

Incorporated Village of Port Jefferson Marina-Waterfront District Study



June 2006



Suffolk County Department of Planning
Suffolk County ■ New York

Incorporated Village of Port Jefferson

Marina-Waterfront District Study

June 2006

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June 2006

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INTRODUCTION

By a resolution of the Incorporated Village of Port Jefferson's Board of Trustees dated September 26, 2005, the Village of Port Jefferson requested that the Suffolk County Department of Planning aid and assist the Village in developing a viable zoning change for the Village's Marina-Waterfront District. On October 5, 2005, the request for professional planning services was adopted by a resolution of the Suffolk County Planning Commission. In early 2006, the staff of the Suffolk County Department of Planning began to study the Village's Marina-Waterfront zoning district adjacent to its harbor. The Department undertook a field survey of the District, analyzed the present development patterns along the waterfront, and studied the existing Village Code for the Marina-Waterfront District. This report will make recommendations toward improving the quality of life for residents, businesses and visitors to the Village through adjustments to the Marina-Waterfront zoning district.

Overview

One of Port Jefferson's most important natural assets is its waterfront. The water helps to give Port Jefferson its character and helps make the Village a desirable and attractive place to live and visit. To the Village's credit, the Village in recent years has increased the potential of this resource for public usage and some large industrial storage facilities have been removed. Desirable harbor frontage is now

accessible to the public and much needed waterfront open space has been made available.

Port Jefferson's waterfront is a working waterfront. Waterfront industrial uses have been consolidated in the western part of the harbor. The value of sound industrial operations in a community is recognized in terms of tax revenues and employment for local residents. Yet industrial uses can also be unattractive, can produce noise and truck traffic and may clash with nearby residential and water-related recreational uses. Port Jefferson's waterfront areas contribute to its economy not only through commercial and industrial uses, but by the tremendous tourist magnet the harbor represents for water-related recreational activities. Tourism related to the harbor plays a much greater role in the Port Jefferson economy than in decades past.

Water-dependent uses contribute significantly to the economic well-being of Port Jefferson Village, as well as to the quality of life of its residents. There is a limited amount of waterfront space suitable for commercial water-dependent uses. Once the limited and suitable shoreline space is lost to non-water-dependent uses, it is difficult to recover that space for important and appropriate water-dependent uses. The Marina-Waterfront District reflects the Village's priorities for the waterfront area of the Village: to preserve and foster uses that are dependent upon a waterfront location and to preserve and enhance the social, historic, aesthetic and environmental quality of Port Jefferson Harbor.

ANALYSIS OF THE STUDY AREA

The study area encompasses those lands that are zoned Marina-Waterfront (M-W) in the immediate vicinity of Port Jefferson Harbor in the Incorporated Village of Port Jefferson. Map 1 at the end of this report is a location map showing the location of the study area within the Village. The study area is generally defined as the area north of Broadway, east of and including Beach Street, and west of the municipal boundary with the Incorporated Village of Belle Terre. The study area extends north along Beach Street to the southern boundary of the Keyspan/LIPA facility. The study area includes a small area west of Beach Street on the east side of Sheldrake Avenue which is in the Marina-Waterfront District. The study area also includes some residential properties west of Bleeker Street adjacent to Harborfront Park and Centennial Park.

Zoning

Map 2 at the end of this report shows the zoning districts in the vicinity of the study area. The study area is dominated by the Marina-Waterfront District. A small area on the eastern edge of the study area along Bleeker Street and East Main Street is zoned R-B2, single family residential.

There are a variety of other zoning districts in the vicinity of the study area. To the northwest of the study area, the Keyspan/LIPA facility and the Suffolk County sewer property are zoned Waterfront Public Utility. Generally to the west of Beach Street, the zoning is R-B2, single family residential. South of the study area (south of Broadway) the zoning is Central Commercial (C-1). The C-1 area encompasses the downtown business district. To the southeast of the study area, south of East Broadway and east of East Main Street, the zoning is R-B3, one- and two-family residential. To the east of the study area, north of East Broadway, the zoning is again R-B2.

Land Use Acreage by Category

The study area comprises 32.4 acres. Map 3 at the end of this report shows the land use classification of each parcel of land in the study area.

The most common land use in the study area is Recreation and Open Space, which totals 16.3 acres or 50% percent of the study area. This category includes several park properties owned by either the Village of Port Jefferson or the Town of Brookhaven, and also includes the boat storage and parking areas owned by the Town of Brookhaven that serve the adjacent recreation needs (marina, boat ramp, etc.)

The next largest land use in the study area is Industrial, comprising 8.1 acres or 25% of the study area land. Waterfront industrial uses are now consolidated in the western part of the harbor and have access to Beach Street. Industrial uses include a petroleum facility, a sand and gravel operation, boat storage, and other uses.

Commercial land use is the next largest category, totaling 2.7 acres, 8% of the total. The commercial uses include Danfords Hotel and Conference Center, an office building on West Broadway, and two commercial buildings on West Broadway near Beach Street.

Four other land use categories are present in the study area. Transportation uses amount the 1.7 acres (the ferry property) and vacant land accounts for 1.5 acres west of Beach Street along Sheldrake Avenue. Medium Density Residential (between 1 and 5 housing units per acre) and High Density Residential (greater than five units per acre) uses are present but these account for a very small portion of land in the study area. See Table 1.

ANALYSIS OF THE STUDY AREA

Table 1. Land Use by Category in the Study Area, 2006

Land Use Category	Acres	% of Total
1 Recreation and Open Space	16.3	50%
2 Industrial	8.1	25%
3 Commercial	2.7	8%
4 Transportation	1.7	5%
5 Vacant	1.5	5%
6 Medium Density Residential	1.4	4%
7 High Density Residential	0.7	2%
TOTAL	32.4	100%

Source: Suffolk County Planning Department

Along Broadway in the study area, there are many public uses. Much of the land is owned by either the Town of Brookhaven or the Village of Port Jefferson. The bulk of the privately owned land in the study area is located in the western portion along Beach Street. Two notable exceptions are the ferry property and Danfords, which are privately owned facilities on the southern part of the harbor.

Specific Land Uses

On the west side of the study area, land use is characterized by mostly various water-related industrial uses, with some open space/recreation uses. Starting from the northern edge of the study area, Northville Industries Corporation controls an oil terminal. Adjacent and to the south, lies another industrial use, Miller Marine Services, a marine pollution control business. Boat storage, another type of industrial use, is the adjacent use to the south.

Sheldrake Avenue terminates at Beach Street in this area. Property on the northeast side of Sheldrake Avenue is in the Marina-Waterfront zone and is therefore in the study area. Three of the four parcels on Sheldrake Avenue in the study area are vacant; one parcel contains a residence. Part of one of the vacant parcels serves as secondary parking for the businesses on Beach Street.

Moving south along the east side of Beach Street, Tilcon sand and gravel and its barges, an industrial use, are bordered by a small open space owned by the Village of Port Jefferson along Beach Street. To the south lies Beach Street Boatyard, and further south, the Town of Brookhaven owned boat launching facility with its associated parking and boat storage area.

Land use along West Broadway is comprised mainly of parking for recreational uses, mixed with mostly non-water-related commercial uses. Near the corner of Beach Street and West Broadway, there are two parcels. One contains a restaurant, and on the corner lot there is a deli with some second story apartment units.

