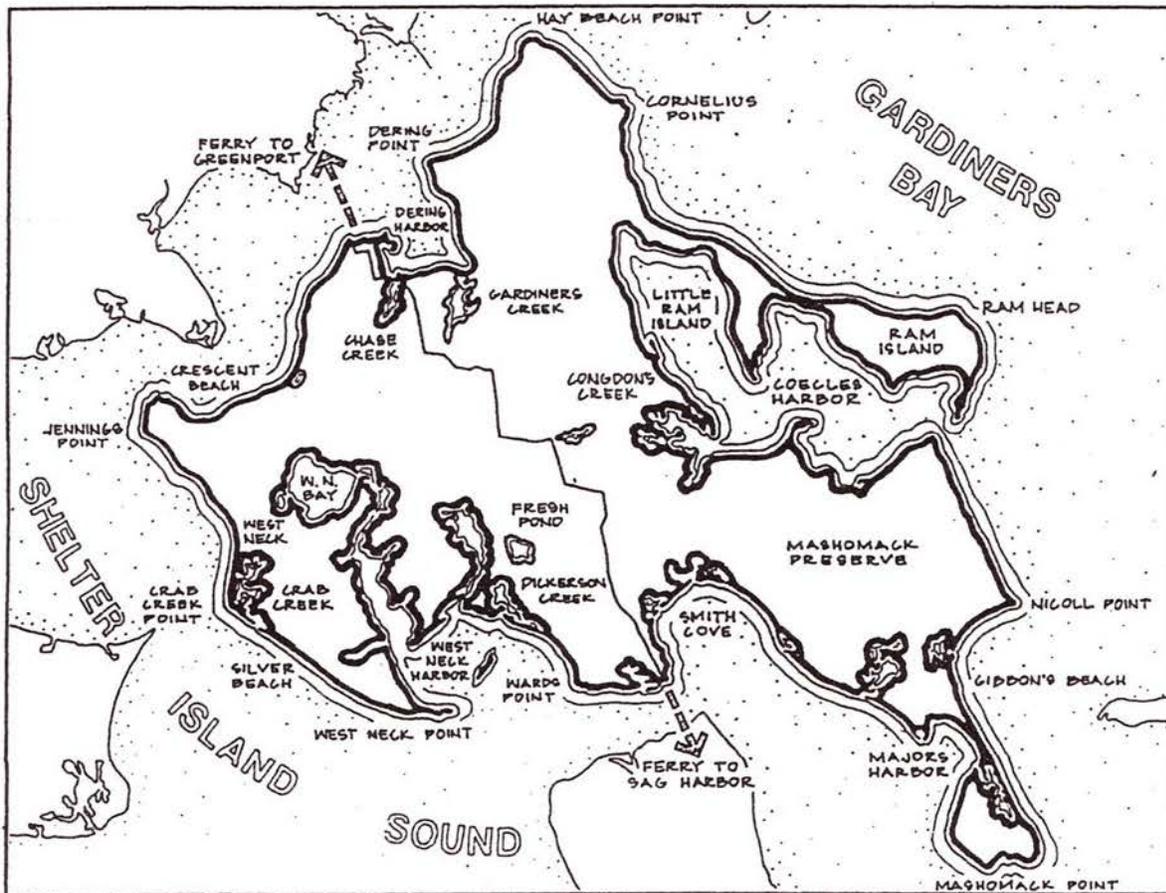




SHELTER ISLAND COMPREHENSIVE PLAN



Prepared by the Shelter Island, NY Comprehensive Plan Committee

Approved by the Shelter Island Town Board January 3, 1994
George Chimenti, Sharon Kast, Harold McGee, Glenn Waddington,
Huson B. Sherman, Supervisor

January 13, 1994

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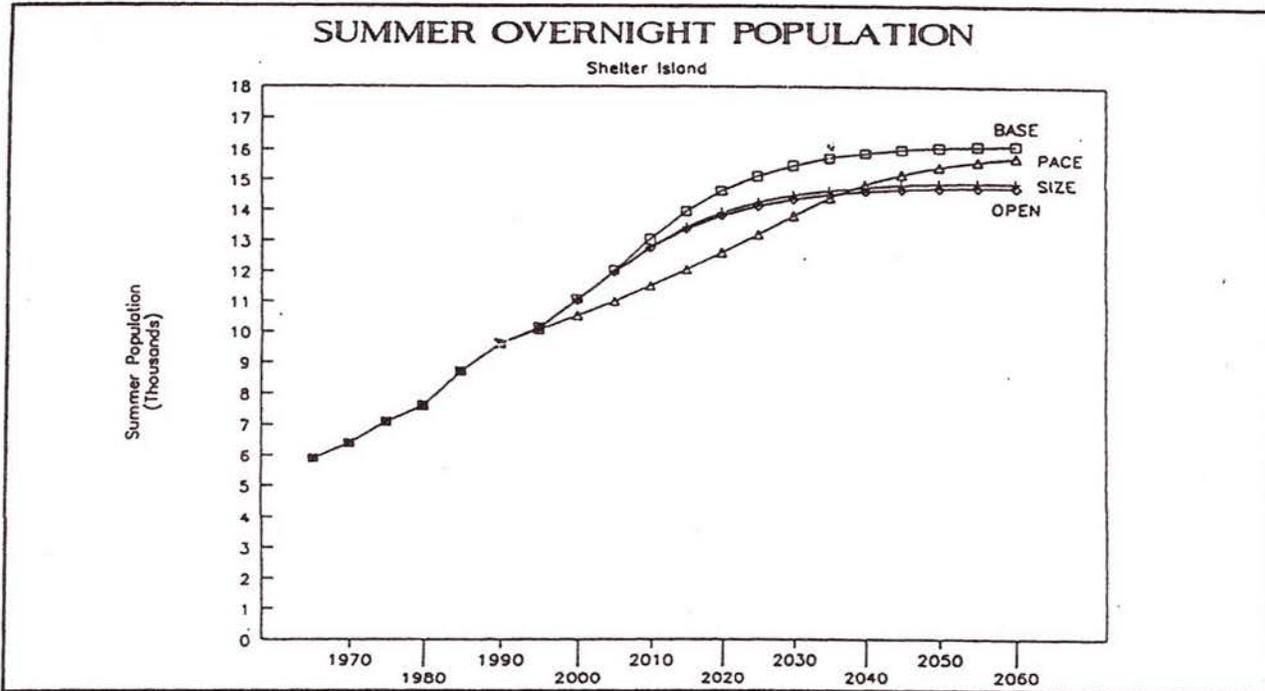
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Growth and the Comprehensive Plan, Herr & James Associates, May 20, 1993

