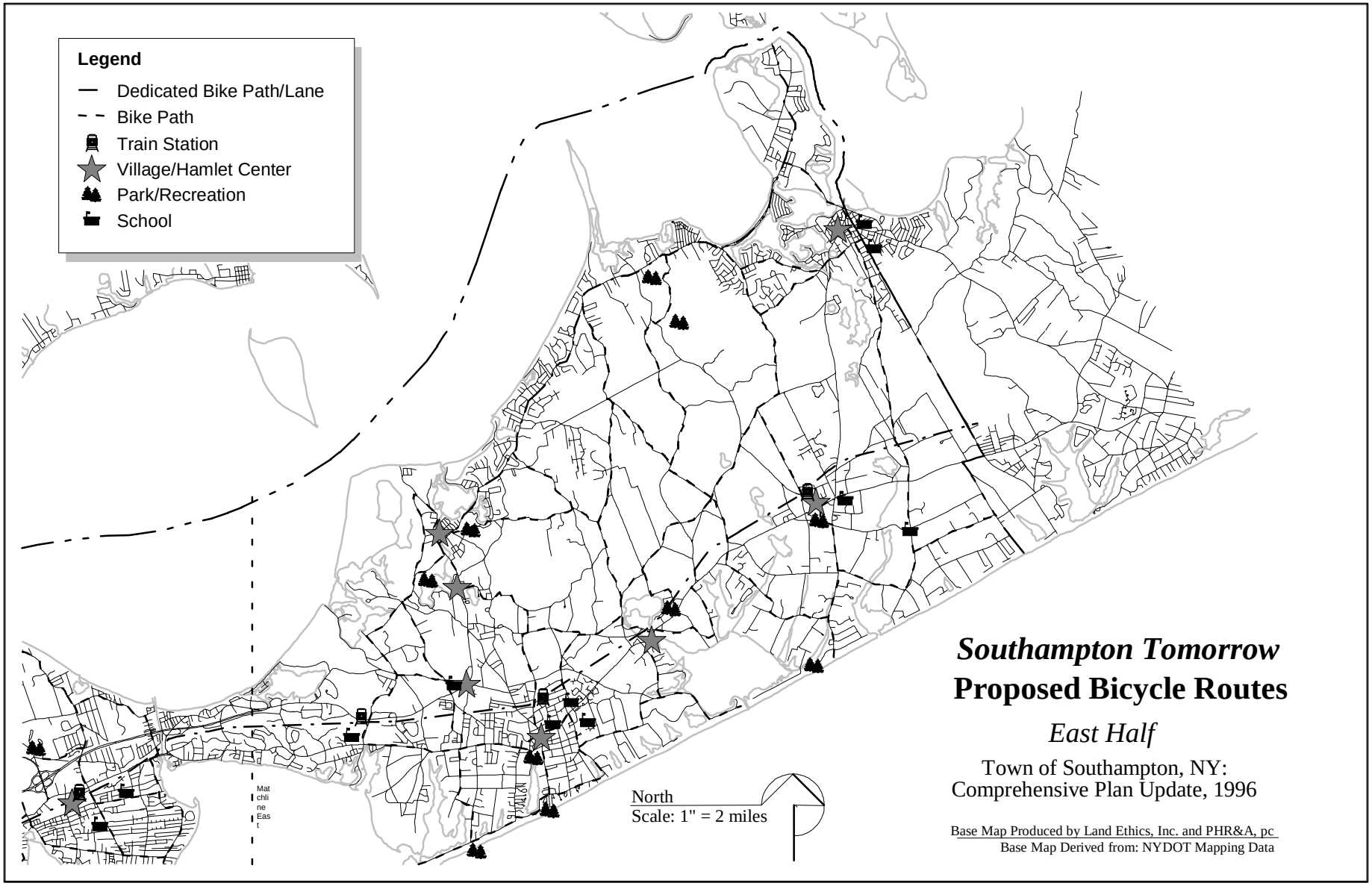
The bicycle route system envisions a simple hierarchy of dedicated bike paths and demarcated bike lanes. The dedicated bike paths would be paved and divided from any adjacent streets with curbs or other safety barriers. The bike lanes that would predominate would consist of striped shoulders. Both would have clearly marked signs, with maps posted at bicycle route intersections. The Town's street specifications (*§292-36*) should be modified to accommodate bike paths and bike lanes as well. In addition, the Town's Subdivision Regulations (*§292*) should be amended so that site and subdivision plans are required to depict all existing, adjacent and proposed bicycle routes and facilities, and thus bring these facilities to the attention of the Town Planning Board at the time of site plan review. Note that since bicycle routes are also intended for rollerbladers, the paths and routes will require wider dimensions and better maintenance than what has heretofore been necessary.