Moving east along Broadway, the Town of Brookhaven owned boat launching facility parking wraps around to West Broadway and allows access to Carafitis boat rental. The next parcel to the east is also owned by the Town of Brookhaven, used mostly for marina parking, but the western part of the parcel contains a building used by the Town of Brookhaven (Port Jefferson) Yacht Club and a small green space park, and the eastern part of the parcel contains a building used by the Greater Port Jefferson Chamber of Commerce. Also on West Main Street, surrounded by the Town of Brookhaven parcel, there is a commercial office building (formerly owned by the Suffolk County Water Authority).

The next land use to the east along East Broadway is the Port Jefferson ferry terminal, comprised of three parcels: the pier parcel owned by the Town of Brookhaven and two privately owned parcels having ferry-related buildings and uses. The land use to the east of the ferry is a small park plaza owned by the Town of Brookhaven, with a commercial paddle boat operation as an adjacent proprietary use on the harbor. To the east of that use is Danfords Inn and Conference Center.

East and northeast of Danfords in the study area, land uses are comprised of open space/recreation and residential uses. The Chandlery building, owned by the Village, is undergoing renovation. Behind it and abutting the harbor is the Village’s Harborfront Park, which continues to be developed for recreation. The renovated Bayles Shipyard Building community center is adjacent to East Main Street. East of Harborfront Park, residential

uses dominate along East Broadway and Bleeker Street. Centennial Park, owned by the Town of Brookhaven comprises the northeastern edge of the study area, and contains the Setauket Yacht Club building.

Largest Single Uses

Eight parcels in the study area are one acre or larger in size. The largest parcel in the study area, 4.2 acres, contains Harborfront Park and its associated buildings. The next largest parcel is a Town of Brookhaven owned parking lot (2.8 acres) followed by one of two parcels comprising Centennial Park, also owned by the Town of Brookhaven. In fact, of the eight largest parcels in the study area, four are owned by the Town of Brookhaven. Two are owned by Consolidated Petroleum Terminal Incorporated. Table 2 shows details about the eight parcels in the study area that are one acre or larger.

Table 2. Largest Parcels in the Study Area

Owner	Use	Tax Map #	Acres
1 Village of Port Jefferson	Harborfront Park	0206-8-1-10.4	4.2
2 Town of Brookhaven	Mostly parking for marina	0206-12-1-2	2.8
3 Town of Brookhaven	Centennial Park / Yacht Club	0206-8-1-3	2.5
4 Consolidated Petroleum Terminal, Inc.	Northville Industries	0206-7-1-3	2.4
5 Town of Brookhaven	Parking for boat launching	0206-12-1-1	1.6
6 Town of Brookhaven	Parking for ferry	0206-12-1-4	1.4
7 Beach Street Boatyard, LLC	Boatyard	0206-11-3-30.17	1.3
8 Consolidated Petroleum Terminal, Inc.	Vacant	0206-7-1-6	1.0

Source: Suffolk County Real Property Tax Maps

Largest Property Taxpayers in Study Area

Table 3 shows the largest payers of total property taxes in the study area in 2004. In some cases, taxes paid on several parcels with the same owner were combined. In 2004 Danfords Inn paid approximately \$156,700 in property taxes. This includes several parcels owned by Danfords Port Jefferson LLC and was by far the largest taxpayer in the study area. (For comparison purposes, the LIPA electric plant paid \$17,163,000 in property taxes in 2004, more than 100 times larger than the property tax paid by Danfords.)

The next largest taxpayer in the study area was the Bridgeport & Port Jefferson Steamboat company, which paid \$48,200 in property taxes for two parcels. Tilcon Minerals, Inc., the sand and gravel business on Beach Street, was the next largest taxpayer at \$35,900. Other large taxpayers in the study area are listed in Table 2. The Town of Brookhaven owns several parcels in the study area and paid no taxes on those parcels except for a \$13,600 payment of taxes on one parcel (Suffolk County Tax Map (SCTM) # 0206-12-1-4), a parking lot adjacent to the marina and ferry.

The industrial and storage uses on the west side of the harbor have property tax payments that seem to be relatively low compared to commercial uses such as Danfords. Tax payments on the Danfords property amount to more than the next six largest study area taxpayers combined. As uses on the industrial

and storage properties change, reassessments may lead to additional tax revenue from these properties.

Study Area Strengths

The area surrounding Port Jefferson Harbor is unique. It has a working waterfront and a deep water port. The waterfront supports numerous water-dependent and water-related uses, including marinas and the Bridgeport – Port Jefferson Ferry. Commercial/industrial uses provide tax revenue and employment.

The waterfront is in close proximity to a significant tourist-oriented downtown business district. The business district has been thriving for more than two decades and is a popular day-trip tourist destination. There may therefore be existing or future demand for additional shops and restaurants. There is also a significant hotel and conference center (Danfords). The harbor area has access to public sewers, and sewage capacity is currently being added.

Many parts of the harbor area offer water views. In some areas, existing parking lots help maintain those water views, where structures would impede water views. The public has access to the harbor, especially in the southern and eastern sides of the harbor. Harborfront Park, Centennial Park, and the Port Jefferson Harborwalk along the eastern part of the harbor now offer public access to the shore in an area formerly dominated by oil terminals.

Table 3. Largest Property Taxpayers in the Study Area, 2004

1	Danfords Port Jefferson, LLC (hotel and conference center)	\$156,700
2	Bridgeport & Port Jefferson Steamboat (ferry property)	\$48,200
3	Tilcon Minerals, Inc. (sand & gravel)	\$35,900
4	Mey Scor Associates, LLC (restaurant on West Broadway)	\$22,300
5	Consolidated Petroleum Terminal, Inc. (Northville Industries)	\$14,400
6	Town of Brookhaven (parking lot)	\$13,600
7	John Scoglio (Miller Marine and boat storage on Beach St.)	\$10,100

Source: Suffolk County Property Data File

Study Area Weaknesses

On the western side of the harbor, Beach Street is a narrow street that handles truck traffic serving the industrial uses on the east side of Beach Street. This truck traffic conflicts with residential uses on the west side of Beach Street. Trucks use Beach Street frequently, creating noise, dust, debris on a public street shared with residential uses.

Because of the success of the business district and the water-related uses on the harbor, public parking is in high demand and parking is limited. Parking lots on the waterfront are not the most desired use for waterfront property.

The Town of Brookhaven owns and controls much of the waterfront property, preventing the Village of Port Jefferson from having ultimate control of these properties.

Study Area Opportunities

The Village could further increase public access to the water, complete the Port Jefferson Harborwalk on the western part of the harbor as envisioned (thereby creating a continuous promenade along the entire harbor), complete Harborfront Park as envisioned, and add green space near the water.

As existing non-conforming industrial and storage uses on the west side of the harbor are phased out over time, redevelopment of these properties will occur. Redeveloped water-related commercial properties will be more environmentally friendly and cleaner, and should generate higher tax revenues. These commercial operations can also be a source of local employment.

