

**THE
VILLAGE COMPREHENSIVE
MASTER PLAN**

**MUTTONTOWN, N.Y.
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TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
PURPOSE AND USE OF THE PLAN	2
Zoning, Road System	
BACKGROUND INFORMATION	3
Location, Physical Characteristics, Zoning Land Use, Population, Public Facilities	
FUTURE DEVELOPMENT	10
Assumptions, Planning Policies	
RESIDENTIAL DEVELOPMENT	13
Basic Residential Policy, Maintaining Open Character, Residential Land Use Plan	
ROADS AND TRAFFIC	19
ECONOMIC DEVELOPMENT	21
Business, Industry	
VILLAGE FACILITIES	23
—	
TABLES: 1 - Summary of Land Area by Zoning District	4
2 - Summary of Developed and Undeveloped Land	5
3 - Summary of Land Use by Type of Use	6
4 - Distribution of Dwelling Units by Zoning District	7
—	
MAP — THE VILLAGE COMPREHENSIVE MASTER PLAN following	24

INTRODUCTION

The Village of Muttontown is at a critical point in its history. It, together with the neighboring North Shore villages, represents the only substantially open area remaining for development in Nassau County, and, if the County is to continue to grow as it has in the past years, this North Shore area is the principal place where this development must occur.

Nassau County tripled in population in the 1940-1960 period, gaining about 880,000 in population. The Regional Plan Association estimates that in spite of the relatively small amount of land remaining open for development, the County will gain almost a quarter million more in population by 1985. In the Regional Plan Association's 1957 report, PEOPLE, JOBS AND LAND 1955-1975, it states that "virtually all of the land now available for development in the County will probably be utilized in the next twenty years. In other words, Nassau should become fully saturated before 1975, with few open tracts left for development The forecast assumes that the 25,000 acres in private estates located in the North Shore area will continue to decrease as owners gradually yield to continuing population pressures. . ."

The above pictures, dramatically, the pressures the Village and its neighbor villages will have to meet. The critical position of Muttontown is seen by the fact that the intensive development of residence, business and industry has now moved up to the Village's southern boundaries.

The Village has decided that the time has come to reconsider its plan for the guidance of its future development, because such planning can give major assistance to the Village in resisting pressures for development that might be undesirable from the standpoint of the Village's long-term objectives. As development pressures increase in the County, and as owners having property that could be developed see the opportunities for capitalizing on development opportunities, an increasing number of them will beseech the Village Board for changes in zoning to provide for an increased density in development and different types of development, usually non-residential. It is the purpose and function of the Village Comprehensive Master Plan, hereinafter called the Plan, to indicate, to the best of its ability, in what way and where the Village should develop for various types and intensities of uses.

PURPOSE AND USE OF THE PLAN

The Plan is authorized by Section 179-gg of the Village Law. Under this Section, the Planning Board may prepare and adopt a comprehensive master plan showing its recommendations for the development of the entire Village, which may include desirable land use districts, streets, parks, public reservations, sites for public buildings, and other features of public interest, all designed to provide for the future growth, protection and development of the Village. While the Plan itself is basically advisory in nature, it is used in connection with Village activities where important decisions must be made.

Zoning

The Plan provides a comprehensive basis for zoning actions by the Board of Trustees, Planning Board, and Zoning Board of Appeals. At the present time, the Village has a Zoning Ordinance. This Ordinance states the regulations which now apply to the use of property within the Village. However, this Ordinance can be amended in the future as it has been in the past. When applications are received for zoning changes, the Village Board must decide whether or not to grant the amendment. In considering such changes, the Village Board asks the advice of the Planning Board, which must decide what to recommend.

At the present time, the Village relies upon its comprehensive zoning ordinance, adopted in 1932, as an expression of its land development policy. The Zoning Commission, appointed to develop and formulate the original zoning ordinance, considered many of the same elements used to develop this Plan. The original Zoning Ordinance is actually an informal master plan which expresses in general terms the aims and desires of the Village in regard to its character and the nature of its development. This comprehensive master plan, in addition to considering those factors considered by the Village's Zoning Commission, not only provides a clear policy statement concerning the intentions of the Village with respect to its future development, but also specifically outlines guides concerning the location of new roadways, parks, recreational areas and other municipal facilities. This development policy will be implemented in many ways, by public and private action, and in accordance with the Village zoning ordinance and other development regulations.

Road System

As each individual property in the Village is developed, land subdivision may take place and new roads may be built to serve the house lots which are created. Under the Village Law, the Planning Board must pass on each proposed development to determine that it meets Village standards and requirements. It is in this fashion that the Village road system gradually comes into being and other characteristics of the Village's environment are crystalized.

The Plan will be most useful in giving an overall view of the future road system into which the individual road segments might best fit, when viewed in the context of Mufontown's future environment.

BACKGROUND INFORMATION

The Location of Muttontown

The Village of Muttontown is one of the several rural residential communities in the Town of Oyster Bay on the North Shore of Long Island. Most of its six and a quarter square mile area lies between two major east-west arterials, the North Hempstead and the Jericho Turnpikes, which provide for good access to the surrounding metropolitan area. East Norwich-Jericho Road (N.Y.S. Rte. 106) forms a connecting link between the two main highways, as it crosses the Village from northeast to southwest. This road is intersected midway by Muttontown and East Woods Roads which join the Brookville-Jericho Highway on the west with Split Rock Road to the east. The overall effect of this road network is to divide the Village into four large sections, generally oriented in the four compass quadrants.

Muttontown is one of the southern tier of North Shore villages which have, so far, resisted incursions of the high density development which has taken place in central and southern Long Island. The northern edge of this intensive development is evidenced by the high density residential, commercial and industrial uses on the south side of Jericho Turnpike, along the Village's southerly boundary, and the expanding hamlets of Syosset and Locust Grove.

The Village is essentially residential in character, and its inhabitants utilize the already provided shopping, cultural and recreational facilities conveniently located in surrounding areas. Residents who commute by rail to New York City use the stations of the Long Island Railroad in Syosset, Manhasset, Hicksville or Greenvale, depending on which is most convenient. Housewives shop in East Norwich, Syosset, or other nearby centers for groceries and other convenience type goods and services. For larger, less frequent purchases, the excellent regional road network in this part of Long Island makes travel to many of the major shopping areas an easy matter. Access to schools, recreational and cultural facilities is equally convenient.