1. BACKGROUND

This Comprehensive Plan is a statement of visions and intentions for Shelter Island, resulting from a series of efforts by the community beginning in 1991 with Town Board creation of a Comprehensive Plan Committee, continuing through 1992 and part of 1993 involving a series of community workshops, forums, committee studies, and finally drafting of this document. Formal adoption will be by the Town Board, following review by the Planning Board, SEQRA review procedures, hearings, and broad community consultation.

The object of the planning is to give direction to the varied actions taken by the Town and those within it bearing on growth and change: to make connections between individual actions and longer-term goals, and to provide coordination across topical areas. The Plan is not a law, but rather is a statement of policy, providing a basis for law through such separately adopted actions as zoning amendments, which are expected to follow.

The document is divided into seven topical elements, plus chapters on Background, Goals and Objectives,

1. Background

and Implementation. There is some duplication between those chapters, done for clarity, but there should not be conflict between them. To keep this document reasonably brief, lengthy background materials have been kept separate in the report "Growth and the Comprehensive Plan", prepared for the Comprehensive Plan Committee by Herr Associates, June 3, 1993. That report is intended as an integral part of the Comprehensive Plan upon its adoption.

GROWTH AND CHANGE¹

Shelter Island's overnight population increases from about 2,300 in the winter to nearly 10,000 persons in the summer, plus 1,000 or so daytime-only visitors. In the past decade, the Town added more than 20% to its housing stock, about half that much to its winter population, and perhaps that same percentage to its summer population.

Demographics and life-style choices are likely to shortly put unprecedented growth pressures on areas such as Shelter Island. The baby-boom generation is just reaching the age for leisure home purchases. Their time pressures mean more short vacations and fewer long ones, putting a premium on leisure homes

which are close to their primary homes. Retirement population, another major source of demand for Shelter Island homes, is growing more rapidly than any other sector of the United States population. In short, the potential growth in demand for Shelter Island location could be enormous, regardless of whether the Town wants or can accommodate it.

Shelter Island's land resources for development appear more extensive than they are. About a third of the Town's land area of 7,300 acres has been built upon, while another third has been permanently protected through public or non-profit open space commitment. Some of the remaining land is (or should be) unbuildable because of wetland or other major environmental limitations, leaving substantially less than a third of the Town's land area available for future building.

The number of additional dwelling units which could be built on remaining land under current zoning depends upon such things as how many owners choose and are allowed to build two-family dwellings or add limited-use accessory units to existing homes. However, our analysis, building onto studies made by Suffolk County², indicates that land and current zoning would allow about 1,700 dwelling units to be added to the present inventory of 2,200 units. Over a third of that growth potential is on scattered single lots, essentially immune to changes in zoning controls.

Projections utilizing a build-out model show the resulting summer population growing from under 10,000 persons in 1990 to about 16,000 before levelling as land runs out (see graph on page 1-1, "BASE" scenario). The same projections show the winter population growing from 2,200 persons in 1990 to 4,100 before land shortage sharply chokes growth. If growth rates were to follow the pattern of the past, rather than accelerating as they might, it would be about two decades before land shortage substantially constrains development opportunities.

