

Brookhaven 2030 Comprehensive Plan

Town of Brookhaven, Suffolk County, New York

Draft Scoping Document for the Draft Generic Environmental Impact Statement

**ADOPTION OF THE TOWN OF BROOKHAVEN
*2030 COMPREHENSIVE PLAN***

June 26, 2008

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Comments will be accepted by the Lead Agency until July 25, 2008

1.0 Introduction

The Town Board of the Town of Brookhaven (the “Town”) is preparing a new Town of Brookhaven comprehensive plan, *Brookhaven 2030 Comprehensive Plan*, in conformance with New York State Town Law § 272a. In accordance with the State Environmental Quality Review Act (SEQRA), and its implementing regulations (6 NYCRR Part 617), the Town Board of the Town of Brookhaven, acting as Lead Agency in the adoption of the *Brookhaven 2030 Comprehensive Plan* (the “Plan”), has determined that the proposed action is a Type I action and that a Draft Generic Environmental Impact Statement (DGEIS) is needed to evaluate areas of potential impacts resulting from the likely recommendations expected to be included in the comprehensive plan.

As set forth in and conformance with 6 NYCRR Part 617.8, this document is the Draft Scoping Document that sets forth the issues and analyses to be included in the DGEIS for the *Brookhaven 2030 Comprehensive Plan*. The issues to be addressed in the DGEIS were set forth in the Positive Declaration issued by the Town Board of the Town of Brookhaven on December 18, 2007.

The information prepared in conformance with this Scoping Document for the DGEIS is intended to provide comprehensive analysis in the decision-making process for use by the Lead Agency and any involved/interested agencies in preparing their Findings Statements and issuing decisions.

1.1 Brief Description of the Proposed Action

The proposed action is the adoption of a new Town of Brookhaven comprehensive land use plan, the *Brookhaven 2030 Comprehensive Plan*. The Town’s current comprehensive plan was adopted in 1996 and, since that time, the Town has experienced significant population growth and changes in land use which require updating the Town’s comprehensive plan.

The *Brookhaven 2030 Comprehensive Plan* will be based on an examination of existing and projected conditions, needs and issues, and identified goals and objectives that will together provide the basis for a comprehensive plan to guide future land use and zoning decisions in the Town. The comprehensive plan will ensure the implementation of sound and accepted planning principles, including smart and sustainable growth and the reduction of sprawl; the protection of community values; the provision of economic growth and affordable housing; transportation management; and the preservation of critical environmental, social and economic resources.

1.2 Potentially Significant Adverse Impacts of the Proposed Action

While the *Brookhaven 2030 Comprehensive Plan* is expected to be beneficial to the

environment because it will promote smart growth, sustainable communities and growth management principles, it does have the potential to have adverse impacts on the following elements of the environment, thus warranting evaluation in the DGEIS:

- Land Use, Zoning and Public Policy.
- Demographic/Population and Socioeconomic Conditions.
- Housing.
- Community Facilities and Services.
- Infrastructure.
- Soils/Geology and Topography.
- Hydrology and Water Resources.
- Open Space and Scenic Resources.
- Natural Resources.
- Solid Waste and Sanitation.
- Historic and Cultural Resources.
- Traffic and Transportation.
- Air Quality.
- Fiscal and Economic Conditions.

The potential adverse impacts in each of the above-mentioned areas will be fully addressed in various DGEIS chapters, as further discussed in subsequent sections of this Draft Scoping Document.

2.0 The Environmental Review Process

2.1 Public Review Procedures

The Town Board of the Town of Brookhaven has prepared and reviewed a Long Environmental Assessment Form (LEAF). That LEAF provided preliminary information on the proposed adoption of the comprehensive land use plan and its potential impacts. On the basis of the LEAF, the Town Board determined that the proposed adoption of the *Brookhaven 2030 Comprehensive Plan* requires a Generic Environmental Impact Statement (GEIS) and issued a positive declaration.