Study Area Threats

If the city of Bridgeport or another municipality nearby in Connecticut allows gambling, demand for ferry services from Port Jefferson would increase. The introduction of another ferry like the existing ferry would add to existing traffic congestion. If a high speed ferry came to the Port Jefferson waterfront, it could be located on the west side of the Harbor in the vicinity of Miller Marine Services or Tilcon Sand and Gravel. A ferry located anywhere along Beach Street would adversely affect residences in the vicinity. It is also possible that a new ferry could be located at the Town of Brookhaven owned parking lots along West Broadway. The introduction of a high speed (passenger only) ferry would lead to a greatly increased need for parking.

Increased industrial or storage uses along Beach Street would lead to increased conflicts with residential uses and vehicle traffic conflicts on Beach Street. In addition, if new buildings or boat storage facilities were added anywhere near the harbor, harbor views could be obstructed. It has been reported that Broadwater Energy, the transporter of liquefied natural gas (LNG) which may construct a facility in the Long Island Sound, may contract with Miller Marine to use its site, thus continuing industrial operations here. This site could also serve as an employee drop-off site for Broadwater's Long Island Sound facility. However, it is anticipated that on average, less than one truck per day would use the site to transfer a truck container to a tug boat at this site.

RECOMMENDATIONS

The following recommendations and suggested revised zoning code for the Marina-Waterfront District reflect a vision for the future of the Port Jefferson waterfront. This vision balances the needs for recreation, public access to the waterfront, commerce, and aesthetics with those of local residents. In general, the Village should strive to maintain a water-dependent and water-enhanced land use pattern on the waterfront. The emphasis should be on marine-related and recreation oriented uses. In addition, the Village should continue to strive to allow and expand public access to the waterfront.

Several changes are recommended to the Port Jefferson zoning map in the vicinity of the harbor. At the end of this report, Map 4 displays these proposed zoning changes in detail.

Recommendation 1: The Marina-Waterfront District could be divided into two separate districts, MW-1 for the western harbor area and MW-2 for the southern and eastern area, with separate permitted uses in each district.

The west side of the harbor contains the largest concentration of privately owned land in the study area. This area along Beach Street is primarily used for industrial and storage uses. Future uses suitable to this area include a variety of water-dependent, water-related and small-scale lodging commercial uses. This area would comprise the MW-1 district. (See Map 4)

More intense uses such as tourist-oriented centers (aquarium, museum, etc.), primary restaurant and retail uses, and ferries are not appropriate for the area along Beach Street. For this reason, a separate district (MW-2) could be created for the remainder of the Marina-Waterfront District along Broadway, which is a more appropriate area for these more intense

uses. In some instances, accessory uses allowed in the MW-1 zone are allowed as principal uses in the MW-2 zone. Permitted and accessory uses in both the MW-1 and MW-2 districts are detailed in the following section titled “Suggested Revised Zoning Code.”

Recommendation 2: Ferry uses should be permitted in certain parts of the waterfront, with strict parking regulations.

An additional vehicle-carrying ferry in Port Jefferson Harbor would pose traffic and cuing difficulties adjacent to the Village’s already congested downtown business district, due to the constraints of the downtown area’s road system and land use pattern. The Village may want to consider restricting future ferries to passengers only. The Village could also consider limiting the number of passengers a passenger ferry can hold. But any passenger-only ferry would create an even greater need for parking in the congested harbor vicinity. For these reasons, the Village should require that parking for either a vehicle-carrying or a passenger-only ferry should be restricted to an off-site area outside of the C-1 commercial district. A passenger shuttle service from the off-site parking area to the ferry terminal should be provided by the ferry company.

Parking lots in the area near the Port Jefferson railroad station could be used by ferry passengers. Near the railroad station, the Village already owns a small parking lot at Oakland Avenue and Perry Street (SCTM # 206-21-6-5). To create a larger parking lot here, the Village could acquire the two adjacent vacant parcels (SCTM # 206-21-6-3 and 4), and also possibly the adjacent vacant parcel (SCTM # 206-21-6-7) and the vacant portion of another adjacent lot (SCTM # 206-21-6-9.2). There is a slight natural depression here and this area is lower in elevation than the adjacent railroad parking lot. Therefore it is possible that even a parking structure could be constructed at this location with minimal visual impacts.

RECOMMENDATIONS

Recommendation 3: Non-conforming uses should be permitted to continue but should eventually be phased out, possibly within a time frame established by the Village.

Several land uses classified as industrial, particularly along Beach Street, are not compatible with nearby residential areas and should be discontinued. Recommendations for permitted uses in the MW-1 zone reflect the compatible uses that can be foreseen. Existing incompatible uses would be considered “pre-existing non-conforming uses” if the Village amends the zoning district regulations to exclude these uses. In the meantime, pre-existing non-conforming “grandfathered” uses must be permitted to continue even if they are inconsistent with the uses that the zoning ordinance allows.

Article IX of the Village Zoning Law addresses non-conforming uses. Non-conforming uses in the Village of Port Jefferson are not permitted to enlarge, alter, extend, reconstruct or restore. Non-conforming uses may not be renewed if destroyed by fire or “act of God.” In such cases, the new use must conform to the provisions of the zoning code in effect at the time. All uses in the study area including non-conforming uses may eventually change and would then be guided by the new zoning designations.

Zoning laws and amendments cannot be considered retroactive, so the transition from an existing land use to another classification may span a great number of years. The new zoning ordinance may specify a period of time, after which a non-conforming use shall be retired. This time is equivalent to an amortization period with an established date for removal of the use. In this way property values and human values can be reasonably balanced. A specific time frame for the expiration of non-conforming uses has not been identified in the recommendations of this report but can be determined by the Village.

Recommendation 4: The Village of Port Jefferson should monitor proprietary uses within Town of Brookhaven owned lands in the Marina-Waterfront District, and should consider taking steps to take ownership of such property.

Both the Incorporated Village of Port Jefferson and the Town of Brookhaven own property and facilities within the Marina-Waterfront District. Municipal uses include municipally owned parking lots, marinas, parks, buildings and structures. The uses on these properties are pre-existing to this study and may be “grandfathered” to any new Village regulations or initiatives. Future municipal uses would be subject to the Village zoning ordinance and should be considered prohibited. (Note that municipal uses have been removed from the list of permitted uses in the suggested revised zoning code.) Towns and villages are accorded only limited immunity from local land use regulations (See appendix: “Governmental Immunity from Zoning”). It is important to carefully monitor uses within Town of Brookhaven owned parking lots as some uses (boat yard, boat rental, and paddle boat tours) are proprietary and should be subject to Village of Port Jefferson land use regulations, particularly zoning and site plan requirements.

Future threats to the Marina-Waterfront District such as a high speed ferry or other non-government proprietary uses should fall under the control of Village government authority. In the past, the practices of the governmental entities involved did not necessarily follow this rule. Parking pressures in the Village may be exacerbated or view sheds may be lost if future land use in the Town of Brookhaven owned lots were not under the review authority of the Village Zoning Law. For these reasons, the Village should begin the process of taking ownership of the Town of Brookhaven owned parking lots in the Marina-Waterfront District (SCTM # 0206-12-1-1, 0206-11-3-21, 22, 33.1

used for boat launching; and the parking lot near the marina, SCTM # 0206-12-1-2, 4).

The Village should also begin the process of taking ownership of Centennial Park (SCTM # 0206-8-1-3, 16) and the plaza park in front of Danfords (SCTM # 0206-8-1-15) from the Town of Brookhaven. The Village may also consider taking ownership of the existing ferry terminal pier owned by the Town of Brookhaven (SCTM # 0206-12-1-7). The Village may want to explore the idea of creating a Port Authority to control the number and type of ferries that use this ferry pier.