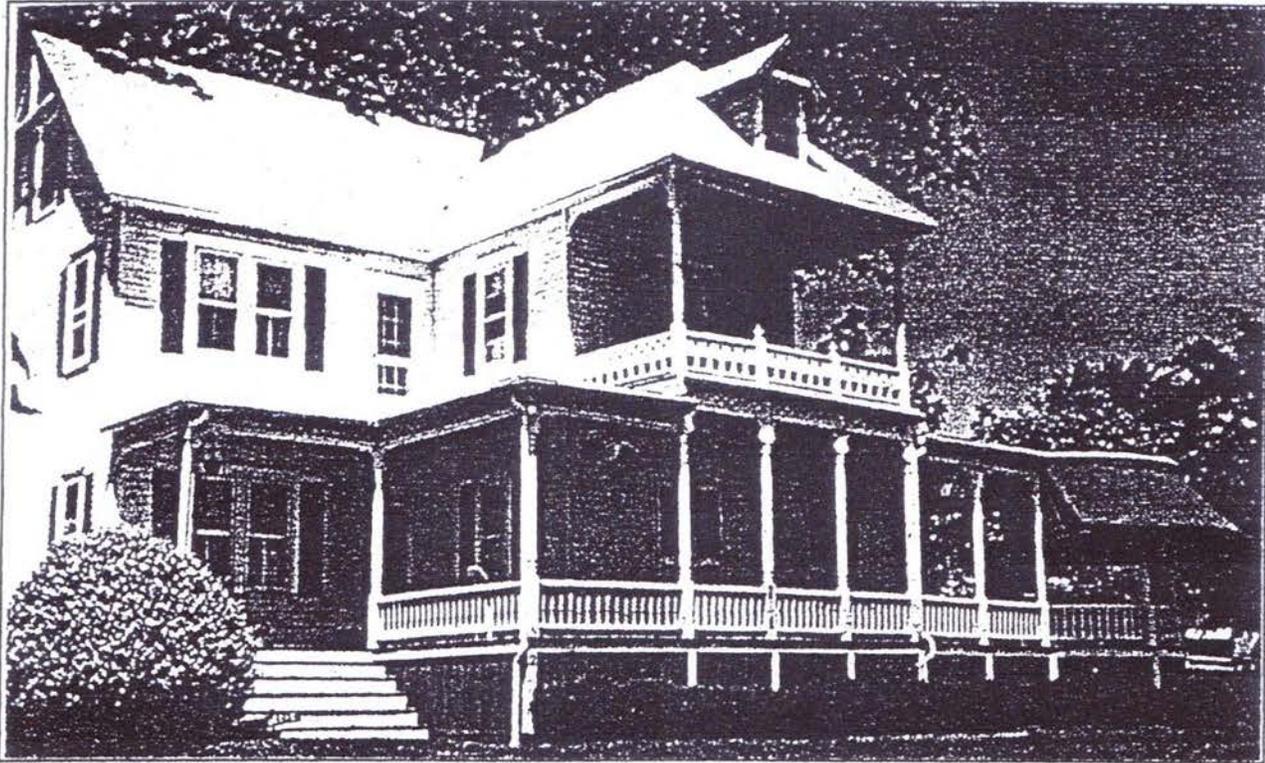
Because of the huge inventory of "grandfathered" lots already in existence, changes in zoning's lot size

regulations, either up or down, would have small impact on growth over the next several decades, but would affect the qualities of that growth. Increasing all of the lot area requirements by 50% ("SIZE" scenario on the graph) lowers the peak summer population by only a little over 1,000 persons, a small consequence from a huge regulatory imposition. Similarly, open space preservation efforts would have little impact on the amount of growth possible or expected over the next generation, only on where it will occur ("OPEN" scenario on the graph). Adding 600 acres of prime developable land to the "protected" category, the largest such effort imaginable, again reduces peak summer population by only a little over 1,000 persons.

Adopting growth pacing controls has essentially no impact on eventual peak population at all, but does impact how quickly that peak will be reached ("RATE" scenario on the graph). The control illustrated would limit development to no more than 22 homes per year (a 1% per year increase). In its most influential year, that control would reduce the expected summer population by about 2,000 persons below the "FIRST" scenario, facilitating timely meeting of their service demands.

GROWTH ESTIMATES

	1980	1990	2010	2060
Land area (acres)				
Total	7,300	7,300	7,300	7,300
Buildable	2,200	1,900	1,900	50
Housing units	1,700	2,200	3,000	3,900
Population (overnight)				
Summer	7,600	9,600	13,000	16,100
Winter	2,100	2,300	3,100	4,100
Water withdrawal (summer 1,000 gal/day)				
	750	950	1,300	1,600



Shelter Island, NY, Herr & James Associates slide, circa 1992

2. GOALS AND OBJECTIVES

Shelter Island accommodates a special community of people, some of whom live here year-round, some of whom divide their "home" between Shelter Island and elsewhere. Change threatens the delicate balance of environment and society which makes Shelter Island such a special place, but might also open opportunities to make that place even better. That is what this Comprehensive Plan intends to achieve: a future Shelter Island which builds on and extends the critical qualities of this extraordinary place.

From the Comprehensive Plan Committee's workshops and discussions the key qualities for Shelter Island have been clarified. The intention of this Plan is to keep Shelter Island essentially as it is, but not in a static "Williamsburg" way. Rather, we accept that change is inevitable, and want to work with that change to reinforce the positive qualities of the community, and to overcome any of its shortcomings.

Some of the key qualities to build upon are closely associated with being an island. Water is crucial, even more than in mainland communities, with priorities

something like this.

- Protecting and managing both the quantity and the quality of water for drinking supplies, since they would be threatened by any careless development.
- Planning for water as an element of the marine environment, whose deterioration has damaged the shell- and fin-fishing which have been an important part of Island life, both for the baymen who depend on marine resources for their living, and for those who enjoy use of those resources as one part of what makes Shelter Island special.
- Assuring adequate public access to those water resources.
- Managing water-based recreation, which is a huge asset to the Island economy, but also is threatened by any deterioration or over-use; and doing that management compatibly with the earlier cited priorities.
- Protecting the contributions which open water gives to the special character of the Island,

through its appearance, sounds, and aromas, providing to the Island its setting and its distinguishing environment.