Physical Characteristics

The Village is divided into two major watershed areas by the ridge line of the glacial moraine which runs along the northern shore of Long Island. Because of the porosity of the glacial material, rainfall sinks into it rapidly except where decaying vegetation has collected in small depressions, or where there are clay deposits, creating ponds which drain slowly by seepage and evaporation. Permanently flowing streams are not common in the area. North of the ridge line, which runs roughly parallel to and to the north of Muttontown and East Woods Roads, storm water drains toward Long Island Sound; to the south of the ridge line, toward the Atlantic by way of the East Meadow Brook drainage system. The few ponds in the Village constitute well less than 1% of the total area.

How The Village is Zoned

The Village is divided into four zoning districts: Residence A-1, two acres per lot; Residence A-2, one acre per lot; Residence A-3, one-half acre per lot; and Economic Development, a limited commercial-industrial district requiring three acres per lot. The two-acre residence district is by far the largest, including more than nine-tenths of the area of the Village. Most of the one-half acre zones are located in the southerly and southeasterly parts of the Village where, in large part, they form a transitional zoning district adjacent to the more intensively developed unincorporated area of the Town of Cyster Bay. One other half-acre residence zone abuts the southerly edge of the settled area of East Norwich in the north-easterly part of the Village. Less than one percent of the land in the Village is zoned for non-residential uses. The area in each zoning district at present is listed in the following table.

Table 1

Summary of Land Area by Zoning District
Village of Muttontown, N.Y.

<u>Zoning District</u>	<u>Gross Land Area in Acres</u>	<u>Area of District As % of Total Land Area</u>
Residence A-1 (2 Acres)	3,655	91.3
Residence A-2 (1 Acre)	58	1.4
Residence A-3 (1/2 Acre)	273	6.8
Economic Development	20	0.5
	<u>4,006</u>	<u>100.0%</u>

Source: Existing Zoning Map, 1964.

Scale 1" = 400'. Areas measured by planimeter.

How Muttontown's Land Is Used

A major difficulty in analyzing the use of land in a low density residential community, such as Muttontown, is to separate developed from undeveloped land in those instances where the parcel exceeds the minimum lot area for the zoning district. For the purpose of this report, such land in excess of that required to comply with the zoning requirements has been classified as "undeveloped," since it may be considered as potentially developable in the near or far future, even though the owner may have no present intentions of taking such action.

A complete survey of the use of land in the various parts of the Village was made in August 1960. At that time, the Village was less than one-third developed. This land use

information was brought up to date by field survey in May 1968. Since the original survey, several significant changes have taken place.

Developed land in residential use has increased about 20%. Most of this development has occurred in the 2 acre zoning district. Property in the southwest portion of the Village is presently being developed in half acre lots. Nassau County has acquired the 242 acre Christie Estate, in the center of the Village, for County park purposes, and the McKay property, approximately 50 acres which abuts the County park site to the north, has been dedicated as the Muttontown Nature Preserve. In addition, the reconstruction of N.Y. Route 106 through Muttontown has been completed and the Village's industrial lands are committed to development. Even so, the total effect of this new development has been to reinforce the general character of Village land as that of a low-density, residential community.

Table 2
Summary of Developed and Undeveloped Land

<u>Zoning District</u>	<u>Village of Muttontown, N. Y.</u>		
	<u>Land Area (Acres)</u>	<u>Developed Area* (Acres)</u>	<u>Undeveloped Area (Acres)</u>
Residence A-1 (2 Acres)	3,655	1,891	1,839
Residence A-2 (1 Acre)	58	13	45
Residence A-3 ($\frac{1}{2}$ Acre)	273	30	243
Economic Development	<u>20</u>	<u>20</u>	<u>0</u>
Totals	4,006	1,954	2,127

Source: Existing Land Use Map, August, 1960, updated by field survey in May 1968 and by discussions with Village and County Officials.

Scale 1" = 400'. Areas measured by planimeter.

* Includes street rights-of-way, golf courses, public parks and permanently dedicated open space. See also discussion of "developed land" above.

The basic land use in the Village is residential, but of the approximately 1,950 total acres presently considered developed, slightly less than half is devoted to non-residential uses, such as roads, golf courses, public buildings, and other public facilities and recreation areas. The following table shows how land was used at the time of the updated field survey of land use in May 1968.

Table 3

Summary of Land Use by Type of Use
Village of Muttontown, N.Y.
May, 1968

<u>Type of Land Use</u>	<u>Net Area in Acres</u>	<u>% of Developed Land</u>
<u>Residential</u>		
One-family residence	1,008	51.6
<u>Non-Residential</u>		
Wholesale-Retail	70	3.6
Public Buildings	2	.1
Public Facilities ¹	375	19.2
Private Recreation	255	13.1
Church and Cemetery	<u>56</u>	<u>2.8</u>
	758	38.8
<u>Roads</u>	<u>188</u>	<u>9.6</u>
Totals	1,954	100.0

Source: Same as Table 2.

1/ Includes County Park, other public recreation lands, drainage sumps, water supply facilities.

Existing Residential Development

There are now about 500 dwelling units in the Village. These consist entirely of single-family homes, although about 130 units are not on separate lots, but are dispersed on 40 to 50 large properties. About 100 new dwelling units have been occupied since the August 1960 survey.

Dwelling units are distributed by zoning districts as follows:

Table 4

Distribution of Dwelling Units by Zoning District
Village of Muttontown, N.Y.
May, 1968

<u>Zoning District</u>	<u>Number of Dwelling Units</u>	<u>Area Devoted to Dwelling Units (Acres)</u>
Residence A-1 (2 Acres)	455	981
Residence A-2 (1 Acre)	12	13
Residence A-3 (1/2 Acre)	29	14
Economic Development	<u>0</u>	<u>0</u>
Totals	496	1,008

Source: Same as Table 2.

Possible Additional Residential Development Under Existing Zoning

There is sufficient developable land in the Village today so that, even if the zoning remained unchanged, an additional 1,400 dwelling units could be constructed, for a total of about 1,900. The largest proportion of the additional housing potential is in the 2 acre residential zones. However, about 410 new homes could be built in the one-half acre lot districts, and about 35 new homes in the limited one-acre lot district. If the areas now utilized by the two country clubs should be developed in the future, the potential residential growth could be increased by about another 120 dwelling units.

In arriving at the above estimate of potential additional residential development, an allowance has been made for a part of the land being set aside for such public uses as roads, recreational areas, drainage sumps and the like.

Present and Potential Population

The official population count of the Village as of April 1, 1960 was 1,265, according to the U.S. Census, or an average of about 3.4 persons for each of the 369 dwelling units recorded in the Census.* It follows then, that if the Village has a potential dwelling unit total of 1,900, the future population could equal about 6,500, or more than five times the 1960 Census figure.