Recommendation 5: The Village should continue to increase public access to the harbor waterfront.

The Village has made great strides in recent years toward increasing and improving the public's access to the waterfront of Port Jefferson Harbor. The Village should continue these efforts, increasing public access to the docks, piers, and the shoreline. The Village is encouraged to complete the public promenade along the southern and western portions of the waterfront.

New development or redevelopment along the harbor should be required to allow for public access. Petitioners for variances or site plans in accordance with the current zoning in effect should be required to provide public access to the waterfront via easements to the Village. These can be made permanent via covenants and restrictions on the deed. When the public promenade is ready for construction along the west side of the harbor, the easements will be in place along the private lands, guaranteeing the public right to construct and utilize the promenade. Uses such as private yacht clubs, private marinas, condominiums, townhouses, apartments and single family homes should be discouraged from locating on the waterfront, as these uses tend to discourage public access, even if easements exist.

It is also important that water views be preserved and maintained in the harbor area. Adequate setback regulations should be established and building heights should be limited to avoid blocking water views.

Recommendation 6: Parking lots should be an accessory use in the Marina -Waterfront District.

Parking lots are not a preferred use for waterfront property. However, parking is usually necessary to serve water-related uses such as marinas and boat launching facilities. No additional parking lots should be permitted in the Marina-Waterfront District except as accessory to a permitted use. Parking lots need not be an as-of-right permitted use in the Marina-Waterfront District. If a new zoning code is adopted for the Marina-Waterfront District, a new table of parking requirements for permitted uses must be prepared by the Village.

Recommendation 7: Retail uses should be an accessory use in the MW-1 District, but in the MW-2 District retail uses selling marine-related goods should be permitted.

While it is desirable to preserve the retail core of the Port Jefferson business district, accessory retail uses should be permitted in the MW-1 District. Along Broadway, marine-related retail (boats, boating equipment and other marine-related retail sales) should be permitted. Similarly, restaurant uses should be permitted as an accessory use in the MW-1 district, but should be permitted on a small scale in the MW-1 district, closer to the downtown business district.

Recommendation 8: Small boutique hotel uses should be permitted on the waterfront.

Communities such as Port Jefferson with a good harbor, extensive facilities for boaters and a large-scale ferry require overnight

RECOMMENDATIONS

accommodations. As access to the Port Jefferson waterfront increases, Port Jefferson may become an even larger tourist destination and there may be a greater need for lodging facilities near the harbor. Small scale hotel (75 or fewer rooms) and bed and breakfast lodging would be compatible with Port Jefferson's tourist nature, ferry access, and its adjacent downtown shopping district.

Recommendation 9: Include in the zoning code for the Marina-Waterfront District a set of performance standards by which every proposed development in the district must abide.

A main difference between the existing zoning requirements of the existing Marina Waterfront District and the suggested revised zoning code in this report is the incorporation of "Performance Standards" that must be met by every petition for development in the district. Performance standards ensure that the planning goals for the Marina-Waterfront District are met. Boards reviewing applications in the new district should make findings that the petition has met the standards before any approval is granted.

In the suggested revised zoning code, conditional uses have been eliminated. However, all permitted uses must meet the performance standards and particular standards for the proposed use as enumerated in the zoning code.

Recommendation 10: Amend the zoning code to specifically allow certain water-related uses in the Marina-Waterfront District that were not previously specified.

The Port Jefferson zoning code for the Marina-Waterfront District should be amended to attract desirable new water-related development. The existing code does not mention several desirable water-related uses for the Port Jefferson Harbor waterfront, some of

which are already functioning in the District. Uses that may be new or are existing proprietary uses associated with the municipally owned properties on Port Jefferson Harbor should be permitted uses in the zone, requiring site plan review by the village.

Uses that should be specified in the zoning code include a **visitor center**, maritime-oriented educational facility or **aquarium**. A **maritime museum** or a facility that would focus on the historic and maritime heritage of Port Jefferson Harbor or the Long Island Sound should be included in the zoning code. **Recreational fishing boat, sailing, and site seeing operations** are also desirable water-dependent uses. A **marine rescue** facility should be specifically permitted. The **unloading and sale of finfish, shellfish**, etc. should also be specifically permitted in the zoning code, to encourage the local fishing industry.

Recommendation 11: Beach Street should be modestly widened, to better accommodate vehicles using the road for both residential and commercial uses.

The west side of the harbor is a working waterfront and should continue as such. Existing non-conforming industrial and warehouse uses on the west side of the Harbor will continue until they are phased out. While commercial truck traffic should be strictly controlled through performance standards (section A.8 of the Suggested Revised Zoning Code), significant truck traffic will continue to exist until the existing industrial uses are phased out. Even after industrial uses are eventually phased out, commercial uses that locate on the west side of the harbor and residential uses will need adequate road access from Beach Street.

Beach Street should be modestly widened on its east side, so that trucks and passenger cars can both be accommodated

simultaneously. The Village should acquire a narrow strip of property on the east side of Beach Street to accomplish this goal. Much of the property on the east side of Beach Street is publicly owned; therefore land acquisition costs of a small strip of land may not be prohibitively expensive. If and when a site plan is submitted to the Village for one of the privately owned parcels on the east side of Beach Street (particularly the parcels by West Broadway), a dedication of a small portion of property for a slight widening of Beach Street should be required.

Recommendation 12: Residentially developed areas within the Marina-Waterfront District should be rezoned for residence purposes.

Several lots on Shel Drake Avenue west of Beach Street, including one containing a residence, are currently zoned Marina-

Waterfront, even though they are connected to a residential neighborhood and are not waterfront lots. It would be undesirable for uses permitted in the Marina-Waterfront District to occupy these lots. Specifically, these four lots (SCTM # 206-7-1-6, 7, 8 and 9) should be rezoned to residential R-B2. (See Map 4.) Lot 6 is a large wooded lot and could be acquired for open space purposes, or its development rights could be transferred.

Similarly, two lots on Bleeker Street off East Broadway on the east side of the harbor are both developed with residences and are in a residential neighborhood and are not on the waterfront, but these lots are currently zoned Marina-Waterfront. It would be undesirable for uses permitted in the Marina-Waterfront zone to occupy these lots. Specifically, these two lots should also be rezoned to residential R-B2 (SCTM # 206-8-1-1 and 2). (See Map 4.)

RECOMMENDATIONS

SUGGESTED REVISED ZONING CODE

**Code of the Village of Port Jefferson, New York. Chapter 250: Zoning.
ARTICLE V, District Use Regulations**

250-22. Marina-Waterfront District (MW-1 & MW-2)

Legislative Intent.