Another critical quality of the Shelter Island environment is its open spaces, which are indispensable to its character, ecology, and attraction, but are threatened with gradual loss over time. A challenge for this Plan and its implementation are to accommodate other needs, including jobs and housing for the year-round population, while protecting the critical functions which key open spaces now play.

Some of the key qualities to be planned for come from the kind of social community which this is. Shelter Island is and should continue to be home to a relatively stable community of people with homes here, whether living in those homes year-round, year-round except for a gap in the winter, summers plus weekends the rest of the year, or just summers.

Maintaining that mix requires sensitivity to the different but interdependent interests of people having different residential attachments to Shelter Island. Because of that interdependence, such things as good job and housing opportunities for year-rounders are critical to the interests of summer residents, though that isn't always recognized; just as clean, uncrowded beaches are critical to the economic interests of year-round residents.

"Rural seaside charm" has all but disappeared from the northeast, whose seaside areas have largely become suburban annexes to metropolitan areas. They remain "seaside" but are neither "rural" nor "charming". Shelter Island still has all three qualities, and an important intention of this Plan is to maintain them. Concretely, some of the critical rural qualities are:

- a population whose interests are centered in that place, rather than in a wider commuting-scaled region;
- guidance which relies more on social agreement than on institutional mandates; on education and persuasion more than regulation;
- governance which is as simple as it can be: few

public agencies, simple lines of command;

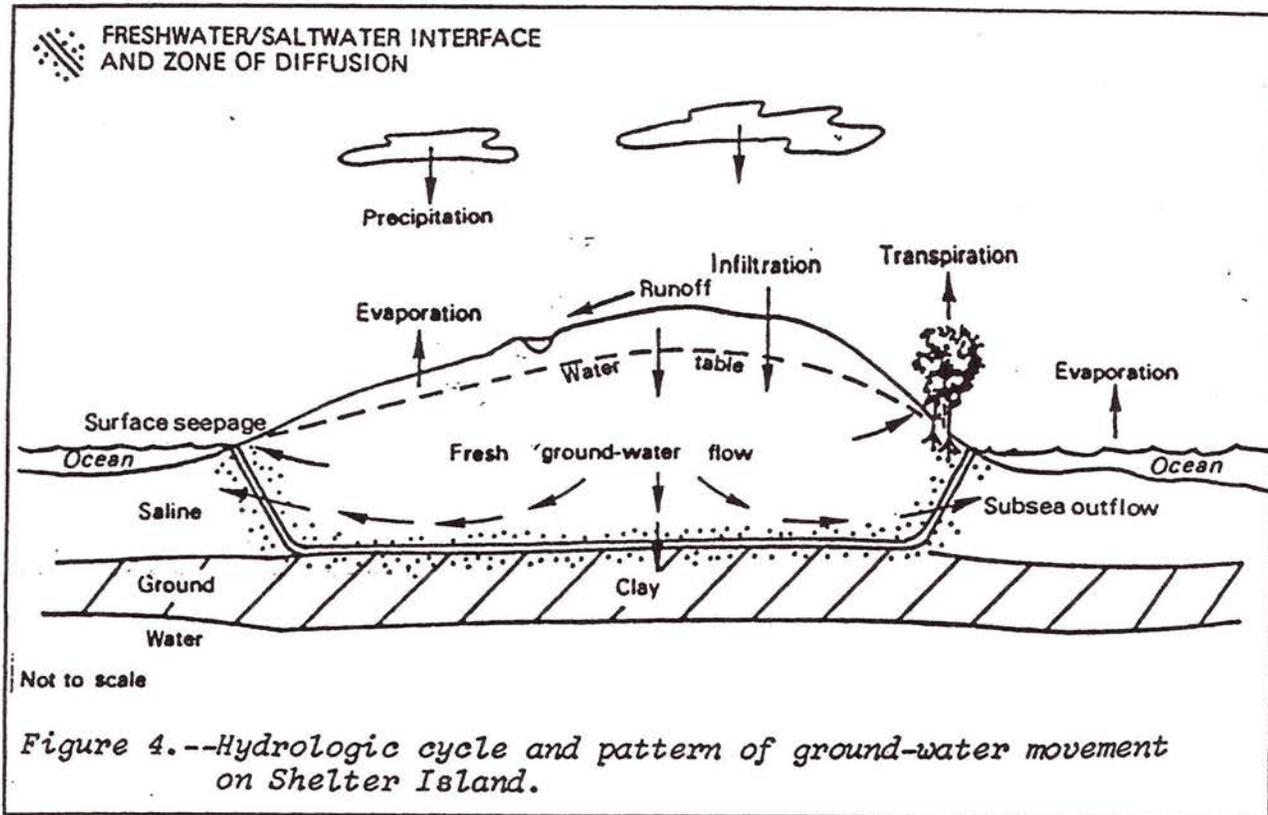
- an environment which, relative to metropolitan areas, is more accepting of variations in lifestyle and land use, and consequently is less homogenized and less predictable.

Finally, the physical aspects of community character are critical. Shelter Island has a visual quality quite unlike that of other resort islands of the northeast, and certainly unlike any mainland communities. The name is apt: Shelter Island's coastline is sheltered, not only by Long Island's configuration but by the combinations of dense vegetation and shoreline complexity which make the ocean's appearance from place to place a more intimate and surprising event than is common on other islands. That same vegetation shelters the visibility of much of the Island's development, providing green continuity even in developed areas.