The proposed system has several features that bear note, as follows:

- The major east-west bicycle route would run along and parallel to the entire length of the Long Island Railroad tracks (called the "South Fork Bike Path"). This bicycle route would use bike paths in the railroad rights-of-way, and adjacent undeveloped land, or bike lanes on parallel local streets, as appropriate. This long-distance dedicated bicycle route would follow population centers and would absorb the need to accommodate at greater expense and safety risks bicyclists on Montauk Highway (along which NYSDOT now proposes a bike lane). The South Fork bike path is especially a priority from Water Mill to East Hampton, where Montauk Highway is (except in the hamlet centers) classified as a motorist-priority thoroughfare.
- A second dedicated bicycle route (dubbed the "Peconic Bike Path") should run parallel to Route 24, from the Peconic River County Park to the Sears Bellows County Park. The Peconic Bike Path ideally should hug the Peconic River and wind its way through the county parks and pine barren preserves adjacent to Route 24, but could also run alongside the street as necessary. As Route 24 is under State jurisdiction, and NYSDOT is

proposing a multi-million dollar upgrade, the State's Transportation Improvement Program (TIP) and NYSDOT's plans should be amended to include the dedicated bike path. At present, NYSDOT proposes a bike lane along Route 24, which could suffice for a time.


Legend
Dedicated Bike Path/Lane
Bike Lane
Train Station
Village/Hamlet Center
Park/Recreation
School
Matchine East
Matchine West
North
Scale: 1" = 2 miles
Southampton Tomorrow
Proposed Bicycle Routes
West Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
Base Map Produced by Land Ethics, Inc. and PHR&A, pc
Base Map Derived from: NYDOT Mapping Data


Legend
Dedicated Bike Path/Lane
Bike Path
Train Station
Village/Hamlet Center
Park/Recreation
School
Matchline East
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Southampton Tomorrow
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East Half
Town of Southampton, NY:
Comprehensive Plan Update, 1996
Base Map Produced by Land Ethics, Inc. and PHR&A, pc
Base Map Derived from: NYDOT Mapping Data

- Along North Sea/Noyack Roads, a mix of dedicated bike paths and bike lanes is recommended. North Sea/Noyack Roads are winding streets that nonetheless accommodate a fairly high volume of traffic equal to Montauk Highway west of the canal. A dedicated bike path should be created wherever safety is a concern (e.g., at Trout Pond); while a bike lane may suffice in other places (e.g., at North Sea Harbor).
- Further bike lane priorities are placed on north/south streets that provide access to the beach; Dune Road running parallel to the beach (which should also be targeted for traffic calming); hamlet centers; railroad stations; and north/south streets where traffic signals provide safe crossings of either County Road 39 or Route 27.
- Bike paths should also be considered in connection with greenway foot paths through the Pine Barrens.
- Current bans on bicycles in some of the villages and on some of the bridges should be lifted. Indeed, it is essential that these centers and major routes be bicycle-friendly. For example, the Montauk Highway bridge across the Shinnecock Canal is the only potential means of bicycle access between the east and west halves of the town.
- As the routes become more ubiquitous and relied upon, the Town should stay alert to problems involving maintenance or inappropriate use by dirt bikes or other high impact vehicles.

There is more to a bicycle infrastructure than the routes themselves; there must be places to park the bicycles, maps, etc. The following criteria and strategies should be employed to provide these amenities:

- Standardized, weather-proof maps should be posted where bicycle routes intersect, as well as where bicycle racks are provided. These maps should show destinations and amenities, such as public beach access points, train stations, remote parking facilities, hamlet centers, recreation facilities, and public restrooms.
- Bicycle racks should be provided at LIRR stations, hamlet and village centers, schools, public parks and facilities, and especially at all public access points to the beach. (The Town may want to consider a standardized bicycle rack design such as that soon to be employed by the MTA's Auto in Transit Program. It could feature a nautical theme designed by an artist.)
- Large- and intermediate-scaled commercial development located along bicycle routes should be required by zoning to provide bicycle racks, unless public or private bicycle racks are located within a short walking distance (e.g., 400 feet).
- Schools and public facilities not generally used on the weekends should make their parking lots available for bicyclists.
- Additional bicycle amenities should be focused at railroads. The LIRR could seek bicycle rental concessions, allowing bicyclists to leave their bicycle at a different station from where they started (not unlike river canoeists). Note that the LIRR is currently upgrading their train stock and stations with new cars and platforms designed to better accommodate wheelchairs and luggage, and thus also bicycles.

Finally, safety is the paramount concern. The utmost care must be taken. Bike lanes should be mapped and marked only when confident that they are the best alternative from a safety point-

of-view, not just the fastest or most scenic routes. The dedicated bike paths should also be highlighted.

☑ Action Items

1. Indicate bicycle routes and paths on the town street map. Refine these routes with safety as the bottom-line concern.
2. Modify street specifications (§292-36) to accommodate bicycle lanes.
3. Require site and subdivision plans to consider bicycle routes and facilities (§292 and §330).
4. Start work on the design phase of the "south fork bike path."
5. Include the "peconic bike path" in the TIP for route 24.
6. Put priority on north sea/Noyack roads, and accessways to the beach, schools, train stations and hamlet centers.
7. Provide bicycle racks and signage/maps at train stations, hamlet centers, schools, beach access points and other destinations.