The Town's preparation and review of the GEIS is designed to provide opportunities for involvement by interested agencies and by the general public. This Scoping Document will be available for public review and comment until July 25, 2008 and based on the comments received, the components of the impact analyses as set forth in this Draft Scoping Document may change. Following acceptance of the Draft GEIS (DGEIS) by Brookhaven's Town Board, the Town will accept both oral and written comments on the contents of the DGEIS which will provide opportunities for review and comment on the analyses themselves.

2.2 Scoping

As set forth in the New York State Department of Environmental Conservation (NYSDEC)'s *SEQRA Handbook*, available on the NYSDEC's website (<http://dec.state.ny.us>), the scoping process has six objectives:

- Focus the draft EIS (in this case, the DGEIS) on the potentially significant adverse environmental impacts.
- Eliminate non-significant and non-relevant issues.
- Identify the extent and quality of information needed.
- Identify the range of reasonable alternatives to be discussed.
- Provide an initial identification of mitigation measures.
- Provide the public with an opportunity to participate in the identification of impacts.

Copies of this Draft Scoping Document are available at the Town of Brookhaven Divisions of Environmental Protection and Planning located at Town Hall, One Independence Hill, Farmingville, NY, on the Town of Brookhaven's website (<http://www.Brookhaven.org>) and the *Brookhaven 2030 Comprehensive Plan* website (<http://brookhaven2030.org>).

The Town of Brookhaven has scheduled a public meeting to obtain oral comments on the Draft Scoping Document on July 14, 2008 from 7:30 p.m. to 9:30 p.m. in Brookhaven Town Hall, located at One Independence Hill, Farmingville, NY, 11738. Written comments on the Draft Scoping Document will be accepted by the Lead Agency until the close of business on July 25, 2008.

Draft Scoping Document

The Draft Scoping Document sets forth the analyses and methodologies that will be used in the preparation of the DGEIS. The Draft Scoping Document will be forwarded to all involved and interested agencies, including but not limited to the New York State Department of Transportation (NYSDOT) and the NYSDEC. Comments and questions on this Draft Scoping Document will be received by the Lead Agency until the close of the public comment period.

Final Scoping Document

Following the close of the public comment period and based on the comments and questions received, the Town of Brookhaven will prepare the Final Scoping Document. The Final Scoping Document will be used as the framework for the preparation of the DGEIS.

2.3 Environmental Impact Statements

Draft Generic EIS

Based on the Final Scoping Document, a DGEIS will be prepared in conformance with the SEQRA regulations and guidelines and all applicable laws and regulations. The format of the DGEIS will follow the chapter outline set forth in the Final Scoping Document. Each chapter of the DGEIS will include a discussion of existing conditions, future conditions without the adoption of the *Brookhaven 2030 Comprehensive Plan*, future conditions with the adoption of the *Brookhaven 2030 Comprehensive Plan*, any potential impacts, and proposed mitigation measures, if any.

Upon acceptance of the DGEIS, the Town Board of the Town of Brookhaven will distribute the document to all involved and interested agencies and make it available to the public which will include posting it on the Town's and the comprehensive plan's websites. A joint public hearing will be held on the *Brookhaven 2030 Comprehensive Plan* and the DGEIS to obtain public comments. Following the close of the public hearing, written public comments will be accepted by the Lead Agency for a minimum of 10 days.

Final Generic EIS

In response to the comments received on the DGEIS, a Final GEIS (FGEIS) will be prepared in accordance with 6 NYCRR Part 617. Upon acceptance of the FGEIS, the Town Board will distribute the document to all involved and interested agencies and make it available to the public. Following the required 10 day review period, the Town Board and other involved agencies will be able to issue Findings Statements to either approve or deny the adoption and implementation of the *Brookhaven 2030 Comprehensive Plan*.

3.0 The Draft Generic Environmental Impact Statement

The DGEIS will be concise but thorough, well-documented, accurate and consistent. Figures and tables will be presented in support of the discussions and analyses contained in the document. Technical information will be summarized in the body of the DGEIS and provided in appendices.