Architecture on Shelter Island reflects those other qualities. Only one building, the Shelter Island School, appears to be really large, and even that building is broken down visually to achieve a smaller visual scale. Intimate scale is shared across almost all development on Shelter Island and, along with the green continuity, makes any consistency of architectural design relatively unimportant, some would even say undesirable. The Island has great variety of design, made compatible by scale, siting, and vegetation.

Shelter Island has village centers which are denser than the rest of the Island, but seldom do buildings dominate the context as they do in other East End or New England villages. There is a consistent openness to Shelter Island development even where, as near the Town Offices, a rich mix of activities are within easy walk of each other. That balance of access and openness, quite different from traditional or even neo-traditional villages elsewhere, is a valued quality to be maintained.

This Plan will succeed if these vital qualities of Shelter Island can not only be protected, but can be strengthened over time. The following elements of the Plan are designed to achieve just that.



Geohydrology and Ground-Water Quality on Shelter Island, Suffolk County, New York, 1983-1984, Dale L. Simmons, U.S.G.S. 1986

3. NATURAL RESOURCES

BACKGROUND

The salience and fragility of the natural environment is exceptionally clear in the case of Shelter Island, in part simply because it is an island, in part because of the special circumstances of this island. All parts of the environment are interactive with each other, but for purposes here, the discussion is divided into concern for the Island's surrounding waters, for the Island's fresh water, for air quality, and for terrestrial and aquatic ecology.

Surrounding Waters

Peconic Bay provides much of the reason for Shelter Island's attractiveness and economy: support for swimming, boating, fishing, shellfishing; for all of the ecosystems around the Island's perimeter; and the aesthetic setting for an amenity-based economy. The Bay is in deep trouble, but there is reason for hope that it will be restored.

The most discussed threat is the brown tide, a recurrent algal bloom of uncertain origin, which is highly destructive of many critical forms of marine life, ranging from eelgrass beds to scallops. Brown tide is blamed for the plummeting of East End shellfishery resources from being a \$5 million industry in 1982 to a \$13,000 yield in 1992. However, the Bay suffers other concerns, as well, including high nitrogen concentrations (which threaten to result in eutrophication), and fecal coliform pollution which results in shellfish bed closings.

In September, 1992, the Peconic Bay was added to the National Estuary Program, making available \$3 million in Federal and matching County funds to support study and action aimed at resolving brown tide and other environmental problems of the Bay. Hopes run high that the designation marks a turning point in the protection and remediation of the Bay.

In October, 1992, the Town created a Waterways Management Advisory Council to address issues of waterways use and management. Creation of that Council was one recommendation of an earlier Waterways Study Committee which joined and

extended efforts of a sub-committee of the Comprehensive Plan Committee. Other Committee recommendations dealt with such things as creating a Harbormaster position and adjustment of mooring regulations and fees.

Fresh water resources

Rainwater recharges onto Shelter Island at an annual average rate of about 12-15 million gallons per day, supporting vegetation, wildlife, surface waters, flushing of embayments, and irrigation, as well as water for drinking and other human consumption. Long-term projections indicate that if all of Shelter Island's land were to be fully developed as allowed by zoning, human withdrawal would double to about 2 million gallons per summer day, with about half of that lost to the Island's water cycle through evaporation or discharge. No topic on Shelter Island is as sensitive as that surrounding the sustainability of that potential resource demand.

There are a variety of fresh water resource concerns. Perhaps most immediate is concern that over-pumping will result in drawing up the saline water on which the Island's fresh supplies "float". A further concern is that through either over-concentration of human discharges or through unplanned accident, the quality of the Island's aquifer resources will be degraded below potable levels. Underground fuel storage tanks are a specific risk threat. Finally, there is concern that contaminated surface runoff will degrade marine waters into which it discharges, and that contaminated groundwater discharging into the marine environment will exacerbate such problems as excess nitrogen levels.

There also is concern for the protection of all fresh surface waters, including Fresh Pond and the fresh water portions of a number of creeks. They provide important habitats rare on the East End. Excessive nutrients, in particular, would threaten their sustainability.

Air quality

Shelter Island's air quality concerns are not the usual ones associated with traffic or major stationary pollutant sources. Instead the concerns include:

- sonic pollution: noise interference with the quality of life;

- pollution from individuals burning materials at their properties;
- odors from the Town's solid waste disposal facilities;
- potential harm from electromagnetic radiation associated with the LILCO power line across the Island.

Terrestrial and aquatic ecology

Shelter Island enjoys the ecological benefits of being separated from the mainland by water, and enjoys the benefit of having a third of its land area in protective public or non-profit ownership, most notably in the Nature Conservancy's Mashomack Preserve, which provides protected acreage at a scale supporting entire habitat systems. The Island also benefits in having among its citizens a substantial number of persons committed to protection of the Island's special ecology. That entails attention to a number of species found here, including:

- endangered species - terns, plovers, various plant communities;
- rare communities - kettles, salt marshes;
- problem species - ticks, deer, mosquitoes, invasive exotics;
- exploitable species - scallops, clams, woods for burning;
- high profile species - osprey.