8. Walking Paths

The Comprehensive Greenways System chapter of the Comprehensive Plan proposes a system of long-distance hiking trails in open space corridors. These trails will help to promote walking in town by providing a pleasant and safe corridor in which to walk, and also by linking together the various population centers, public service areas and natural resource areas of Town. Strategies to implement the trails and open space/corridors include: (1) tax abatements for land set-asides, (2) trail signage, (3) safe crossings at intervening streets, and (4) revisions to subdivision laws to assure that trails and trail connections are (as with bicycle routes) fully considered at the time of site plan review (*§292-42*).

The hamlet business areas strategies of the Comprehensive Plan has proposed pedestrian-oriented hamlet centers in Riverside/Flanders, Speonk, East Quogue, Hampton Bays, Tuckahoe, Bridgehampton, Water Mill, Noyack and North Sea, in addition to the centers within the incorporated villages of Westhampton Beach, Quogue, Southampton, and Sag Harbor. In all of the centers, the Town and Villages should improve the safety and aesthetics of pedestrian facilities, including the following specific policies: (1) ensure all crosswalks are delineated using materials that provide day/night visibility; (2) encourage property owners to maintain sidewalks in areas not maintained by the Town; (3) provide adequate crosswalk signs and street lighting at each mid-block crosswalk; (4) build additional sidewalks to encourage more and safer pedestrian activity; (5) consider plantings and improved lighting that will encourage the safe use of sidewalks and crosswalks; and (6) maintain on-street parking as a buffer between pedestrians and moving vehicles.

These pedestrian-oriented policies should not be confined to the "Main Streets" of the hamlet centers, but should extend

outward, to provide connections to (1) adjacent business areas (e.g., in Bridgehampton and Hampton Bays), (2) higher-density residential areas (e.g., in North Sea), especially historic areas (e.g., in Bridgehampton and Water Mill), and potential development sites (e.g., in Hampton Bays), and (3) train stations, schools, churches, parks, and other nearby public facilities and meeting places (e.g., in Bridgehampton, Speonk, East Quogue, Water Mill).

☑ Action Items

❶ Require subdivision and site plans to consider trails and trail connections (§292-42)

❷ Seek pedestrian improvements in hamlet and Village centers especially, but also adjacent business areas, historic districts and nearby activity centers.

9. Trains

Three goals should be adopted with regard to rail service in Southampton:

- Promote use of rail for trips to and from New York City
- Promote recreational use of rail for local trips
- Provide rail facilities that contribute to the "town and country" image of Southampton.

With regard to promoting New York City ridership, the LIRR should consider the following:

- *Extension of the "high season" service to May through October,* instead of May through August, as is now the case: Traffic counts show that while the number of weekenders traveling Southampton roads drops in the first weeks of September when school is back in session, it then returns to May and June levels for the remainder of September until November.
- *Increases in the number of trains, not just their size:* "Part-time" residents and visitors are becoming more eclectic in how they visit, live and/or work in Southampton. Many residents, for example, now work at their Southampton home except for a few days a week, or regularly take three-day weekends, or have business colleagues join them in Southampton. More frequent service is needed to accommodate this greater variety of life- and work-styles.
- *Provision of faster train service to New York City.* This could be achieved with more express trains.
- *"Park and rail" facilities:* The 1993 "Blueprint" report to the Governor recommended Gabreski Airport as a possible location, where there is ample space for car rental, bicycle rental, jitney/bus facilities, etc. An airport/rail station would also bolster an employment center there as well. Another location at the Hampton Bays business center should also be considered; and a Hampton Bays multi-modal transportation center would bolster the business district. One or another of these two locations should become the eastern terminus of the more frequent commuter service that now terminates in Speonk.

With regard to promoting recreational use of rail, the LIRR should consider the following:

- *Bicycle storage areas:* The new equipment and the raised platforms will accommodate wheelchairs and thus can also accommodate bicycles.
- *Easy, permit-free use of trains by bicycle users within the Hamptons:* The current "Cyc-n-Ride" permit process requires weeks of advance planning; only two bicycles are permitted on each car; bicycles are not allowed at peak periods.
- *Summer season "shuttle trains" such as those used at some resorts to transport summer residents and visitors:* These types of vehicles can include closed- or open-air cars. These shuttles would travel the tracks during those times when the tracks were not in use by the full-size commuter cars. The prime market population would initially be vacationers out for pleasure rides. Execution of more frequent rail service involving railroad stock different from that now used by the LIRR could involve consideration of privatization of the railroad line, from Speonk eastward.
- *More, not fewer train stations*: Existing stations should be staffed, to the maximum extent practicable. With thought to a long-term, potential "shuttle train" service, the LIRR should not prematurely close any of its stations, and should even consider new stations.