Potential impacts will be determined by comparing the anticipated conditions in the following impact areas without the adoption of the *Brookhaven 2030 Comprehensive Plan* to anticipated conditions with the new comprehensive plan in place. In order to conduct the analyses of the potential for the range of adverse impacts, empirical information will be collected and publicly available information will be reviewed and analyzed in the following sections.

Executive Summary

The executive summary will present, in a brief and readable format, all the essential points from each of the technical analysis chapters of the DGEIS. The executive summary will include the following information:

- A brief description of the *Brookhaven 2030 Comprehensive Plan*, its purpose and need, and required public actions and approvals for the adoption of the comprehensive plan.
- The probable impacts of the adoption of the *Brookhaven 2030 Comprehensive Plan* and the likely significance of any impacts.
- A brief overview of the “No-Action” alternative to the proposed action, which is the future of Brookhaven without a new comprehensive plan.

3.1 Description of the Proposed Action

The first chapter of the DGEIS will be the Description of the Proposed Action, which will include the following elements:

Description of the Proposed Action

- Based on information developed during the preparation of the comprehensive plan, the project description analysis will include an area description and graphic depiction of the entire Town.
- Examples of specific development scenarios will be presented, including boundaries, brief development history, major institutions and significant land use areas.
- The likely range of land use actions, (e.g., rezonings, etc.) and the associated future development conditions and scenarios projected for the comprehensive plan’s provisions, will be described.

Purpose and Need

- A purpose and needs statement that will directly reflect information already established by the Town to support its actions to develop a new comprehensive plan.

Required Public Actions and Approvals

- A listing and discussion of all required discretionary actions by Federal, State or Town agencies to enable the implementation of the proposed comprehensive plan.
- The legislative authority for each action will also be noted, along with a brief discussion of the procedures.

Mitigation Measures

- A brief summary of such mitigation measures, for those identified significant adverse impacts that can be mitigated.

Significant Averse Impacts that Cannot be Avoided

- A brief summary of those potential adverse impacts that cannot be avoided, for identified significant adverse impacts that cannot be mitigated.

3.2 Land Use, Zoning and Public Policy

The comprehensive plan may result in changes to existing zoning designations, which may in turn change land uses within the Town. For instance, zoning changes may allow for increased densities or significantly different land uses at selected locations than are currently permitted, while decreasing allowed densities at other locations. The proposed comprehensive plan may also include a range of planning recommendations, including site design standards and land use protection strategies, such as the transfer of development rights and various types of overlay districts.

While changes of zone and new site design standards are expected to promote smart growth, sustainable communities and growth management principles, the recommendations have the potential to impact community character, transportation and environmental resources.

Based on the potential for impacts to land use, zoning and other adopted public policies, the Land Use, Zoning and Public Policy chapter will provide the following information:

- Discussions and graphic presentations of existing land uses, patterns, trends and relationships.
- Summaries and inventories of vacant land and residential densities (where appropriate).
- Any recent or on-going government development programs or projects.
- Discussions and graphic presentations of existing zoning districts, patterns and classifications, with allowable land uses and densities in each zoning category.
- Projected changes under existing zoning should the comprehensive plan not occur, including land use patterns under future conditions without the implementation of the comprehensive plan (based on past and current land use and population trends, current market forces, etc.).
- The potential effect of regulatory changes on land uses and the viability of those uses in the context of existing development, including discussions of the comprehensive plan's potential affect on land use and how it would affect the Town's established community character.
- The consistency of proposed changes with local development trends and other government development goals/policies.
- The development in flood plains, the need to mitigate past development in flood plains and the desirability of shore protection with rising sea level will be considered.