Port Jefferson is endowed with a significant maritime heritage and abundant natural resources, not the least of which is its deep water harbor. However, the Board of Trustees has found that the existing zoning ordinance controlling marine development is inadequate for properly developing and redeveloping waterfront lands in the Marina-Waterfront District. In some cases, incompatible land uses are allowed to exist side by side, causing friction between residents and business operations in the District. It is the intent of this chapter that water-dependent activities and water-enhanced activities are not preempted by non-water-related activities. It is further intended that development in this district encourage design features and views that best capture the relationship between waterfront and upland and that create opportunities for pedestrian access to and along the waterfront. Lands within the Marina-Waterfront District which have direct relationship to or impact upon the waterfront areas within the Village of Port Jefferson shall be developed to enhance the waterfront's recreational, historic, scenic, and cultural, residential and commercial qualities, and to preserve and enhance these qualities for the future. It is the expressed legislative intent of this Article to discourage the further industrialization of the Marina-Waterfront District(s) and to discourage motor vehicle parking lots accessory or otherwise, short or long term, private or public from the District.

Marina-Waterfront District (MW-1, MW-2)

In a Marina-Waterfront District, no building or premises shall be used and no building or part of a building shall be erected which is arranged, intended or designed to be used, in whole or in part, for any purpose except as listed below, and all such uses shall be subject to site plan approval in accordance with subsection 250-52 hereof.

A. Performance Standards. All uses in the Marina-Waterfront Districts shall meet the following performance standards:

1. The maximum height of any building shall be 30 feet above original grade line.
2. Use must not adversely affect any existing waterfront use which is water-related or any potential water-related uses to be made of the lot or of nearby waterfront uses or property.
3. Use must not usurp any land surface area needed for water-related use and must, together with any other uses on the lot, accessory or otherwise, be able to demonstrate an integrated and adequate motor vehicle circulation plan accommodating pedestrian, bicycle and other alternate forms of transportation other than just single occupant motor vehicles.
4. Use must have a maritime character or theme.
5. The site shall be of sufficient size to accommodate the proposed use with safeguards set forth to accommodate adequate buffering and screening from sensitive uses such as residential dwellings.
6. The site shall provide for public access to the waterfront and link to the Village/Town

continuous promenade. The public access shall be designed to accommodate the local and visiting fisherman, pedestrian and boater.

7. In the Marina-Waterfront District, no buildings constructed of unprotected metal construction and no prefabricated metal buildings shall be erected, reconstructed, restored or structurally altered.
 - i. For the purposed of this section, a building constructed of “unprotected metal construction” is one in which the structural supports are unprotected metal or in which the roofing and walls or other enclosures are of sheet metal or of other noncombustible materials; a “prefabricated metal building” is one made up of factory-finished metal sections or units, designed for the particular purpose each is to serve, such as siding floors, walls and roofs, held together and supported either by factory-finished structural members of metal or structural members of metal fabricated on the site.
8. Restrictions: premises shall be encumbered by appropriate operational restrictions to adequately protect nearby residences (i.e. shielded lighting, garbage pick-up, outdoor speaker systems, building alarms, trash compaction, etc.)
 - i. No truck loading or shipment will be permitted between the hours of 6:00 p.m. and 7:00 a.m.
 - ii. Storage material (sand, gravel and stone products) or structures for handling materials shall not exceed a height of 20 feet nor cover more than 50% of the area of the lot.
 - iii. Provisions shall be made for off-street parking of all trucks delivering or awaiting ship-ment of materials/ products.

B. Permitted uses, MW-1 District:

1. Marinas
2. Boat launching facilities
3. Boat storage facilities provided that no boats are stored out of doors on racks above one level (not to exceed 15 feet in height). No racking of boats in front yard, all other areas shall have a 15 foot set back from the property line.
4. Open charter recreational fishing boat operations.
5. Open charter sailing and site seeing boat operations.
6. Yacht clubs
7. Marine rescue
8. Unloading and sale of finfish, shellfish, crabs, or lobsters.
9. Maritime visitors center
10. Boutique Hotel, having 75 or fewer hotel rooms, in accordance with the following standards:
 - i. Minimum lot area of 20,000 square feet.
 - ii. Maximum lot coverage of 30%.
 - iii. Minimum distance of principal structure to any lot line is 50 feet.
 - iv. Minimum usable recreational open space per dwelling unit is 400 square feet.

- C. Accessory uses:** provided that such accessory uses 1) have a gross floor area that does not exceed 25% of the gross floor area of the building and/or buildings used as the primary water-dependent use or uses 2) may not have outdoor or rooftop dining.

1. Rental of watercraft and outboard engines, inclusive of the sale of bait and tackle, and the storage and maintenance of rental watercraft
2. Sale, refitting, fitting-out, maintenance or repair of boats, boating equipment, and boating provisions.
3. Eating and drinking establishments that are accessory and subordinate to any water-dependent use set forth above.
4. Retail sales: retail shops selling marine-related items including antiques, gifts and arts and crafts.
5. Manual or automatic operation of electronic, mechanical or computerized amusement devices by coins, or tokens or for fee of any nature is an accessory use only. The number of such units is limited to two (2) on/in any one premises and is subject to the licensing requirement of Chapter 85, Amusements and Entertainment, Article II, of the Village Code.

D. Permitted uses, MW-2 District:

1. All uses permitted in the MW-1 District
2. Aquarium or mariculture facilities or support facilities for mariculture activities.
3. Museums, parks and visitors centers.
4. Instructional facilities for maritime-related activities. Such facilities shall not exceed three-thousand (3,000) square feet of gross floor area.
5. Eating and drinking establishments involving the on-site consumption of food or beverages, limited to no more than three thousand (3,000) square feet of gross floor area, provided that no eating or drinking establishments may be established within 400 feet of another eating and drinking establishment measured from the nearest property line, irrespective of zoning classification, nor within 200 feet of a residential district measured from the nearest property line. Seasonal rooftop or outdoor dining may only be authorized by special permit issued pursuant to section 250-58 of the Code of the Village of Port Jefferson.
6. Retail sales: retail shops selling marine-related items such as, but not limited to, boats, boating equipment, fishing equipment and boating provisions, and retail shops selling antiques, gifts and arts and crafts. Such retail shops shall not exceed three-thousand (3,000) square feet of gross floor area.
7. Ferry terminal: cargo limited to passenger cars and light trucks (not exceeding five tons) in accordance with the following standards:
 - i. An area must be provided on-site for the staging of motor vehicles waiting to board vessel
 - ii. An area must be provided for the safe and convenient drop off of walk-on passengers by motor vehicles including transit (bus) taxi, car or van pools.
 - iii. An off-site area outside of the C-1 Commercial Business District shall be provided for the parking of motor vehicles for passengers boarding without vehicles.
 - iv. A passenger shuttle service shall be provided by the ferry operator from the off-site parking area to the ferry terminal.
 - v. The terminal shall have indoor ticketing facilities, bathroom facilities and waiting area.

SUGGESTED REVISED ZONING CODE

8. Ferry terminal: cargo limited to walk-on passengers only, in accordance with the following standards:
 - i. An area must be provided for the safe and convenient drop off of walk-on passengers by motor vehicles including transit (bus), taxi, and car or van pools.
 - ii. An off-site area outside of the C-1 Commercial Business District shall be provided for the parking of motor vehicles for passengers boarding without vehicles.
 - iii. A passenger shuttle service shall be provided by the ferry operator from the off-site parking area to the ferry terminal.
 - iv. The terminal shall have indoor ticketing facilities, rest room facilities and waiting area.

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Village of Port Jefferson. 1961. *Map, Plan & Report, Port Jefferson Parking District.* Port Jefferson, NY.