With regard to providing rail facilities that contribute to the "town and country" character of Southampton, the LIRR should consider the following:

- *Rustic and historic railroad stations:* The redesign of Southampton's railroad station with raised platforms will detract from the town's rural image. The LIRR should restore existing station buildings, design an historic-quality station prototype, and provide landscaping that would make the platforms less obtrusive. The MTA has a nationally recognized "Arts in Transit" program; public art should also be a feature of the new railroad stations. Of particular concern are stations in the hamlet centers in connection with a plan for the Town's business areas: specifically, the Speonk Station (where a small but historic station building should keep its proximity to the platform, but should be enhanced with a "town green"); the Hampton Bays Station (where a new and historically compatible station building should be built), and the Bridgehampton Station (where landscaping, new station building and more parking could make this station a significant amenity).
- *Assistance with a rights-of-way along the railroad for a continuous bicycle route, from Speonk to East Hampton:* any reconstruction of the rail bridge at the Shinnecock Canal should, for instance, include a bike path.
- *Keeping rail stations in Southampton's many village and hamlet centers:* In many suburban and rural communities, rail service providers have abandoned rail stations in more "congested" historic centers for stations that are on major arterials and where large parking fields can be provided. The LIRR should do its part to create village and hamlet centers where people can walk to and from stores, services, public facilities and transit stops.
- *Retention of staffed railroad stations:* Indeed, as proposed by the Town of Southold in the North Fork, the LIRR and local chambers should consider a "concierge" approach to providing station services and management, as well as to act as local "ambassadors."

Finally, the LIRR(with the participation of the County, towns, and villages of the South Fork) should conduct a study to consider (1) improved rail service as an alternative or in addition to such actions as widening County Road 39, (2) shuttle and light rail service on the South Fork, and (3) further use of freight service to take trucks off the road.

☑ Action Items

❶ Encourage the LIRR to increase the frequency of trains, particularly in the shoulder seasons.

❷ Encourage the LIRR to make it easier for bicyclists to use trains, including permit-free access.

❸ Seek LIRR or independent study of shuttle and alternative rail options.

❹ Encourage the LIRR to keep all of Southampton's train stations open, staffed by personnel, and located in Hamlet and village centers.

❺ Help the LIRR to create more attractive train stations, mindful of upcoming construction of new ADA-Compliant platforms.

10. Buses

The Town of Southampton Department of Land Management just completed a survey of transit services provided in other rural and resort communities, including Barnstable/Hyannis and Nantucket, Massachusetts, and Aspen, Colorado. Based in part on this survey and on the experience of other similar communities such as Boulder, Colorado, the following recommendations are made:

- Encourage both long-distance and local bus service to pass through hamlet and village centers. Additional Jitney service to Sag Harbor is particularly desirable, since this village center does not benefit from rail service.
- Encourage local bus service to stop at the town's two colleges, high schools, and other schools. The bus service could serve teenagers (especially those attending sports and after-school programs) and school employees.
- Promote smaller sized and low-polluting vehicles that are more flexible as to route and also visually less intrusive on the community's bucolic image.
- Adjust bus service schedules and routes to coordinate with train and ferry schedules, allowing more and easier connections.
- Provide bike racks at well-designated bus stops, especially in hamlet centers.
- Provide bicycle transport on buses, to allow bicycle trips in connection with bus travel.
- Look at all of the bus services as a system, and adjust routes and schedules to provide greater frequency of service and coverage through population centers, to further attract youth and seniors.
- Identify bus shelter sites in hamlet centers, at schools and other frequented locations; explore bus shelter

designs that also match the town's rural, resort and historic character.

- Explore demand-responsive services, involving door-to-door service akin to group taxis, but with a semi-reliable schedule.
- Explore improved shuttle bus service for people who require such service to visit medical facilities; this could build on the Department of Human Services and/or inter-town and village cooperation to provide such services.
- Provide public phones with taxi services listed ("taxi phones") at hamlet centers, train stations, school parking lots, hospital parking lots, beaches and other destinations.
- Consider taxi service regulations, tying licensing to requirements to locate staffed taxi stands at rail stations and hamlet centers.
- As discussed later, improve written, web-site and schedule information. And as also discussed, create a Task Force to further these recommendations.

Three related themes emerge in the recommendations above. The first is to move to a more flexible system, with smaller buses providing more frequent, ubiquitous and perhaps "on-call" bus service. The second and related theme, discussed later, is to make bus service work in concert with train and ferry services, as well as walking and bicycling. The third is to promote alternative and private forms of public transportation (shuttle buses, taxis, etc.) to ensure small business growth and diversity of service.

☑ Action Items

❶ Promote bus routes with shelters, to hamlet centers, schools, beaches and other activity centers.

❷ Adjust schedules and routes to coordinate with train and ferry schedules.

❸ Provide bicycle racks at bus stops.

❹ Explore demand-responsive systems with bus and taxi operators.

11. Waterborne Transport

The Town should encourage waterborne transportation that would relieve the burden on local streets. This potentially includes water taxis to public beaches, particularly from hamlets and areas not proximate to the beach. Water taxis and excursion boats could both be promoted from the Shinnecock Canal. Waterborne transit at the Shinnecock Canal would also promote waterside restaurants, stores and recreational uses located there. Shuttle bus service to Hampton Bays could link these waterborne modes to rail service. The impact on local traffic should of course be weighed in considering waterborne transportation options.