GOALS AND OBJECTIVES

The most basic natural resource goal is to assure that human activity on Shelter Island is managed in a way sustainable into an indefinite future without destruction of critical environmental assets. Education and communication are key to these efforts. More specific objectives include:

- encouragement of an environmental agenda aimed at preventing the degradation of surface water resources and wetland ecosystems;
- protection and wise use of both marine and fresh water resources, assuring that they will be

able to support not just current use but also future generations;

- protection of both endangered and unique or unusual species;
- preservation of natural wildlife habitats to provide for breeding, nesting, and feeding for indigenous and migratory wildlife.
- avoidance of introduction of non-local species, especially potentially invasive ones;
- improvement of public understanding about environmental issues through education;
- ✓ ● development of a resource management system which is predictable, objective, and imposes minimal costs on either public or private interests;
- assurance of consideration for adequate and appropriate access to marine resources in all planning, including both commercial and recreational activity;
- ✗ ● understanding, protecting, and staying within the limitations of the Island's water resources (reflecting drought year contingencies, not just average years), since water quality is critical to the quality of Island life and the economy.

IMPLEMENTING ACTIONS

Marine waters

1. Adopt both zoning and subdivision regulations to assure that the present practice of requiring storm water recharge (rather than direct discharge to waterbodies, either fresh or coastal) from streets, parking areas, and other private development will be universally enforced in new development, including both subdivisions and single lots.
2. As existing roads are reconstructed, make settlement/detention areas a part of the effort where major improvement to coastal discharge water quality can result. The Town should continue its present practice of installing catch basins and dry wells where storm water otherwise runs off into wetlands, creeks and bays.

3. As Town properties are redeveloped, landscaped, or otherwise upgraded, assure that storm water is recharged, rather than discharged to water bodies.

4. Continue active Town representation and involvement in such programs as the National Estuary Program for the Peconic/Gardiner's Bays.

5. Reconcile protection of shellfish areas and boating through management of anchorage locations.

6. Explore participation in the New York State Local Waterfront Revitalization Program, supported by the NYS Coastal Resources Program in the Department of State.

7. Mark all Town landings as Public Landings, assuring the public that they will remain public and accessible, and ensure that parking is appropriately provided and managed. Preserve public access to and use of all beaches up to the high water mark. ✓

8. Enhance public access to Dering Harbor with an improved boat ramp, dinghy dock, and Town Dock. Improve and create other Town-owned docks.

9. Develop means of better protecting wetland resources, beginning with a review of the Town Wetland Ordinance, exploration of imposing wetlands setbacks, establishment of a no net loss of wetlands policy, coordinating local review of development impacting wetlands, and enforcement of all regulations, including those of the State.

10. Continue maintenance dredging for flushing, navigation, and water dependent uses, taking into consideration the preservation of natural resources and Island quality of life.

11. Explore the use and protection of both Town and privately owned beach areas such as the Ram Island causeways, Reel Point, and Shell Beach. Exploration should include management of beach access by vehicles so as to minimize erosion, habitat damage, and disturbance to other beach users, while protecting wildlife and legitimate needs for vehicular access, such as for commercial fishermen or the handicapped. ✓

Fresh water resources

1. Adopt water management ordinances assuring an active role for the Town in areas where authority has not been preempted at Federal, State, or County

level, and where the Town has the capacity for competent administration.

2. Amend the Zoning Ordinance to include aquifer protection rules Island-wide, designed to avoid the introduction of contaminants into groundwater through either excessively dense development, inappropriate (high risk) categories of development, or inappropriately designed development (such as involving underground storage tanks).

3. Amend both the Zoning Ordinance and Subdivision Rules and Regulations to provide special controls in areas of shallow groundwater table elevation (1 1/2' above sea level, more or less), designed to avoid over-use of limited resources, to enforce maximum feasible recharge of recyclable water, and to avoid contamination, including:

- managing water use and disposal in existing development, as well as in new development, by requiring recharging of roof drains, use of low-flow toilets, and strengthened controls over sprinklers, pool filling, and use of hazardous materials such as insecticides.
- reducing residential density (e.g. upzoning, limiting accessory dwellings) in affected areas, including exploration of limitations on allowable building floor area in relation to lot size, and clarification and strengthening of both lot coverage and building height controls.
- discouraging replacement of natural vegetation with hard surfaces or sod, and encouraging use of landscape vegetation and grass varieties having low water demands.

4. Minimize development's disturbance of existing vegetation which acts as a buffer or filter for storm water runoff, relying upon incentives to the degree possible.

5. Encourage best management practices in fertilizer use, especially in critical water resource areas and near the water.

Air quality

1. Develop educational materials regarding air quality, to be distributed with burn barrel permits.

2. Continue monitoring of the LILCO cross-Island transmission line electromagnetic impacts on an ongoing basis.

3. Develop a simple, equitable approach to controlling disturbances resulting from excessive noise of sound amplification systems, boisterous late-night parties, use of noisy equipment and machinery, or similar activities, strengthening existing authority regarding alcoholic beverages and disturbing the peace.

Terrestrial and aquatic ecosystems

1. Amend the Zoning Ordinance to make protection of endangered, rare, or Island-unique species and their habitats an explicit consideration in decision criteria for special exception permits.

2. Adopt provisions either within the Zoning Ordinance or as a separate ordinance, discouraging or preventing the introduction of plant materials not already present on the Island, unless demonstrated to be both of special benefit and unlikely to prove invasive.