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Appendix I - Governmental Immunity from Zoning**Governmental Immunity from Zoning**

Governments often undertake development activities within their own or other communities. For example, a municipality may be undertaking the construction of a new town garage, park, or community building. Likewise, local governments may find their community to be the site of a development action by another nearby municipality or another level of government, such as the county or the state. When this happens, questions are often asked about how zoning regulations affect these development activities. This paper is a guide for local government officials faced with these questions.

Certain acts of government may be exempt, or “immune,” from zoning. Historically, New York courts have recognized that certain entities are entitled to absolute immunity from zoning regulations, including the federal government; state government; state urban development corporations; and public schools. These entities are not required to comply with local land use regulations. Other governmental entities, such as towns, villages, cities, counties and fire districts, are accorded only a limited immunity, and *may* be subject to local land use regulations.

In making a determination as to whether the actions of governmental units with limited immunity are “exempt” from local zoning regulations, the New York Court of Appeals in the 1988 case of Matter of County of Monroe v City of Rochester 72 N.Y.2d 338, 533 N.Y.S.2d 702, established a new method for resolving inter-governmental land use disputes using the “balancing of public interests” analytic approach. Unless a statute exempts it, the encroaching governmental unit is presumed to be subject to the zoning regulations of the host community where the land is located. Working from that premise, a host community then considers several factors to determine whether or not it is in the public interest to continue to subject the encroaching government to its land use regulations. The host community is to weigh the following nine factors:

1. the nature and scope of the instrumentality seeking immunity;
2. the encroaching government’s legislative grant of authority;
3. the kind of function or land use involved;
4. the effect local land use regulation would have upon the enterprise concerned;
5. alternative locations for the facility in less restrictive zoning areas;
6. the impact upon legitimate local interests;
7. alternative methods of providing the proposed improvement;
8. the extent of the public interest to be served by the improvements; and
9. intergovernmental participation in the project development process and an opportunity to be heard.

A subsequent case indicated that a public hearing should be held to elicit public input on the nine factors. Neither the New York Court of Appeals nor the New York State statutes specify which board in the host municipality makes the determination of governmental immunity. This raises two questions – when in the development approval process is this determination made, and who makes it? The following are some alternative scenarios which may lead to a determination of governmental immunity.

Appendix I - Governmental Immunity from Zoning (Cont'd.)

A Municipality Developing Within its Own Jurisdiction

When a local government proposes to establish a facility or undertake an activity within its own geographic boundaries, the courts have held that it is subject to the County of Monroe “balancing of interests” test. In other words, the local government is presumed to be subject to its own regulations. Which board conducts the balancing analysis to determine whether this is in the public interest has been a matter of speculation. Some suggestions:

A municipal governing board may choose to bind some or all actions of its own municipality to the requirements of its zoning regulations by specifying so within the zoning law or ordinance. Where a municipality has done so, a zoning permit should be applied for. A referral to the planning board or zoning board for a special use permit or site plan review may be necessary as well. Any immunity challenge that the municipality wishes to make may be brought before the zoning board of appeals.

Where a local government has not bound itself to the requirements of its zoning regulations, the municipal governing board must protect the public interest by examining the nine factors as applied to the current project. It must determine whether it is immune from the requirements of the zoning regulations, and whether a zoning permit is necessary. Even where a municipal governing board has declared an action immune from zoning, it may still wish to comply with the requirements of zoning, where practicable, and with public notice and hearing requirements.

A Municipality Developing Within Another Jurisdiction

In the absence of a statute to the contrary, where a municipality or other governmental unit proposes a project in another community, the two governments should assume that the action is subject to the host community’s zoning requirements. The host community should apply the nine factors set forth in the County of Monroe case to determine the extent to which the host community’s regulations will actually apply. Any disagreement between the parties should be resolved by the appeals process of the host community.

Where a municipality or other governmental unit undertakes development activities associated with a project without applying for a zoning permit, the host community will need to make a determination as to whether to initiate enforcement action against the developing municipality or governmental unit. Any disagreement between the parties should be resolved by the appeals process of the host community.

Unresolved Questions

Although the *County of Monroe* case was decided over ten years ago, several questions regarding the application of the test remain unanswered. First, the case dealt with site plan regulations which were adopted as part of the local zoning law. Whether the decision of the court would apply to the application of site plan regulations adopted independently of zoning, or for that matter to compliance with subdivision review or other land use regulations is has not been resolved.

Appendix I - Governmental Immunity from Zoning (Cont'd.)

Second, it is not clear which board in the host municipality weighs the nine factors and determines whether the governmental unit undertaking the development activity is immune from local land use regulations or not. Also ambiguous is *when* in the development process that decision is made.

Finally, where a governmental unit *is* absolutely immune from zoning or other land use regulations, it is unclear what deference that unit of government should give to the host government's regulations. The courts have not answered the question, "Should the immune governmental unit *nevertheless* try to comply with the host municipality's regulations?"

If you would like more information relating to local government powers and responsibilities, please contact the Department of State's Division of Local Government at (518)473-3355.

August 1999

Appendix II- Resolution by the Village of Port Jefferson Board of Trustees to officially request the Suffolk County Department of Planning to aid and assist the village in developing a viable



**Business Meeting
September 26, 2005**

At the regularly scheduled meeting of the Inc. Village of Port Jefferson's Board of Trustee Meeting the following resolution was made, second and approved –

- The SC planning Board has provided the Village with a scope of work to review and analyze the Village's Marina Waterfront District. A resolution must be past officially requesting assistance.

Motion by Trustee Ransome, second by Trustee Britt, to approve the following resolution –

WHERE AS The Inc. Village of Port Jefferson has a varied and active waterfront, and
WHERE AS The Inc. Village of Port Jefferson is interested in protecting and improving the quality of life for residents and visitors of the Village of Port Jefferson through adjustments to the zoning code, and
WHERE AS The Suffolk County Planning Department is experienced in the zoning difficulties and fine distinctions that existing in the Port Jefferson Harbor Waterfront,
THERE FORE be it resolved that The Board of Trustees of the Inc. Village of Port Jefferson officially requests the Suffolk County Department of Planning to aid and assist the village in developing a viable zoning change to accommodate the Marine Waterfront Zoning Change.

Motion Passed 5-0

I, Robert J. Juliano, the duly qualified Clerk of the Incorporated Village of Port Jefferson, New York, corporation subject to the Not-for-Profit Corporation Law of New York State and qualified for tax exempt status under the Inc. Village of Port Jefferson, NY, do hereby certify that the following resolution was adopted at the regular meeting of the Board of Trustees, and is on file and of record and that said resolution has not been altered, amended or revoked and is in full force and effect.