☑ Action Item

❶ Consider feasibility of water taxis from the Shinnecock Canal.

12. Public Information And Transportation Centers

As described earlier, train and bus services should be better coordinated; both buses and trains should be designed to accommodate bicyclists; and bicycle routes should focus on train stations. A public education /public relations effort should accompany these improvements. This could include brochures providing train, jitney, and bus schedules, as well as taxi service phone numbers. It could also include internet/web-site information on these services and their schedules.

As the physical corollary to these concepts, the Town's train stations, bus stations and ferry stops should be transformed into low-key transportation centers. Note that the Town already has an example of a successful transportation center: the Hampton Jitney's "Omni" stop on County Road 39 just north of Southampton Village, where there is a comfortable waiting room, a restaurant, a health club, car rental and other services.

Ideally, each and every train station and ferry/water taxi stop in Town could have all or most of these features; designed to create pedestrian scaled, mixed-use train/ bus/bicycle centers that will be inviting places to wait or make transfers:

- Bus and jitney stop
- Bicycle racks and maps
- Bicycle rental concession
- "One-stop shop" for information on bicycle routes and rentals, bus routes and schedules, train and ferry schedules, etc.
- Small cafe and/or small "general store" (both with newspaper per stand)
- Public rest rooms
- Taxi stand
- Taxi dispatch office or taxi phone
- Adequate long-term parking
- Car rental (at Gabreski Airport and Hampton Bays only)
- Directional signage from nearby arterials

This multiplicity of uses would require amendment to the Town's zoning ordinance, allowing such uses by special permit (probably as "accessory uses," requiring an additional change in *Article XV* of the Zoning Code). One of the "proofs" for the special permit should be that the uses are small in scale, and that they contribute in their design to the rustic and/or historic qualities of existing train station buildings and/or the hamlets in which they are located.

Implementation of this proposal would most likely involve a "Request for Proposals" (RFP) issued by the LIRR in cooperation with the Town and Villages. The upkeep of the public uses and spaces (rest rooms, bicycle racks, etc.) could be the responsibility of the private uses (café, bicycle rentals, etc.). Likewise, some stations (e.g., Bridgehampton) may prove more profitable than others (e.g., Southampton College). Therefore, it may be sensible to use an RFP process by which some or all of the stations are joined in one bid that offers compensating economies of scale.

Other implementation tools include use of federal funding, priority LIRR funding (especially in conjunction with its Arts in Transit program), and offsite mitigation in conjunction with nearby development.

One particular priority should be placed on an intermodal station in Hampton Bays or at the airport in Westhampton Beach—either of which might serve as the eastern terminus of commuter rail service (extending such service from Speonk).

Another Omni bus station in the western half of town would complement the existing facility in the eastern half of town; there is a nearby exit off of the Sunrise Highway; population density is high in the area; the principal public beaches and proposed water taxi stop at Shinnecock Canal are both nearby; the Hampton Bays business district straddles Route 27A (the bus route) and rail line; and the downtown could benefit from the boost that a well-designed transportation center would provide.

☑ Action Items

❶ Work with LIRR, bus/jitney operators, and ferry operators to create mini-transportation centers, including the Gabreski Airport.

❷ Create transportation centers through flexible zoning and requests for proposals.

❸ Place priority on a Multi-modal transportation center at Hampton Bays and / or Gabreski airport transportation center.

13. Beach Access

Much of the peak summer traffic that is experienced in the Town of Southampton is generated by the Town's beaches. The Comprehensive Greenways System stresses the need for adequate parking at access points to these beaches. However, that objective is in seeming conflict with the scenic corridor study and the results of the Visual Preference Study (VPS). In order to solve this problem, the Town should consider providing remote parking lots which do not conflict with the scenic areas, in connection with bicycle routes and bus/taxi shuttle service to the various beaches. Existing beach parking facilities could thus be contained. This would keep beach access safe and visually attractive, and alleviate the enforcement problems which come with the illegal parking.

The bicycle routes presented earlier (refer to Maps 36W and 36E) generally provide fairly continuous bicycle access along the oceanfront, with inland routes coinciding as much as is practicable with public parks located on the beach. The bicycle routes also provide access to hamlet business centers and schools, where both bus-stops and remote parking should be provided. (Note that peak demand for beach parking on summer weekends coincides with school closings.) The bicycle routes also provide access to rail stations, and the principal east-west bike path is intended to parallel the railroad. To further encourage use of remote lots, the Town could publish a bicycle and walking trail map, also showing the designated remote parking lots and public beach access points. Bicycle racks should be provided at all public beach access points.