* The consultant's survey of land use in August 1960 disclosed a total of 403 dwelling units - 34 more than the Census reported. Part of the difference may be accounted for by new housing constructed in the interval between the surveys. Some of the difference may represent units missed by the Census enumerator.

It should be emphasized that the 6,500 population figure is not a population forecast but an indication of the maximum population growth that could eventually take place under the terms of the existing Zoning Ordinance, and which should be taken into account in planning Village facilities and services. Future changes in zoning densities, types of land use, and sizes of families, could of course alter this figure.

It is interesting to note that according to the U.S. Census, the Village population increased to 1,657 in April 1965, or over 30 percent in five years. If new growth activity continues at that rate, the Village population will double in twenty years.

Existing Public Facilities

Schools: The Village lies in four public school districts: Central #2 (Syosset-Locust Grove); Central #3 (Brookville-Locust Valley); Central #6 (Oyster Bay-East Norwich); and U.F.S.D. #15 (Jericho). There are no public, parochial or private school facilities in the Village itself, however. Bus transportation is provided to the public schools in the neighboring communities. A number of these schools are located along the periphery of the Village; these include the Brookville School on Remsen's Lane, the Cedar Swamp Elementary and Jericho Junior-Senior High Schools on Cedar Swamp Road, and the Mabel G. Fox and James Vernon Elementary Schools in East Norwich. The Central #6 District has acquired an approximately 20 acre school site immediately south of East Norwich abutting and west of Route 106, but there are no plans for its development at this time.

Village Hall: The Village owns and maintains a Village Hall - Police Court on a parcel of land off the East Norwich-Jericho Highway, north of East Woods Road. This building, with its accessory buildings, grounds and parking, occupies approximately two acres. The day-to-day functions of Village government are conducted in the homes of the Village officials; the Police Court building is used primarily for meetings of the Village Board and other Village agencies.

Fire and Police: The Village is served by four volunteer fire districts - East Norwich on the north; Syosset on the east; Jericho on the south; and Glenwood Landing on the west. There are no fire houses within the Village. The Village of Muttontown has joined the neighboring villages of Brookville, Old Brookville, Upper Brookville, and Matinecock, to provide joint police service on a contract basis. The central police station is located at the intersection of the Brookville-Jericho Highway and the North Hempstead Turnpike.

Public Water Supply and Sewage Disposal: The supply of public water is furnished to Village residents through the mains of the Jericho Water District with offices in Syosset. The District's mains are located along the major roads of the Village, making the extension of public water to buildings in new developments relatively easy. Fire hydrants are also available along these water mains. There is no public sanitary sewer system in the Village. For the most part, disposal of sewage is by individual septic tanks for each property. This method has generally proved adequate for the waste disposal requirements of low density residential development. The new half acre residential development in the southwest portion of the Village has unique soil conditions which require a central sewerage disposal system. If there should be a change in land use policy which might bring about concentrations of higher density residential or commercial-industrial uses, there may develop a requirement for a more comprehensive method of sewage treatment to protect against contamination of the water supply. Eventually,

a County trunk sewer may be constructed along the Jericho Turnpike thus offering opportunities for public sewers to some of the adjacent Village lands.

Storm Water Drainage: Storm water runoff, where it can be collected, is used to "re-charge" the supply of fresh water-bearing strata underlying Long Island. The storm water is drained to natural or man-made ponds, known as sumps or recharge basins, and is allowed to percolate down into the aquifer. Without such replenishment of fresh water, the aquifers would become contaminated by salt water seeping laterally from the Sound and the ocean to replace the less dense fresh water being withdrawn from the strata for public use.

Public Recreation and Open Space: Nassau has recently acquired the 250 acre Christie estate near the center of Muttontown fronting on the Jericho-Oyster Bay Road and Muttontown Road. A plan for the development of the park, prepared by the County Department of Parks with review by the Village, indicates its use for relatively quiet types of recreational activities. These include an equestrian area, with riding trails throughout the entire park; a camping area for use of organized groups such as the Boy Scouts; and a reproduction of an operating dairy farm. A small area will be devoted to park administrative and maintenance use.

The periphery of the Robert C. McKay estate has been designated and established as the Muttontown Nature Preserve. This approximately 50 acre parcel abuts the county park site and stretches northward around East Norwich to the North Hempstead Turnpike. This property will ultimately be available for nature study.

The value of both the County park and the Nature Preserve will continue to grow as more and more land becomes developed in the Village. Not only will it provide facilities for active recreation but it will help significantly to preserve the low density character of Muttontown's present development.

Two private golf courses within Muttontown also help to preserve the Village's open space. These uses cannot be considered as permanent open space however, and the Village may some day be required to adopt a policy as to their preservation as pressures for land development increase.

The Village is fortunate that several major recreational attractions are within convenient driving distance of its residents. The most popular include Jones Beach, Bethpage and Sunken Meadow State Parks. However, such State facilities are often crowded, since they serve a large part of the metropolitan population. Actually, it is likely that a large part of the Village residents rely on private clubs and facilities for their recreational needs. The Town of Oyster Bay maintains several bathing beaches along Long Island Sound, between Hempstead and Cold Spring Harbors. Although these are intended for Town residents, they are also in heavy demand by the seasonal occupants of the summer cottages along the North Shore.

For the naturalist, there is a bird sanctuary adjacent to the westerly boundary of the Village, opposite the intersection of the Brookville-Jericho Highway and Muttontown Road. There are other wildlife sanctuaries in Glen Cove, and the Villages of Matinecock and Mill Neck. Recently, a large segment of the North Shore wetlands was dedicated to the U.S. Department of Interior under the Federal Migratory Bird and Game Act.

FUTURE DEVELOPMENT

The preceding brief summary has outlined the existing features, facilities and development of the Village. The Plan has been discussed in preliminary form with the Planning Board and the Board of Trustees. Based upon these discussions, basic assumptions and policy decisions have been reached with respect to the fundamental objectives to be sought in the gradual development of the Village.

Assumptions

The Village of Muttontown is part of a larger area both on Long Island and in the metropolitan region, and many of the influences which will tend to shape the future development of the Village will come from this larger area. Since the Village of Muttontown obviously has no control over the development outside of its limits, it becomes necessary to make certain reasonable assumptions with regard to developmental trends in this larger area. These are outlined below.