Robert J. Juliano
Village Administrator/Clerk, Inc. Village of Port Jefferson

Appendix III - Resolution of the Suffolk County Planning Commission adopting the request of the Inc. Village of Port Jefferson for the Department of Planning to Provide Professional Planning Services

RESOLUTION OF THE SUFFOLK COUNTY PLANNING COMMISSION

October 5 2005

**RESOLUTION NO. 2-2005
ADOPTING THE REQUEST OF THE INC. VILLAGE OF PORT JEFFERSON FOR
THE DEPARTMENT OF PLANNING TO
PROVIDE PROFESSIONAL PLANNING SERVICES**

Whereas, the Incorporated Village of Port Jefferson met with the Department of Planning to review land use and zoning options for the Villages Marina - Waterfront District on July 19,2005, and

Whereas, the Suffolk County Department of Planning provided the Inc. Village of Port Jefferson with a proposal and scope of work dated September 21, 2005 to provide services in connection with a review and analysis of the Marina-Waterfront District in the Inc. Village of Port Jefferson, and

Whereas, by resolution dated September 26, 2005, the Inc. Village of Port Jefferson Board of Trustees officially requested the Suffolk County Department of Planning to "aid and assist the village in developing a viable zoning change to accommodate the Marine Waterfront Zoning Change", and

Whereas, the Director of Planning has indicated that the Planning Department can complete certain zoning and land use analysis for the Inc. Village of Port Jefferson within the current work program of the Department, and

Whereas, the Planning Commission may authorize the Planning Department to provide services to a municipality in accordance with Section A 14-13 of the Administrative Code of the County of Suffolk, now therefore be it

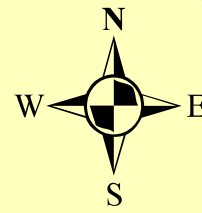
Resolved, that the Suffolk County Planning Commission hereby accepts the request of the Inc. Village of Port Jefferson for planning services and authorizes the Department of Planning to commence work pursuant to the above referenced proposal and to report to the Commission from time to time on its progress, and be it further

Resolved, that said study and report shall be completed on or about April 1, 2006 subject to the limitations of available staff time as determined by the Director of Planning.

**A motion for approval was made by Commissioner Lauri Nolan and seconded by Commissioner Linda Holmes. Motion carried 8 Aye 0 Nay 0 Abstain
London, Caracciolo & Fiore Absent**

MAPS

INCORPORATED VILLAGE OF PORT JEFFERSON MARINA - WATERFRONT DISTRICT STUDY





POQUOTT

BELLE TERRE

Port Jefferson Harbor

Legend

-  Marina - Waterfront District Study Area
-  Incorporated Village of Port Jefferson