3.3 Demographic/Population and Socioeconomic Conditions

The proposed comprehensive plan may result in changes in the types and locations of land uses, most notably the provision of affordable/workforce housing and mixed-use neighborhoods, and demographic characteristics. Based on the potential for such impacts, the Demographic/Population and Socioeconomic chapter will provide the following information:

- Current population characteristics based on U.S. Bureau of Census data, organized by race, age profile, median income, incidence of poverty and household size.
- Current commercial and employment activities (with labor statistics) that indicate employment levels and categories of residents.
- North American Industrial Classification System data on the numbers and types of Brookhaven businesses engaged in different types of economic activities.
- Historical trends in key areas, with information relative to data for Suffolk County and the region as a whole.
- Conditions in the future without the proposed comprehensive plan based on an extrapolation of existing development patterns, policies from the previous comprehensive plan, etc.
- Elements of the proposed comprehensive plan that could influence the total population and the characteristics of the population, including types and locations of development expected to occur, and any regulations which provide incentives or disincentives, or that may “steer” development.

3.4 Housing

The proposed comprehensive plan might change the types and locations of housing within the Town, including affordable/workforce housing. Based on the potential for such impacts, the Housing chapter will provide the following information:

- Census data to describe housing stock including average size, age, owner occupancy, and, to the extent available, building condition.
- Characteristics of future housing stock without the comprehensive plan, projected based on a continuation of existing development patterns and policies from the previous comprehensive plan.
- Likely housing changes due to the comprehensive plan, including descriptions of the location and types of housing constructed, number of units, location of concentrations of new development, etc.
- Determination of potential impacts by comparing baseline conditions to conditions with the new comprehensive plan in place.

3.5 Community Facilities and Services

The proposed comprehensive plan may result in a decrease in the need for community facilities and services in some areas of the Town, but increase the need for such services in other areas.

Based on the potential for such impacts, the Community Facilities and Services chapter will provide the following information:

- Inventory and map existing community facilities, including: government facilities; educational facilities (e.g., school, etc.); cultural facilities (e.g., libraries, etc.); religious facilities; hospitals, health and welfare facilities; emergency services (police, fire and EMS); and Indian Reservations.
- Future changes in demand for local community services without the proposed comprehensive plan, estimated based on projected growth.
- Planned changes in the physical plant and capacity of these systems, along with any projected net changes in the availability and adequacy of resources.
- Calculation of future service ratios based on the land use and population changes resulting from the comprehensive plan, including a comparison of these estimates to generally recognized standards, in order to broadly forecast future facility adequacy and needs.
- Assessment of any potential impacts to community facilities based on the comprehensive plan.

3.6 Infrastructure

The proposed comprehensive plan might result in the need for various improvements to the Town's infrastructure (i.e., utilities), such as the wastewater treatment plants, the creation of sewer districts and the initiation of stormwater improvement projects, whose impacts must be fully evaluated. Based on the potential for such impacts, the Infrastructure chapter will provide the following information:

- The size, locations and utilization levels for public water and sewer districts, including contacts with service providers to obtain such information.
- A compilation of information on existing pressure or capacity problems.
- Future changes in demand on these facilities based on projected growth in the Town without implementation of the comprehensive plan.
- Discussions of planned changes in the physical plant and capacity of these systems (e.g., expansion of sewage treatment plants and sewer district, etc.), along with associated changes in utilization levels and available capacity.
- Any likely impacts of the comprehensive plan on these facilities, established based on projected increases in demand for those services in connection with growth projected as a consequence of actions associated with the new comprehensive plan.

- Any significant changes or potential impacts in the available capacity at these facilities due to the proposed comprehensive plan.

3.7 Soils/Geology and Topography

The comprehensive plan may result in land use or other changes that would alter the geology and/or topography of certain areas within the Town. Based on the potential for such impacts, the Soils/Geology and Topography chapter will provide the following information:

- The overall geology and topography of the Town of Brookhaven (using data collected for the comprehensive plan), described broadly using text and graphics.
- Identification of any areas of particular sensitivity (e.g. steep slopes, etc.).
- A broad assessment of the potential for development from enactment of the comprehensive plan, which might have a significant adverse impact on any sensitive features.