1. The New York Metropolitan area will continue to grow in population and economic activity. Current forecasts indicate that the metropolitan area may have about 7,750,000 additional population and about 2,700,000 more jobs in the next 25 years, most of which growth will take place in the suburban areas. The Regional Plan Association estimates that about 1,500,000 of this population growth, and perhaps 450,000 additional jobs will be in Nassau and Suffolk Counties.
2. The Village of Muttontown is one of the nearest areas to New York City still having a large amount of land suitable for future development. In fact, the Village is one of the key parts of the primary area (North Shore) remaining for future expansion in Nassau County. Therefore, the Village can expect, in the future, to experience growth at a proportionately greater rate than that of most other communities in the metropolitan area, and can expect increasing pressure to allow more intensive development, particularly since, on its southerly boundary, it directly abuts the edge of this mass development.
3. Nassau County development already provides a wide range of housing environments, predominantly in the small lot categories, and the maintenance by the Village of its present low density residential policy helps in assuring a desirable variety of residential choices in the regional housing market.
4. Adequate areas for business development, needed to serve the future growth of the area, already exist in developed and in zoned areas in the communities surrounding the Village. Therefore, the provision of areas for business development within the Village would be based upon the suitability of land for a particular type of land use, rather than upon any need to serve the surrounding area. Conversely, the need for business development areas within the Village to serve the needs of the residents does not exist.
5. An increasing number of employment centers will be located on Long Island, and an increasing proportion of the Village's residents will work in such establishments. However, the number of persons commuting to New York City will continue to be large.

6. There will be a substantial increase in automotive traffic both through and within the Village, due to increased population and increased car usage, both within the Village and in the surrounding area.

Planning Policies

Practical planning for the future development of the Village should reflect the views of the people of the Village. While it is true that the population of any community changes over the years and that this will result in different attitudes towards the Village's development, it is believed that a substantial agreement on the type of Village development that is desired has been established. The planning policies below are suggested as probably representing the consensus of the Village residents.

1. Every effort should be made to maintain a predominately residential community, and to maintain the high standards of residential development that are now characteristic of the Village. Wherever necessary, present zoning standards should be improved and clarified so as to protect the character of the Village's residential areas.
2. Residential development should continue to be predominately of a low density. While some areas might be planned for lower density and others for perhaps higher density, the present overall character of two acres per family should be maintained.
3. In order to help preserve the open space character of the Village, to sustain the attractiveness of the present environment and thereby to support the economic viability of its residential areas, the preservation of open space is an important function of Village planning. The maintenance of open space will help provide for the recreational and aesthetic needs of Village residents and will ensure an element of variety in the residential development and environment of Nassau County and the region of which it is a part.
4. The system of roads should be planned to handle conveniently and safely the substantial increase in traffic that will accompany the growth of the surrounding area and the Village. Rights-of-way of roads should be adequate in width and alignment to accommodate future traffic requirements. However, Village roads should not be expected to handle any large increase in through-traffic. To rebuild them for this purpose might tend to destroy some of the essential charm of the Village. In general, new local streets should be laid out so as to serve conveniently the uses along them, but not so as to encourage through-traffic. Among the techniques to be employed to discourage through traffic would be the use of dead-end streets and the orientation of through, local streets, so that they do not conveniently align with other through streets.
5. Through-traffic routes crossing the Village should be so located and so designed that they will result in a minimum of disturbance to existing residential development. Their design should be properly related to the existing and future street system of the Village, and rights-of-way should be adequate in width to allow for substantial landscape screening next to abutting residential areas.

6. All non-residential uses should be located on, or have direct access to, main highways so that it will not be necessary for traffic going to and from such uses to proceed through local residential streets.
7. At the present time, the Village is largely undeveloped, having a substantial number of estates. It must be assumed, as time passes, that many of these estates will be replaced by new development which, even though at a low density, will gradually give the Village a built-up appearance, strikingly changing the present rural or open character of the area. Consequently, methods will be employed, through land and easement acquisition, development regulations and other means, whereby some of the present open character, particularly along existing roads, may be preserved.

RESIDENTIAL DEVELOPMENT

Basic Residential Policy

The Plan is based upon a continuation of the present low-density residential planning policy. As pointed out earlier, only a small part of the Village has been developed in accordance with this policy to date (two acres per family), the large part still remaining in residential parcels of substantial size. The pleasant, rural atmosphere of the Village is due in large measure to the very low density of development. This low density is reflected in the open spaces, the broad open meadows and the densely wooded hills that characterize the Muttontown landscape.

However, this openness will change - it cannot remain the same - as the Village continues to develop. In the early part of this decade, the ratio of acres of land to families was about 10 to 1; in just a few years, this overall density has been reduced to 8 acres per family. More subdivisions will be created, houses and roads will be constructed, and the woods and fields will become residential neighborhoods as the Village approaches the overall residential density of two acres per family provided for in the existing Zoning Ordinance. The objective of maintaining a pleasant open residential character as the Village advances towards its ultimate population and redevelopment under the Plan is of fundamental importance.

The continuation of the zoning patterns created by the Village's Building Zone Ordinance is essential to maintain the rural characteristics of the Village. Any effort to promote higher density zoning in the Village would cause the destruction of many natural and ecological resources and create additional burdens on municipal and educational facilities in the area.

In consideration of residential planning policy, it cannot be overlooked that Muttontown is in the "frontier" area. It, together with Old Westbury and Brookville, faces the mass housing development of Nassau County to the south of Jericho Turnpike, a situation not faced by the villages to the north. Consequently, to foster variety in the residential character of Nassau County, Muttontown's residential planning policy should be based upon maintaining and strengthening the basic two-acre density pattern established in its zoning 36 years ago.

Larger lot zoning (2 acres or over) is in close harmony with the prior development of large estates in the Village. Many of the mansions which are located on estates presently being subdivided blend in well with the homes on newly created 2 acre lots. The placement of large homes of this type in the midst of small residential lots, e.g., 1/2 acre, 1 acre, would create aesthetic unbalance, would tend to depreciate existing property values, and would adversely affect the residential character of the Village.

In the regional context, Muttontown and several of its North Shore neighboring municipalities provide an element of variety and relief in the development character and environment of much of Long Island. Considering the rapid growth of the New York area and the increasing awareness and concern of many (citizens and professionals alike) for our living environment, the role which Muttontown and its neighbors play in the provision of an open, semi-rural atmosphere is becoming increasingly important.

The attitudes of the residents of the Village should be, and is, the most significant factor to be considered in regard to the future development of Muttontown. It has been determined that many new residents have moved to the Village for the sole purpose of getting away from traffic, noise, fumes, and crowded living conditions that are characteristic of New York City and the high-density areas of Long Island. The pressing need to preserve the irreplaceable natural features of the Village is important not only to its citizens and its officials but also to the residents of the entire North Shore of Long Island.