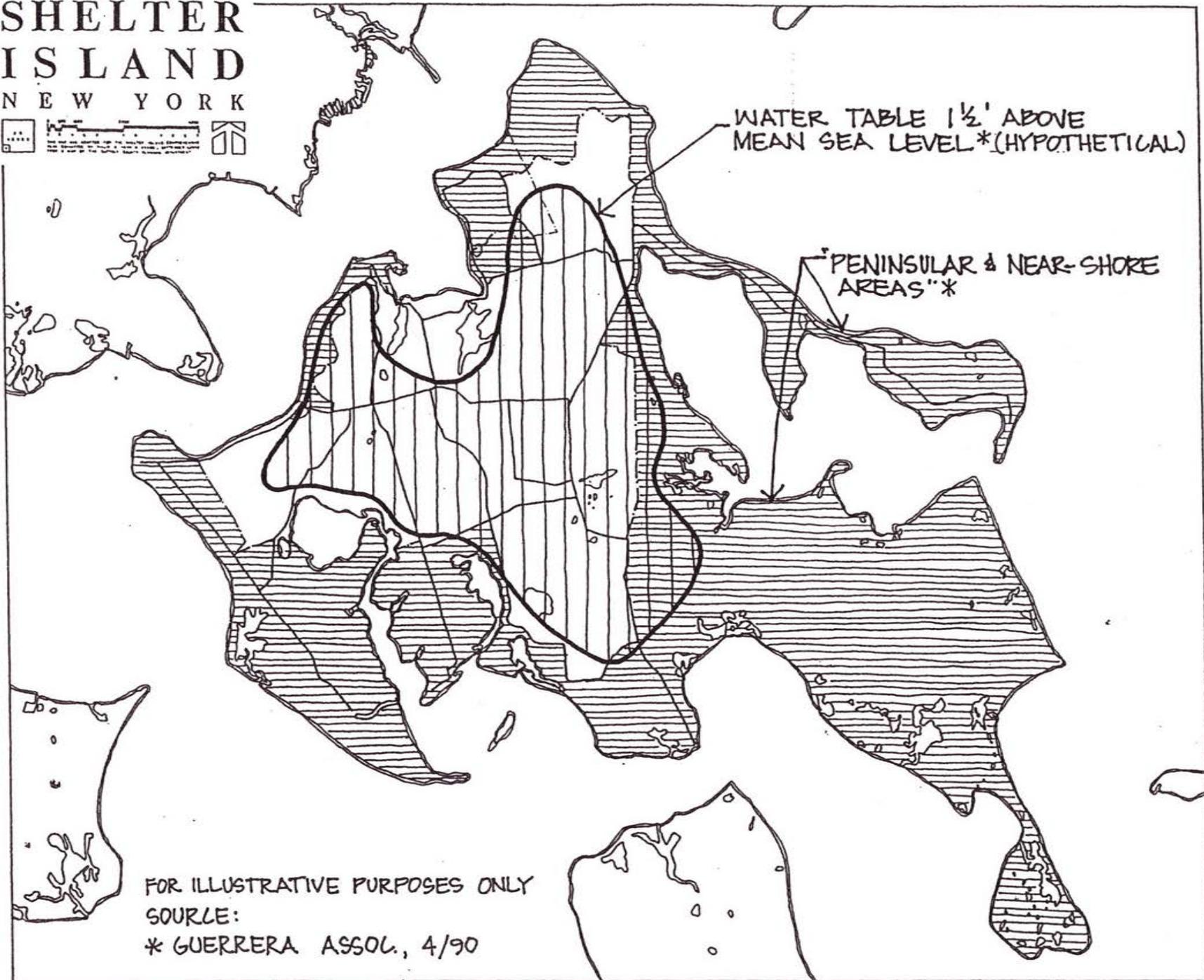
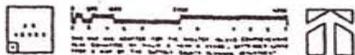
Other

1. Develop a centralized inventory of environmental information, including such mapped information as that from the New York State Natural Heritage Program, and develop a system for keeping it updated.