Providing weekend bus shuttle service to the beach is more ambitious. On a pilot basis, and only in hamlet centers where the village or CAC is in support of the action, the Town and a private operator should experiment with a beach shuttle van or taxi service, timed to coincide with train arrivals and departures, and providing at other times "on-call" service between the beach and hamlet centers as well as between the beach and remote parking lots at both railroad stations and schools (this could involve free taxi phones at all four locations). The operator could experiment with an open-air vehicle that would be in keeping with a "fun" and "beach" image that would help with the shuttle service's marketing. The shuttle service could be free for residents with beach passes. Hampton Bays and

Westhampton Beach are the most logical places to initiate this service, as it would also provide a boost to the business centers. If successful there, the service could then be extended to other locations where there is market, business and resident support.

☑ Action Items

❶ Use bicycle routes and facilities to immediately enhance beach access and relieve pressure on beach parking.

❷ Experiment with a pilot weekend shuttle service from train stations, hamlet centers and remote parking.

14. Technology And Traffic Management

The capital costs of new street and highway systems have prompted the development of a new industry, termed "ITS" (Intelligent Transportation Systems). While the concepts included in ITS technology are new and emerging, ITS is expected by US Deputy Secretary of Transportation Mortimer Downey to become a $200 billion industry in the next 20 years.[24]

ITS technology has existed on Long Island since approximately 1987, when the INFORM system was initiated on portions of the Long Island Expressway (LIE), the Northern State Parkway and Veterans Memorial Highway, all west of Southampton. This system utilizes sensors imbedded in the highways and closed circuit televisions to monitor traffic and to inform drivers of upcoming problems with electronic changeable message signs. Traffic conditions are also distributed to radio stations and local cable television stations by faxed information sheets. An expansion of this system is planned along Long Island's south shore.

Most ITS systems are best applied in more urban and suburban areas, due to volumes of traffic. While the peak traffic of Southampton is almost suburban in nature and ITS systems in the long term may prove viable technically, Southampton is largely a rural community, and most ITS systems would be an unwelcome intrusion on the community's value as a haven from urban and suburban environments. ITS must therefore be carefully crafted to match the technology not just to the traffic problem, but also to Southampton's sense of place. Several ideas should be explored, based on current technology, as follows.

- *ITS in connection with public information on travel:* Sensors could be installed on Route 27 and County Road 39 much as has been done on the LIE and Northern State Parkway to track traffic conditions. Up-to-date travel time information could be gathered on bus and rail services. Both could then be broadcast via highway advisory radio, on a local radio station and on the World Wide Web (as already done for the LIE and Northern State Parkway). Motorists, residents and visitors can pace their arrivals, departures, and trips around town; and also be made more aware of the alternatives to driving.
- *ITS in connection with traditional staffed intersections:* Traffic is at its worst during summer weekends. As traffic management during the recent U.S. Golf Open proved,

[24] Scranton Gillette Communications, Inc., *Roads and Bridges*, March 1995, pg. 36

traffic officers, aided by constant feedback on traffic conditions *can* move traffic safely and efficiently.

- *Emergency planning:* The East End is constrained in emergency ingress and egress during catastrophic conditions, when the need to leave is more immediate than is the case normally. In this type of emergency, real-time monitoring of events along streets and highway advisory radio and television messages should be employed.
- *Synchronized (computer-controlled) traffic signals:* The existing traffic signals on County Road 39 are already coordinated to accommodate the varying traffic flows that occur. However, the signal system should be upgraded to include system detectors and closed loop operation. These improvements would provide a more responsive and reliable signal system.

Over time, other ITS systems could be considered. For example, it may provide a way to safely provide a switch lane on County Road 39.

As another example, "Congestion pricing" is one further ITS system that may be worthy of consideration if the State revisits an option for a toll on Route 27 introduced in the 1986 Vollmer Associates report (which posited that a toll near the Shinnecock Canal Bridge would reduce traffic by 10% to 20%, with 25% of this reduced traffic diverted to rail service). Congestion pricing entails a vehicle toll collection system with the cost of the toll changing by time of day, or day of week, or season with higher tolls paid during peak periods of congestion, and lower tolls during off-peak periods. Congestion pricing can also include the use of "automated vehicle identification systems," which allow pre-registered cars to pass through an automated toll lane without stopping, by identifying the vehicle and billing by mail.

The major concepts behind congestion pricing are to (1) encourage drivers to shift their hours of travel in order to pay reduced toll fees, and (2) encourage car pooling and a shift to public transportation.

As congestion increases beyond tolerable limits in the Town of Southampton, this technique may warrant consideration, though it should be tailored to Southampton in a variety of ways. To minimize traffic impacts, the toll could be for one direction only, probably eastbound, since the peak is more gradual in that direction. The toll facility could be designed in keeping with Southampton's resort and rural image perhaps featuring shingle facing, and a Shinnecock Canal visitor's center. The toll could provide discounted rates for non-peak times and seasons, and also for frequent users who pre-register for the sensors that allow automatic fare collection. A portion of the toll's revenues could be dedicated to local street, bicycle/pedestrian and public transportation improvements.[25] Southampton's peak congestion is generated by second-homeowners and visitors making only one or two trips per week, and who are relatively immune to the added cost.