All of the above factors, which not only have local but regional significance, have been considered in arriving at the present development policy.

Maintaining Open Character

Most of the land in the Village is currently used in a manner quite in contrast to the two-acre home development pattern authorized by its present zoning policy. For that matter, even a 3 or 4 acre per home development pattern would be quite different from the present character of most of Muttontown. Since the predominantly two-acre residential density currently in force is to be retained, other methods may be considered to keep a reasonable measure of the open character presently possessed by the Village. Some of the possibilities are discussed below.

1. Purchase of Land. The most obvious and usual method of keeping land open is through purchase. It does not need to be discussed further here other than to note that land investment is practiced by many communities in the New York area.
2. Purchase of an easement limiting the development of land. Since one of the basic purposes is to maintain areas in an open and at least relatively undeveloped condition, this objective could be achieved without actual purchase of the land itself. One of the oldest of practices is that involving the acquisition of an "easement" in a piece of land, giving the public some right over the use and development of private land. There are slope easements, drainage easements, air rights, sight distance easements, scenic easements along highways and parkways, and other types of easements. This is today considered one of the most useful of methods that could be used in reserving open spaces. For example, an area of land might be maintained in farm or forest use, or in its natural state by agreement with the owner. The price of such an agreement might be the difference in value of the land when so limited as contrasted with its value if developed. The State of New York has recently authorized municipalities to purchase or otherwise acquire such easements.
3. Acquisition of land by gift. This is, of course, an old and honored method. Many of the reservations and parks in the metropolitan area have been set aside as gifts, either to government agencies or to semi-public organizations, the latter usually

established for the purpose of administering such areas. The Muttontown Nature Preserve is an excellent example of this method.

Gifts of scenic easements and development rights are again often more appropriate than actual fee acquisition. Such a procedure usually reduces the tax burden upon the land owner, while ensuring the particular scenic or open space value of the lands involved.

4. Regulation of design and development. Considerable significant recreation and open space can be preserved by the use of development controls available through subdivision review and zoning. The Village subdivision regulations provide the opportunity to create residential areas which preserve unique physical features, such as an excellent view or a stand of trees. The regulations state that land subdivision plans shall show "a park or parks suitably located for playground or recreation purposes." The regulations also call for reservation of land in new subdivisions to preserve existing natural features, such as "large trees, wooded areas, water courses, ponds, historic sites, vistas, or other irreplaceable assets" where the Planning Board finds they will enhance the attractiveness of the subdivision and add value to the development of the Village. Up to 10% of the land in subdivisions can be reserved for recreation purposes of all sorts.

In some instances, it may be appropriate to require the reservation of open space along the fringes or edges of development, e.g., open space strips in their natural state along major roads, or between subdivisions in order to preserve the open character of development in Muttontown. These lands might serve other purposes as well by preserving drainage-ways, providing better screening adjacent to drainage swamps or non-residential areas, or providing hiking or riding trails.

5. Zoning. One relatively new zoning method of securing open space is to permit a developer of land to develop part of his property to a higher density than ordinarily called for in the zoning ordinance, provided the balance of the property is retained as permanent open space. For example, a 50 acre parcel in a two-acre lot zone may have as many as 22 residential lots with homes, allowing for street area. Under the procedure mentioned, the developer might be permitted to locate the 22 homes on, say, two-thirds of his parcel, if the other third was placed in a park or other type of permanently reserved open space.

The Village zoning regulations now permit certain lot size modifications in new subdivisions so as to obtain good subdivision design. This technique can be particularly useful in the creation of transition areas between zoning districts, by providing a strip of intermediate sized lots between two basic lot sizes. Other appropriate uses would be along major roads abutting non-residential uses, or along drainage or utility easements where deep or oversized lots might provide additional insulation from adjacent nuisances.

Since a substantial amount of the Village's development is still to occur, the review of appropriate subdivision design and zoning standards and techniques is an important element in the planning process.

6. Establishment by other levels of government. Several of the methods discussed above are of course also available for use by school districts, the Town of Oyster Bay, Nassau County, New York State and the Federal Government. The Village shall carefully evaluate any such proposal in order to weigh any open space and recreational advantages for Muttontown against possible problems of trespassing, vandalism, property damage and increased traffic. For example, the County Park to be developed on what was the Christie Estate will do much to maintain open space in the Village. Unless access is restricted to the Jericho-East Norwich Road, future park patrons may add considerably to the traffic on local roads.

Residential Land Use Plan

Residential Densities - The purpose of the Plan, as it relates to residential land use, is to indicate the general distribution of residential population as expressed in families per acre. The Plan is not intended to fix the details of residential zoning, either as to exact boundaries or exact densities and standards. These will be established and amended, as necessary, by the Board of Trustees as part of the Zoning Ordinance and Map of the Village. Therefore, the classifications of residential density shown on the Village Plan are not zoning districts, and the densities are expressed in average or overall terms, rather than as minimum standards. It is recognized that changing conditions may call for specific modifications in boundaries and standards, but the Plan, as adopted, should represent the broad policy that should hold in considering proposed modifications, unless and until, after careful study, the Village decides on a revision in basic land use policy.

The proposed classification of residential densities shown on the Village Plan is as follows:

- "Low" density - Two or more acres per family.
- "Medium-Low" density - One to two acres per family.
- "Medium" density - Less than one acre per family, but generally not less than one-half acre per family unless in accord with a "clustering" type of development approved by the Village.

It should be pointed out that the above described densities relate to residential use. The development of the Village includes and will include other related uses such as schools, clubs and churches. These types of uses, in practically all instances, require larger sites than do homes, and zoning standards should call for adequate space for each such specific use, not just the minimum zoning lot area for a home.

Low-Density Area - This land use classification includes all the Village except for the lands along the southeasterly and easterly boundaries with the Town, and a small area adjoining East Norwich. The more specific locations of these sections and their

recommended land use can be seen on the Plan map.

Medium-Low Density Area - This density would apply to the area along the Village line abutting Syosset. It would extend from Willis Avenue on the south to a point about 3,500 feet north of East Woods Road.

Medium-Density Areas - Areas to be developed at this density would be along Jericho Turnpike, Underhill Boulevard, and immediately to the south of East Norwich. These are the most critical areas along the Village's boundaries. There must be an understanding of the problem that exists due to the conflicting zoning policies of the Town and Village, so that the Village can adopt the best possible plan, and work with firmness in maintaining the Plan it adopts.