3.8 Hydrology and Water Resources

The comprehensive plan may result in land use or other changes that would alter surface and/or groundwater patterns throughout the Town and along the Town's shorelines. Based on the potential for such impacts, the Hydrology and Water Resources chapter will provide the following information:

- The current condition of the Town's water quality, wetlands, streams, watersheds and groundwater resources, using information from the comprehensive plan.
- Effects of any projected changes compared to probable conditions without adoption of a new comprehensive plan, in order to project no-action impacts.
- Projections of probable changes as a result of regulations and policies implemented as a result of the comprehensive plan.
- The consideration of factors including aquifer recharge, storm water management, changes in pollution sources and general water quality.
- The need for groundwater protection areas, aquifer protection overlay districts and wellhead protection will be evaluated.
- The need for additional measures to address the adverse impacts of stormwater on water quality will be evaluated.

3.9 Open Space, Parks and Recreation, and Scenic Resources

It is anticipated that the comprehensive plan may recommend actions that will increase the amount of protected agricultural land and open space through purchase, acquisition of development rights, transfer of development rights (TDR) and other land use tools such as clustering, change of zone and the creation of overlay districts. The comprehensive plan will also evaluate the need for additional recreational facilities and possible locations for such facilities. Based on the potential for such impacts, the Open Space, Parks and Recreation, and Scenic Resources chapter will provide the following information:

- Descriptions of current parks and recreational facilities, open spaces, protected agricultural areas and natural areas, with public access inventoried and public use elements.
- Existing information available on the usage of these facilities.
- Proposed acquisitions of protected agricultural or open space in the future without and with the comprehensive plan.
- A broad comparison of future conditions without the comprehensive plan to those conditions with the comprehensive plan.
- The use of service ratios (i.e. acres per 1,000 persons of population) to help characterize any identifiable usage burdens and assess potential impacts.
- Areas of high scenic quality will be identified for preservation.

3.10 Natural Resources

The comprehensive plan is likely to increase the protection and preservation of the Town's natural resources through the preservation of agricultural lands and open space, habitat restorations and mitigation measures. The creation of mixed-use development and walkable communities will reduce sprawl and minimize the adverse impacts associated with development, and recommended improvements may provide mitigations.

Based on the potential for such impacts, the Natural Resources chapter will provide the following information:

- Descriptions of the size and locations of natural areas (protected and unprotected), based on available information from the NYSDEC and other sources.
- A review of existing habitats in the Town and known locations of rare, threatened, or endangered species.
- Broad reviews of projected changes to these resources likely to occur without the comprehensive plan and contrasted with changes that would likely take place under the new comprehensive plan.

3.11 Solid Waste Management

The comprehensive plan may result in land use or other changes that would alter the amounts of solid waste produced, collected and disposed of by the Town. Based on the potential for such impacts, the Solid Waste Management chapter will provide the following information:

- Current solid waste management practices and collections throughout the Town.
- Likely changes to occur in the future without the adoption of the comprehensive plan.
- Assessments of the volume and nature of how waste may be affected by implementation of the comprehensive plan and its related regulations, and how the waste management system may potentially be impacted.

3.12 Historic and Cultural Resources

The comprehensive plan may result in rezoning actions that would be located on or adjacent to important historic and cultural resources within the Town. Based on the potential for such impacts, the Historic and Cultural Resources chapter will provide the following information:

- A brief overview of Brookhaven's history of development, using information developed for the comprehensive plan.
- An identification of existing structures of historic, cultural or architectural significance, using reference from existing secondary sources including state and national lists of landmarks, and publications by local agencies and historical societies.
- Changes to these resources in the future without the comprehensive plan.
- Any projected impacts on historic, cultural or architectural resources likely to occur as a result of actions from adoption of the comprehensive plan.