On the other hand, a toll facility just on Route 27 could divert traffic and congestion to Montauk Highway. Other considerations involve the social impact of further dividing the Town into two separate parts, with a toll to go from one portion of town to the other. Such a division could also prompt disproportionate development pressure on the western portion of the town.

[25] An authority could be formed to administer the toll revenues, made up of South Fork communities, in addition to the State. Precedent for revenue sharing from tolls is found in the Triborough Bridge and Tunnel Authority, which is a subsidiary of the MTA.

In sum, a toll represents a radical step that the State may choose to revisit as traffic worsens. Its unintended impacts will need full weighing. And such a toll should be predicated on use of emerging ITS technology and revenue sharing to reduce and make up for any of its negative traffic and land use impacts on local communities.

☑ Action Items

❶ Use new technologies to better inform drivers as to traffic conditions and transportation alternatives.

❷ Use new technologies to better synchronize traffic signals.

❸ If traffic increases beyond tolerable limits, explore congestion pricing.

15. Federal Issues

a. ISTEA

Many of the transportation problems that Southampton has experienced in recent years are not unique to the Town or even the region: they are shared to greater and lesser extents by most of the United States. For this reason, the federal government in 1991 enacted the Intermodal Surface Transportation Efficiency Act (ISTEA), intended to solve many transportation problems by enhancing highways and major roads under the Surface Transportation Program; Congestion Mitigation/Air Quality Improvements for areas of non-attainment under federal Clean Air Act requirements; Intelligent Transportation Systems (ITS); highway safety improvements; transit systems improvements; special programs; and an enhanced role for local governments in transportation planning. The Metropolitan Planning Organization (MPO) is responsible for developing a long range transportation plan in cooperation with the State Department of Transportation and a Transportation Improvement Program (or TIP) consistent with the long-range plan.

ISTEA created opportunities for local governments to secure money for the planning and implementation of primarily non-motorist means of travel. Southampton should actively seek ISTEA funds for the intermodal, bicycle route, and other high-priority non-motorist planning and implementation projects.

b. Federal Clean Air Act

Both Nassau and Suffolk Counties have been designated as "severe non-attainment areas for ozone" under the federal Clean Air Act, meaning that all forms of transportation alternatives that promote non-motorist means of travel are encouraged under federal criteria relating to air quality, such as Congestion Mitigation/Air Quality, or CMAQ, funding under *§108(f)(1)(A)* of the Clean Air Act Amendments of 1990. The primary air quality concerns relating to transportation modes are what are termed "ozone precursor emissions," both gasoline and diesel powered vehicles emit these compounds. Since emissions that are degrading to the environment occur primarily with the various forms of private motorist modes of travel, all of the non-motorist means and inducements recommended above potentially enhance the quality of the community's air quality, bringing the Town into compliance with the spirit of the law.

☑ Action Item

❶ Seek federal ISTEA funds for intermodal and bicycling enhancement projects.

16. Land Use Planning

A recurring theme in this report is the relationship of transportation and land use. Transportation will shape the market value of particular sites for particular uses e.g., highway business along major arterials, shopping centers near highway exits, downtowns near rail stations. Land use will shape the amount and type of travel trips e.g., multiple drives to go in and out of stores spread out along a strip, or one-stop park-and-shop in a hamlet or village center.

Two general goals should be adopted with regard to the land use/transportation dynamic in Southampton: to (1) improve how residents and visitors perceive the experience of driving Southampton's streets, and (2) reduce the need for automobile trips by bolstering hamlet centers.

a. Land Use Planning for Southampton's Streets

Clearly, the Town should control the design and appearance of land uses along its streets. In this regard, achieving a higher level of retail design quality is a particular priority perhaps because such development largely coincides with Southampton's most traveled streets. This priority is evident in the results of the Visual Preference Survey and the many CAC meetings held in connection with this study. The Scenic Corridors chapter enumerates recommendations to enhance the visual experience of Southampton's streets. A particular priority should be placed on reducing repetitive and garish signs which not only detract from Southampton's scenery, but in their distractions, also contribute to unsafe driving conditions (refer to *§330-85* through *§330-89*).

If the Town follows the suggested street classification presented earlier, Southampton's streets will predominantly be the non-motorist-priority and mixed-priority streets targeted for traffic calming. Traffic calming would thus protect neighborhoods from the changes in character imposed by large volume or fast-moving traffic. Also, drivers along traffic calmed streets are generally more appreciative of their surroundings than is typically the case along streets where driving may be accomplished in a more mindless fashion.

The land use corollary is to not just create calmer and more scenic streets, but also to alter the way land uses access streets. Some of the relevant recommendations described earlier include: shared curb cuts and shared parking (in "highway" commercial districts), on-street tandem parking and consolidated circulation/parking (in hamlet village centers), country lanes and shared driveways (in residential districts), reduced street widths (on non-motorist-priority and some mixed-priority streets), and reduced traffic-generating development (on motorist-priority and mixed-priority streets). These recommendations, combined with those in the scenic corridors report, will create positively memorable streets in Southampton.

b. Land Use Planning and Transportation in Hamlet Centers

The primary land use strategy to reduce automobile trips is to reinforce increased density and a mix of uses in the town's hamlet and village centers.