There are a few who would have the Village drastically modify its half-acre residential zoning along Jericho Turnpike to more nearly correspond with the intensive type of zoning in the Town area to the south. This type of proposal has no merit in terms of a comprehensive plan for the Village. It would result in moving the boundary line problem to a point north of Jericho Turnpike, rather than solving the problem. Actually, due to the existence of trees, shrubbery and walls along much of the Village frontage on the Turnpike, this area has a degree of protection, both visually and from the effects of noise, that the land on the south side of the Turnpike does not possess.

Several years ago study was given to the Jericho Turnpike frontage to determine whether the two-acre residential zoning should be modified. After this study it was agreed this area was suitable for residential development, but that the land near the Turnpike should be planned for smaller lot development. Consequently, for a depth of 1,000 feet, the land along the north side of the Turnpike was zoned for one-half acre residential use, except for the corner of Underhill Boulevard which was classified for non-residential use.

At the same time, it was agreed that the Planning Board should have some flexibility in planning new land subdivisions on the borderline between the one-half acre and two-acre zones. The Village Law permits the Planning Board to vary lot sizes in particular situations, provided the total potential number of house lots are not increased. For example, a subdivision in the one-half acre zone might have larger lots (say one acre) abutting the two-acre zone, and, to compensate, might have smaller lots (say one-quarter acre) near Jericho Turnpike.

It is recognized that the Village cannot rely solely on its zoning ordinance in securing good development. The manner in which roads and lots are laid out, particularly in this border area near Jericho Turnpike, will have at least as much bearing on the proper development of an area, as will the determination of lot sizes and building setbacks. For example, if this border area were to be developed with houses facing the Turnpike, it would be difficult to secure a good residential development of these areas. However, if these border areas were developed facing upon interior roads with no direct access to the Turnpike (except for a few needed road connections) and with deep lots and a

landscaped buffer established along these roads where it does not already exist, these could be attractive residential areas .

The problem along Underhill Boulevard is not as difficult as that on Jericho Turnpike, due to the fact that the industrial development on the Town side of the Boulevard is new, non-nuisance in type, and more attractive in design . The principal problem is the lack of adequate parking in at least some of the industrial establishments . The Village should prevail upon the County or Town to restrict the Boulevard against all-day parking . The Village must be vigilant with such matters involving problems created by abutting municipalities and, where appropriate, should call for action by appropriate authorities to alleviate such problems .

As pointed out above, the development of industry on the Village side of the Boulevard would merely move the boundary problem farther into the Village, making the solution no easier there than at the present zone boundary . The Boulevard is a wide and recognizable district line that should be maintained .

ROADS AND TRAFFIC

In planning for the Village's future development, roads and traffic must be considered in two ways. In the first place, it is necessary that there be adequate access to all uses of land in the Village, and that movement from one place in the Village to another be as convenient as possible. Since the Village builds no roads, it is essential that the road building by private land developers be so controlled that an inconvenient and costly hodge-podge of roads is avoided. A study of potential development under existing zoning indicates that the Village must contemplate that over 30 miles of new streets will be established eventually as a part of new residential development. How these many miles of streets are coordinated is of great concern to the Village.

The other aspect of roads of interest to the Village is that relating to service non-local traffic. Obviously, Muttontown is part of a larger urban area, and proper provision must be made for the movement of the traffic generated by the people of this larger urban area. Since many of the business, social and other activities of Muttontown residents take place outside the Village, local residents have a substantial concern in the adequacy of this regional traffic network. Of equal concern, however, is the handling of this non-local traffic so as to minimize its effects upon the future development of the Village.

The Village is well situated with respect to regional traffic arteries, with the Long Island Expressway and the Northern State Parkway close to its southern boundary, and the North Hempstead Turnpike in the northerly extremity of the Village. One of the principal north-south roads joining these east-west arteries, the Jericho-Oyster Bay Road, traverses the central part of the Village. Jericho Turnpike abuts the southerly boundary of the Village; Underhill Boulevard, part of the easterly boundary; Brookville-East Norwich Road, Remsen's Lane, and Mill River Road its northerly boundary; and Brookville-Jericho Road its westerly boundary. The other important road in the Village is Muttontown Road, extending east-west from Syosset to the Brookville-Jericho Road.

The State has recently completed the modernization of Jericho-Oyster Bay Road, including a realignment to reduce curves, and a redesign providing for one-way traffic with two lanes on each side of a central mall. A major new interchange has been constructed where this road joins Cedar Swamp Road and Jericho Turnpike to the southwest of the Village. The State has also rebuilt the intersection of Route 106 and North Hempstead Turnpike in East Norwich, together with about a mile of North Hempstead Turnpike through the hamlet. As constructed, this appears to have had a minimum impact on the Village of Muttontown. Future development along these major roads should be carefully controlled by the Village to help maintain their safety and capacity.

A study of potential development in the regional area north of Jericho Turnpike indicates that there is no reasonable prospect that any new regional traffic route will need to be built through Muttontown. Both North Hempstead Turnpike and Jericho Turnpike can be expected to be rebuilt in the future along the lines of Jericho-Oyster Bay Road. Plans have now been prepared for the widening of Jericho Turnpike. These will place substantially all the widening on the southerly side of the road outside the

Village. The character of Jericho Turnpike rebuilding can be seen just to the west of the Village. In the long run, with increased development in the central part of the Village and nearby areas, it may be necessary to improve Muttontown Road. However, this is a Village road, and the standards of any reconstruction would be set by the Village Board and should be designed to protect residential development along this road.

All new roads built in the Village are likely to be strictly local in nature, built by developers in connection with subdivisions of land. The layout, design and standards of construction for all these new roads will be set by the Planning Board operating under regulations approved by the Village Board. The Village is now equipped with a modern set of regulations to guide this development, due to work completed about eight years ago at the start of the Village planning program.

In many instances, it may be desirable and appropriate, from the standpoint of lessening traffic congestion and providing convenient travel within the Village, to provide for the ultimate interconnection between existing and/or proposed Village roads. One way to plan for these future connections is to require that the rights-of-way for these road connections be reserved at the time of subdivision plat approval, but that their actual construction be delayed until such time as their need is evident. One example of this is the reservation of a connection between Crest Road and Cecelia Drive, to be constructed when and if needed in the future.

Certain principles should apply in the design of this road system:

1. Roads should not have sharp curves or steep grades, but every effort should be made to follow the natural topographic contours of the land. In this way, a combination of safety and attractiveness can be achieved.
2. Roads should provide for convenient movement from one part of the Village to another, but connections with main highways should be so located and designed that short-cut routes are not created for through-traffic.
3. Road design should take account of existing and possible future roads in abutting Village and Town areas.
4. Some of these new roads will need to be laid out as secondary roads providing convenient travel from one part of the Village to another, and efficient movement of fire protection and police vehicles.