3.13 Traffic and Transportation

Elements in the comprehensive plan (e.g., rezoning, etc.) should reduce the number of vehicular trips that would occur relative to existing zoning and land use trends, and recommend changes in the existing transportation system, including bikeways, car pooling, and mass transit, that should address existing traffic and transportation issues. Based on the potential for such changes and the potential for impacts, the Traffic and Transportation chapter will provide the following information:

- Qualitative assessments of the potential impacts of current and additional traffic on the existing transportation network, including traffic operations,

- parking, pedestrians and transit made using available information.
- Limited quantitative assessments focusing primarily on vehicular trip generation characteristics of the future scenario with the comprehensive plan and alternatives.
 - Trip generation estimates performed using the Institute of Transportation Engineers (ITE) *Trip Generation Manual* or similar sources, such as the Urban Land Institute (ULI).
 - Projections of vehicular traffic for the future condition with the comprehensive plan compared to traffic conditions expected without the anticipated development scenario(s).
 - Assessments will be made of the potential impacts of the incremental traffic volumes on the operations of up to ten (10) critical intersections and roadway segments.
 - The recommendation of appropriate traffic improvement measures that could ameliorate potential future congestion.
 - An assessment of car pooling, bikeways, pedestrian enhancement, and mass transit, as it relates to air quality and traffic and roadway congestion with the comprehensive plan.

3.14 Air Quality

The comprehensive plan may result in land use, zoning and/or transportation changes that would impact air quality within the Town of Brookhaven, which is located within the New York Metropolitan Area 24-hour PM 2.5 Non-attainment boundaries and in moderate non-attainment of 8-hour ozone standards. Based on the potential for such impacts with the Town, the Air Quality chapter will provide the following information:

- A review of existing air quality conditions per 24-hour PM 2.5 Non-attainment and 8-hour ozone standards.
- A review of the potential implications of implementing the comprehensive plan relative to a future without the proposed comprehensive plan, focusing on elements of the comprehensive plan that effect the amount, mode and patterns of travel.
- Assessment performed using projections and analyses of population, housing and transportation prepared for the comprehensive plan, to project the potential increase in emissions related to an increase in vehicle miles traveled in the future with the comprehensive plan in place.

3.15 Fiscal and Economic Conditions

The comprehensive plan may result in changes in the types and locations of land uses that may alter future fiscal revenues and expenditures for the Town, as well as result in fiscal impacts to local school districts and other service providers. Based on the potential for

such impacts, the Fiscal and Economic Conditions chapter will provide the following information:

- A review of the current overall status of Town and school district revenues and expenditures.
- Using existing fiscal trends, projections of future baseline conditions (based primarily on population, land use, and zoning) to the 2030 analysis year.
- A comparison of the likely fiscal conditions under the comprehensive plan relative to the baseline of conditions without the comprehensive plan.

Other Required Sections

The following additional chapters, as required by SEQRA for a complete DGEIS, will be included:

3.16 Mitigation Measures

Potential measures to mitigate potentially significant impacts associated with the comprehensive plan, which are able to be mitigated, will be identified in the DGEIS. These measures will be quantitatively analyzed to determine the costs and tradeoffs involved.

In general, mitigation measures will be available, reasonable and implementable in order to be cited as appropriate for utilization. If development projected as a result of the proposed comprehensive plan would strain the existing infrastructure, possible mitigation measures may be necessary to provide relief for water, sewer, energy, and waste removal services, and to provide relief from traffic congestion induced by the proposed comprehensive plan.

3.17 Adverse Impacts That Cannot Be Avoided

Based on those significant adverse impacts that are identified within each DGEIS chapter that are not able to be mitigated, this chapter will discuss all of such potential adverse impacts that cannot be avoided as a result of the adoption of the comprehensive plan.

3.18 Alternatives to the Proposed Action

The DGEIS will consider one alternative, the "No-Action" alternative, which will assume that none of the recommendations or proposals in the comprehensive plan are adopted, and thus site conditions may remain similar to their current conditions, projected forward to the 2030 year.

3.19 Irreversible and Irretrievable Commitment of Resources

This chapter will briefly describe the natural and human resources that are expected to be irreversibly and irretrievably committed as a result of the proposed action.

3.20 Growth Inducing Aspects of the Proposed Action

This chapter will provide a discussion of those aspects of the proposed action that will or may induce growth in the Town, as well as discuss the nature of such anticipated growth.

3.21 Use and the Conservation of Energy Resources

This chapter will describe and discuss the anticipated energy use and energy conservation measures resulting from the adoption of the comprehensive plan.