0 990 1,980 Feet

INCORPORATED VILLAGE OF PORT JEFFERSON

Map 1

STUDY AREA

Village of Port Jefferson
Town of Brookhaven
Suffolk County, New York

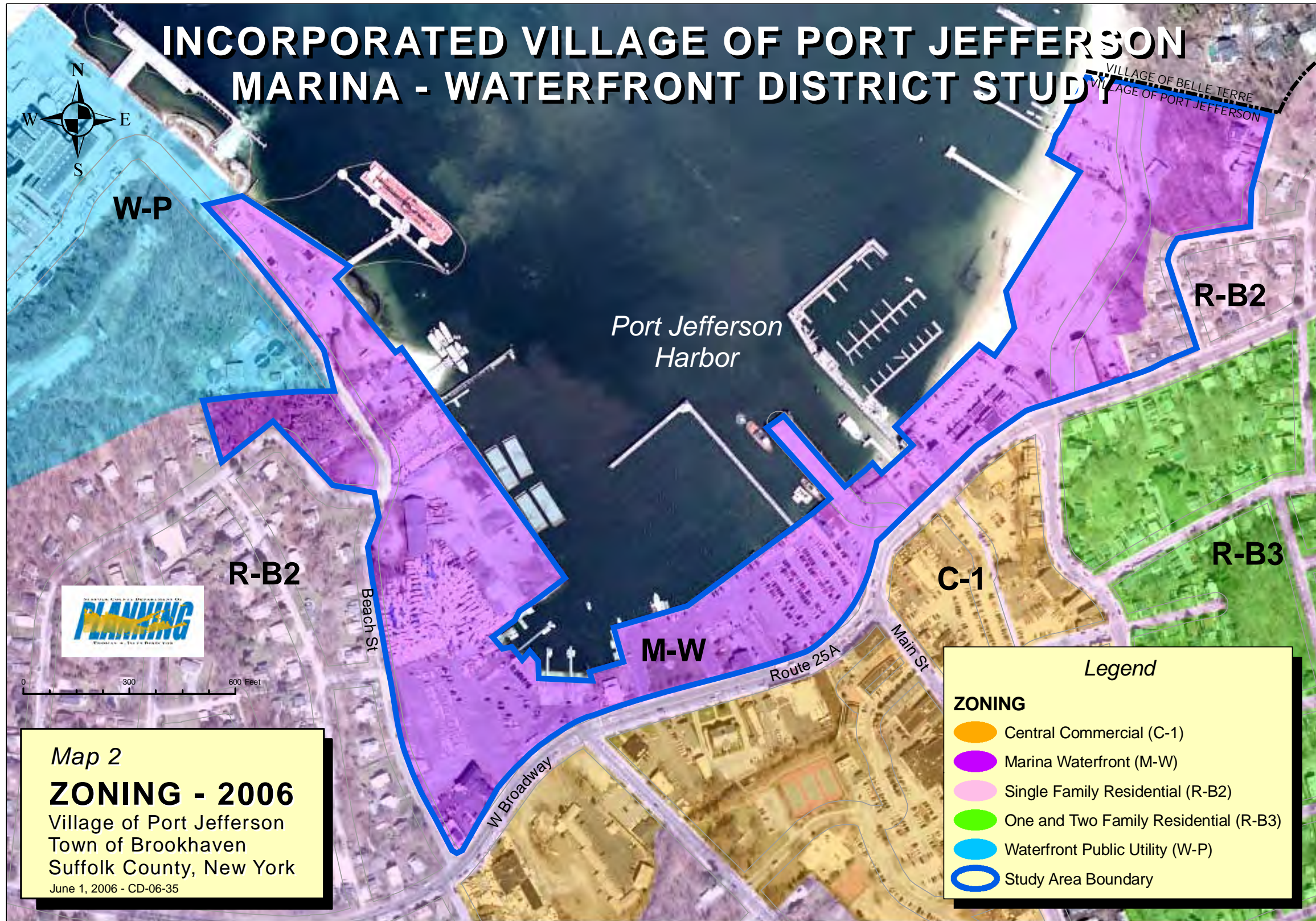
June 6, 2006 - CD-06-35

EAST
SETAUKET

Locator Map



INCORPORATED VILLAGE OF PORT JEFFERSON MARINA - WATERFRONT DISTRICT STUDY



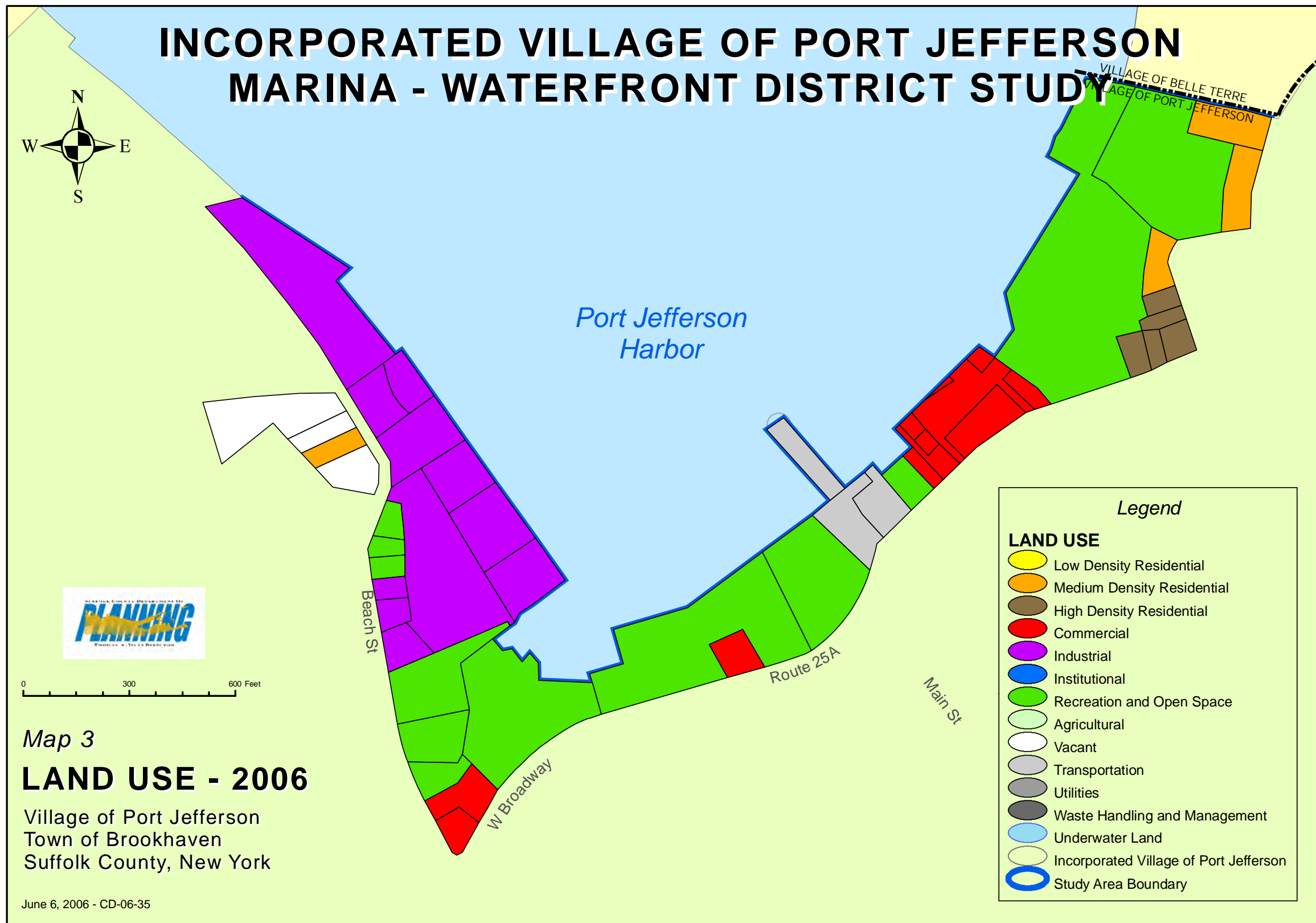
Map 2
ZONING - 2006
Village of Port Jefferson
Town of Brookhaven
Suffolk County, New York
June 1, 2006 - CD-06-35

Legend

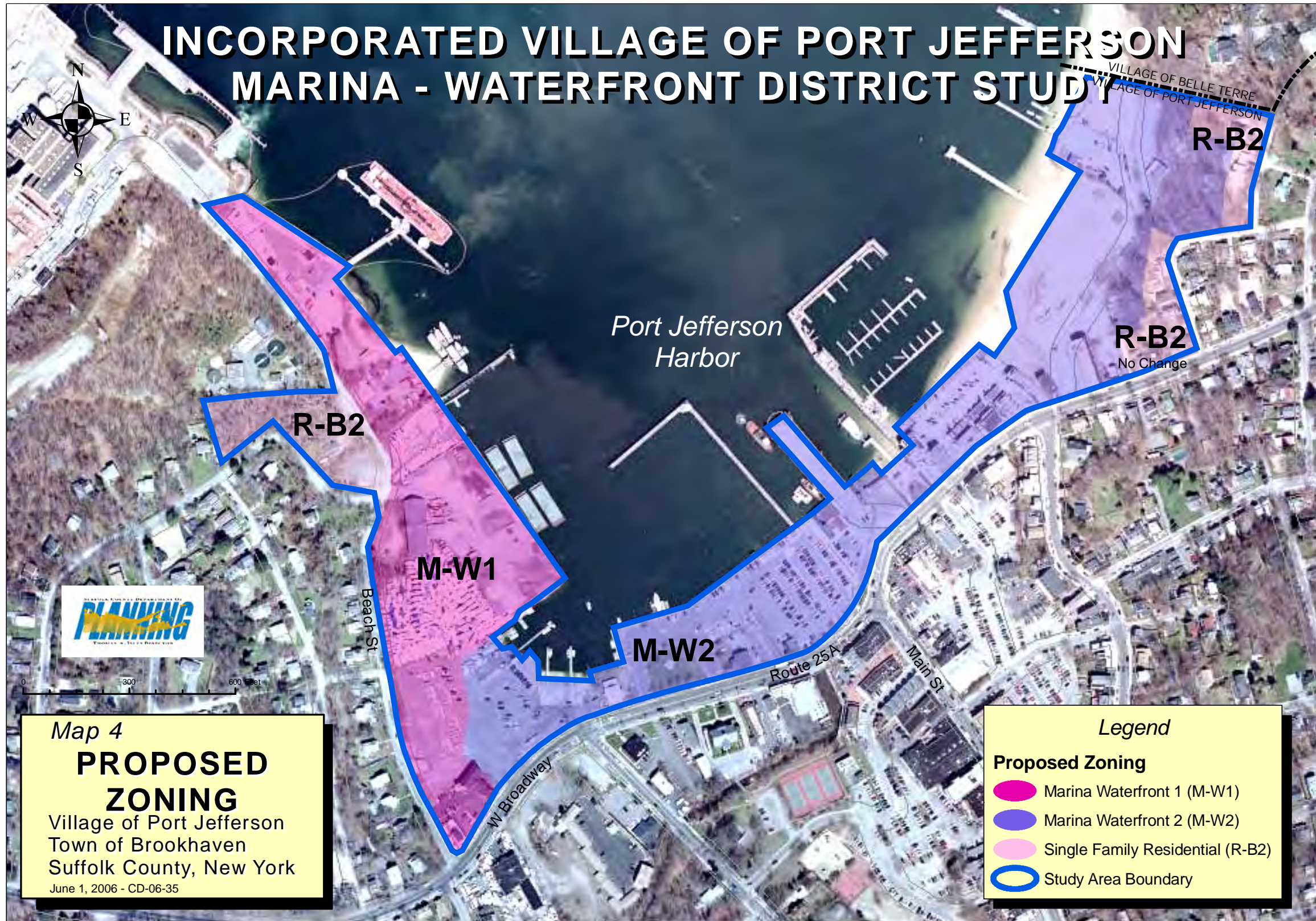
ZONING

- Central Commercial (C-1)
- Marina Waterfront (M-W)
- Single Family Residential (R-B2)
- One and Two Family Residential (R-B3)
- Waterfront Public Utility (W-P)
- Study Area Boundary

INCORPORATED VILLAGE OF PORT JEFFERSON MARINA - WATERFRONT DISTRICT STUDY



INCORPORATED VILLAGE OF PORT JEFFERSON MARINA - WATERFRONT DISTRICT STUDY



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