The existing elements of this road system are shown on the Village Plan. In locating future roads, consideration should be given to topography, as well as to the size and shape of property holdings, to make sure that the road locations will be practicable in connection with development of such holdings. As new development is proposed in the Village, the principles listed above should be used as a guide in the specific design of required streets.

ECONOMIC DEVELOPMENT

Business

At the present time, there are only a few very limited business uses in the Village, and, fortunately, they are of such type that they fit rather unobtrusively into the residential character of the Village. In fact, if it were not for identifying signs, most people would not know the uses existed.

Business centers for convenience goods to serve the people of the Village are located just beyond its boundaries at East Norwich and Syosset, and along Jericho Turnpike. Large shopping centers in several Nassau County communities are accessible to Village residents within a few minutes drive.

A study of the potential future growth of the Village indicates no need for the establishment of retail business districts anywhere in the Village. Existing business centers close to Muttontown's boundaries serve the general area as well as would be done from a location in the Village, and the total potential population of the Village would not in itself justify the establishment of a new business district.

In some instances it may be appropriate to permit the establishment or continuation of commercial activities of such character that they are or can be made compatible with low density residential development. Such uses as farming, animal boarding, horticulture and recreation or social clubs, to name a few, may be helpful in maintaining open space while sustaining the fiscal stability of the individual properties and the Village in general. All such uses should be reviewed by the Village before establishment, however, in order to insure their compatibility with surrounding development.

Industry

The Village has slightly less than 20 acres (less than 1% of its total area) zoned in an Economic Development District classification. Most of this area (almost 17 acres) is located at the northwesterly corner of Jericho Turnpike and Underhill Boulevard. Somewhat over 10 acres of residential land adjoining this industrial area are used for related parking, drainage, and landscape screening, in accordance with the Village Zoning Ordinance. A small, triangular piece of land, slightly more than 3 acres in size, located on the easterly side of Underhill Boulevard and extending to the railroad comprises the remainder of Muttontown's industrial lands. This small parcel is the only part of the Village east of Underhill Boulevard, and the property adjoining it, in the unincorporated area of the Town of Oyster Bay, is zoned for industry and is in use for such purposes.

The large parcel at the Jericho Turnpike corner has been the subject of intensive study by the Village during the past several years, following the inclusion of this land within the Village boundaries when about 500 acres in this general area were annexed to the Village. The corner parcel had been zoned by the Town of Oyster Bay for

neighborhood business. While the future zoning of the area and the annexation were being discussed, however, the owners of the property obtained building permits from the Town for two structures which were identified as "office buildings" on the approved plans. When work was started on footings for these buildings, construction was stopped as a result of legal action by neighboring property owners.

In essence, the fundamental question facing the Village was whether the area was suited for residential use, and, if it were not, what type of zoning for the area would best protect the basic low-density residential development policy of the Village, particularly in the already developed abutting area. A careful study of the situation led to the conclusion that a change in the two-acre residential zoning in this corner area would be to the advantage of the Village as a whole, provided the area was subject to proper development standards and planning approval by the Village.

After public hearings the corner property was placed in a new type of zone, designated Economic Development District, varying in depth from 650 to 800 feet from Jericho Turnpike and permitting restricted non-residential uses under high standards (low-density, large setbacks, landscaped screening, etc.) designed to protect neighboring residential areas, as well as to secure well-planned development of the property itself. The zoning standards require that as a prerequisite to any development in this District, the specific plans must be submitted for the approval of the Planning Board, just as is required in the case of all residential developments in the Village. Legal constraints upon the development of this land have recently been removed and its development as a high quality office building complex is rapidly nearing completion.

Since the objective of the Village, insofar as Jericho Turnpike and the Boulevard are concerned, is to provide for a type of land use that will maintain and protect the Village's overall low-density residential land use policy, mention should be made of one other type of land use that might be suitable for this border area. This is the company headquarters or research center, located on a large lot (10-20-50 acres), with buildings covering very little land area (10 percent) with very large setbacks, and with attractively designed buildings and landscaping. Such a type of use would make a good neighbor to low-density residential areas. There are several outstanding examples in Westchester County, Connecticut and New Jersey.

If an interest develops on the part of companies to establish such low density facilities in Nassau County, the Village might consider specific proposals as alternatives to the half-acre residential use along the Turnpike and Boulevard.

VILLAGE FACILITIES

The various public facilities presently serving Muttontown are discussed earlier in the Plan. The following additional facilities are considered appropriate for future Village action.

Storm Water Drainage. The Village's consulting engineer has prepared a comprehensive plan designed to solve the many drainage problems which will be encountered as the Village develops. In order to preserve the natural beauty of the land, the drainage plan contemplates the use of natural ponding areas with a minimum of large drainage pipes and related facilities. The concept calls for each subdivider of a tract of land to solve his own drainage problems within his own development, with the drainage facilities in each individual subdivision becoming part of a larger system that will eventually be complete as the Village is developed.

In view of the importance of protecting the attractiveness of the Village, the proposed plan seems to offer substantial advantages to the Village. The proposed plan is in preliminary form and will need to be designed in detail to fit subdivisions as they are presented to and acted upon by the Planning Board.

Village Park and Recreation. As the growth of the Village increases and the open spaces diminish, it may become desirable to provide park and recreation facilities for the use and enjoyment of Village residents. Fortunately, the recently established large County Park will help meet the needs of Muttontown's population. But this Park will have specific recreation functions and will be used by the entire County. Consequently, its specific use by Village residents may be somewhat limited. While many Village residents also use private clubs for recreational activity, experience indicates that an increasing number of people will need public recreational facilities since there is a limit to the amount of membership expansion that clubs can handle without overcrowding and destroying some of the value of the club. In addition, the growth of the Village, as now provided for in its zoning, will bring many people who will not wish to, or cannot afford to, belong to clubs.

The matter of convenience is also important in the provision of park and recreation areas. While most residential lots should certainly be large enough to permit the normal games and romping of young children, school and County facilities, or the grounds of private homes may not be available or appropriate for the active and intense field games of older children and young adults. Then too, Village park and recreation areas should be considered for their aesthetic and open space characteristics as well.

No specific area is recommended on the Plan for a Village park, since there are many places which would be appropriate. An area of perhaps 25 acres should be sought as the opportunity is presented in the sale and disposition of property. The park should have direct access to one of the principal traffic roads in the Village. As part of its continuing review of the Village Plan, and especially through the subdivision review process, Muttontown will be able to study the appropriateness of Village lands for park and recreation purposes. As mentioned earlier, under its authority to require recreation

land (up to 10% of the gross area of a proposed subdivision) or money in lieu of such land where no appropriate recreation sites exist, the Planning Board can add another useful and important function to its duties of land development review and control.