Higher densities are needed in order to generate more support for rail and bus service, both of which are to be focused in

hamlet and village centers. Simply put, the more people there are that can walk to a transit facility, the better the ridership possibilities become, without added strain on the streets that also may access that transit facility.

A mix of uses is significant in order to reduce automobile trips between uses e.g., not just one-stop-shop for shopping centers and malls, but also one-stop for the library, post office, a visit to a friend, and a meal out.

The land use techniques to achieve higher density mixed-use districts in hamlet and village centers are addressed in detail elsewhere in the Hamlet Business Strategies Chapter of the comprehensive plan. A number of transportation-related strategies bear repetition, nonetheless. These include: locating mini-intermodal (train/bus/taxi/bicycle) centers in the hamlet and village areas; traffic calming and sidewalks to create walkable hamlet and village areas; consolidated parking and service roads to ease intra-hamlet circulation; eased parking regulations, including those with regard to change of use in Village Business districts; and beach access linkages to and from hamlet centers. The intent of these recommendations is to make the village and hamlet centers more convenient places for all local residents.

☑ Action Items

❶ Revise the sign code to improve the visual quality of commercial districts (§330-85 through §330-89).

❷ Revise zoning to promote mixed uses in and near hamlet and village centers.

17. Regional Cooperation

Southampton has in recent years experienced the negative results of decades of transportation planning and non-planning. These results have resulted in oppressive traffic, high volumes of traffic on rural streets, and a feeling among residents of being condemned to frustration, especially in the desirable summer season.

These problems defy easy and quick fixes. Rather, the Town will need to adopt a long-term perspective on implementation. As noted in the 1986 Vollmer study, the Town will need to commence a "system wide program of improvements" to avoid the failure of its street system. This system wide program must incorporate alternative, non-auto, means of travel for Southampton to maintain or enhance its way of life.

The Town will also need to build alliances in order to fully implement the goals expressed in this report. Clearly, as described earlier in connection with ISTEA, the State's Transportation Improvement Program (TIP) will need to be amended. The support of both the State Department of Transportation and County Department of Public Works will have to be secured; along with the support of the Long Island Railroad (LIRR) and the private ferry and bus/jitney operators. The Town of Southampton should also reach out to other South Fork communities, as well as perhaps North Fork communities, to join in a regional effort to reduce traffic and promote alternatives to the automobile. The timing for such cooperation is good: the Town of East Hampton has commissioned a town-wide transportation study, and the Village of Southampton is now proceeding with its master plan update. Indeed, at the direction of the East End Supervisors and Mayors Association, the planning staff and representatives of the Towns of East Hampton, Southampton, Riverhead, Southold, Shelter Island, and of the Villages of Greenport and

Westhampton are drafting a shared position on East End transportation issues.

There are a multiplicity of ways in which the Town can join with its neighbors to better deal with transportation. In general, an inter-municipal task force could work on:

- A common approach to the LIRR regarding redesign of rail stations and extension and improvement of rail service.
- A similar common approach to promote inter-modal connections.
- Cooperative work with major institutions and employers to encourage transit and carpooling.
- Exploration of a flexible and cost-effective means of public transportation to ensure that those people who must rely on public transportation can access necessary health and human services.
- Mutually agreed to changes in bus service routes and schedules.
- Joint sponsorship of long-distance bicycle paths (as Southampton and East Hampton are now doing for the South Fork Bike Path).
- A common approach to scenic corridors, to keep town boundaries seamless, particularly between Southampton and East Hampton.
- With Riverhead, a mutually beneficial plan for Route 24 and the Riverhead Circle.
- With Sag Harbor and East Hampton a common strategy to implement traffic calming and the flow of traffic to and through the village.
- If the congestion pricing recommendation for consideration is eventually adopted, a consortium of South Fork municipalities to decide on which local transportation-related projects to allocate the revenue.
- Joint study of transportation issues and solutions, including, but not limited to, ITS, high-speed ferries and other concepts that are regional in their nature or impact.
- Joint marketing of transportation improvements and alternatives, including brochures, postings at train stations and bus stops, etc.

In sum, the Town must realize that long-term and regional perspectives will be needed to reconcile Southampton's growing number of visitors and residents with the maintenance of the Town's (and South Fork's) rural image and resort quality of life. The strategies employed must be tactical, and will vary over time. But the overall goals should always be the same: (1) to create more choices for residents in how they travel to and through town, and (2) to create a transportation and land use system that works to preserve a landscape of "rural" roads with distinct village and hamlet centers.

☑ Action Items

❶ Seek revisions to the state's transportation improvement program (TIP) to implement the Comprehensive Plan.

❷ Join with neighboring municipalities with regard to regional transportation strategy including street and transit improvements of

mutual concern, such as the Riverhead circle.