Village Center. It has been pointed out that the Village has no internal focal point and that it is oriented towards its periphery. It is worth considering whether such an internal focus would be necessary or helpful in stimulating the sense of unity which the residents should have to promote and maintain the kind of Village development desired.

It must be remembered that eventually the Village may have a population approaching 6,500. This will bring problems of Village activities and operations that do not exist today. Muttontown will need to have its own Village offices and a larger meeting place, not only for official Village functions but also for activities of a community nature.

The Village recently acquired the two acre property on Jericho-Oyster Bay Road where the Police Court building is now located. The Village Board, Planning Board, and other agencies, now hold their meetings here in a portion of a garage which has been remodelled for this purpose. The parcel contains several other buildings which might be converted for Village purposes.

This property is within reasonable travel distance of all parts of the Village. The fact that it is an interior lot, connected to the main road by a narrow strip of land, means that any substantial future development should involve proper screening and landscaping to protect the use of neighboring residential properties. The present narrow access drive will need to be widened eventually to provide two-way traffic for the handling of cars involved in the larger attendance that can be expected at public meetings and hearings in the future.

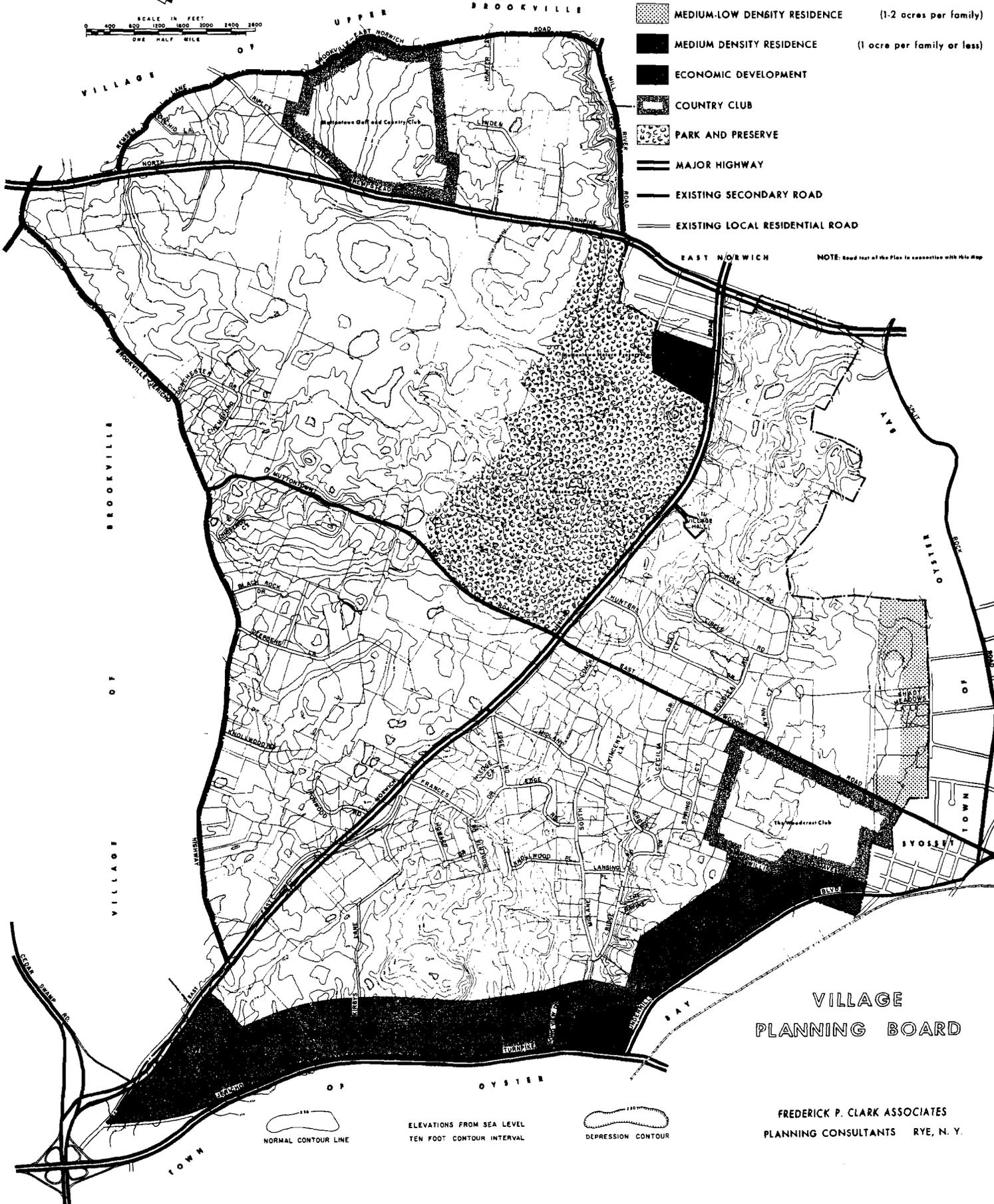
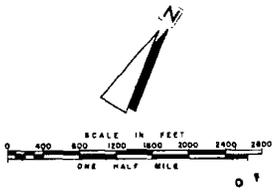
A general plan should be prepared, showing how the various buildings can best be used, and how the access roads and parking areas that will be required in the future can best be laid out. It may be appropriate to expand the Village property with land for Village park purposes sometime in the future.

VILLAGE OF MUTTONTOWN, N.Y.

VILLAGE LAND USE PLAN

AN ELEMENT OF THE VILLAGE COMPREHENSIVE PLAN

-  LOW DENSITY RESIDENCE (2 or more acres per family)
-  MEDIUM-LOW DENSITY RESIDENCE (1-2 acres per family)
-  MEDIUM DENSITY RESIDENCE (1 acre per family or less)
-  ECONOMIC DEVELOPMENT
-  COUNTRY CLUB
-  PARK AND PRESERVE
-  MAJOR HIGHWAY
-  EXISTING SECONDARY ROAD
-  EXISTING LOCAL RESIDENTIAL ROAD



VILLAGE
PLANNING BOARD

FREDERICK P. CLARK ASSOCIATES
PLANNING CONSULTANTS RYE, N. Y.

 NORMAL CONTOUR LINE
ELEVATIONS FROM SEA LEVEL
TEN FOOT CONTOUR INTERVAL
 DEPRESSION CONTOUR