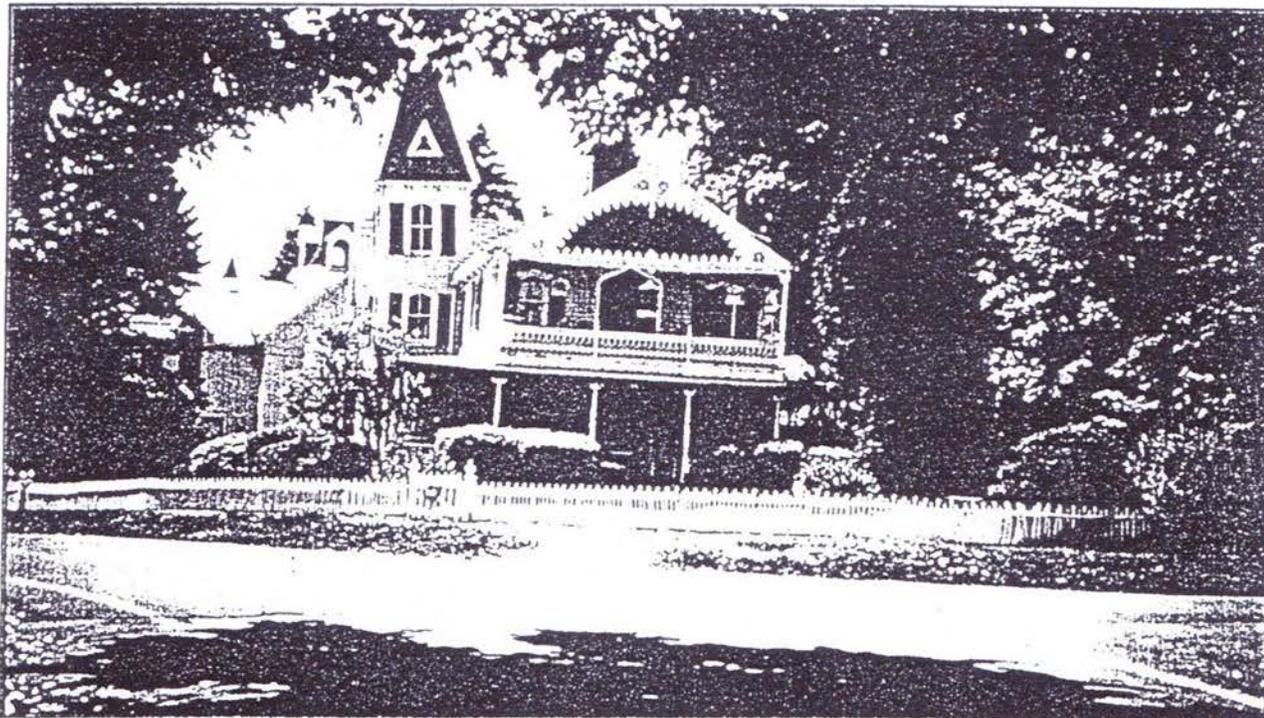
2. Explore how to integrate local environmental information into the school curriculum.

3. Provide adequate budgetary resources for both the Conservation Advisory Council and the Waterways Management Advisory Council to carry out an aggressive program of community education and communication, both for those living here and for visitors. Efforts should include development and distribution of literature, promotional events, and demonstration projects.

SHELTER ISLAND NEW YORK



FOR ILLUSTRATIVE PURPOSES ONLY
SOURCE:
* GUERRERA ASSOC., 4/90



Shelter Island, NY, Herr & James Associates slide, circa 1992

4. CULTURAL RESOURCES

BACKGROUND

There exists only a thin trace of evidence of Shelter Island's geologic, archaeological, and more recent history. An important concern in planning for the Island is to assure protection for those assets while drawing upon their value in enriching contemporary life.

Shelter Island was formed 18,000 to 23,000 years ago through glacial advance and retreat. As many as 1,000 Native Americans occupied the Island prior to its settlement by Europeans in the early 1600's. Growth and development were slow until establishment of a Methodist camp meeting ground at Shelter Island Heights in the 1870's.

Natural change erodes remains of that history: each flood exposes, then takes away, evidences of Shelter Island's past. Artifacts from the Native American era have survived, but in small number and relative obscurity. Manhasset House, once the largest hotel on the Island, was lost to fire in 1896. The New

Prospect Hotel similarly was lost in 1942. A dismaying number of lesser buildings also have been lost to fire or demolition.

Little has been done to protect the remaining historic assets. Only in 1992 was Shelter Island Heights accepted for listing on the National Register of Historic Places, for the first time providing a measure of protection for the cultural assets there. Sites of archaeological interest have been informally mapped, and an Island-wide inventory of historic structures is said to have been prepared some years ago, but wasn't retrieved in this process.

As a key part of this Comprehensive Plan, those Special Places which are critical to the Island's character and way of life were identified through meetings and discussion among residents. Some but not all Special Places are of historic importance, but all play an important role in the patterns and quality of Island life. Special Places are candidates for careful attention, to assure that they continue to provide that critical support. These are those Special Places as of this writing (see map at end of chapter, for an itemized and keyed listing see wall map).

Centers. Places where a concentration of

activities and structures create special qualities: Shelter Island Center, Shelter Island Heights, and Dering Harbor Village (though not within the Town).

Paths. Key routes connecting places, the route itself having special qualities: Bridge Street, Grand Avenue, Ram Island Causeways, Serpentine Drive, Nostrand Parkway.

Water's Edge. Important places where Island land meets waterbodies: Ice Pond, Fresh Pond, Lily Pond, Louis' Beach, Wades Beach, Shell Beach, Reel Point, Coecles Harbor Marina, Skips Marina, Shorewood Marina, Boatyard, North and South Ferries, and Town landings generally.

Creeks. Important to the character and function of the Island: Bass Creek, Chase Creek, Congdon Creek, Crab Creek, Dickerson Creek, Foxen Creek, Gardiners Creek, Menantic Creek, Miss Annies Creek (Nicolls Creek), West Neck Creek.

Institutions. Important both because of the activities there and, in some cases, because of the building itself: Manhasset Chapel, churches generally, Monastery, Camp Quinipic, Quaker Cemetery, Shelter Island School, Library, Haven House, both Post Offices, Mashomack Manor House, oldest house (on West Neck Road).

Businesses. Typically, important because of their value as "third places" (places other than home or work where social interaction takes place): Chequit Inn, the drug store, Rams Head Inn, Pridwin Hotel, Peconic Lodge, Georges IGA, Carol's Luncheonette.

Open Space and Natural Features. Mashomack, Goat Hill Golf Course, Gardiners Bay Country Club, Sylvester Manor, Pogatticut Rock, John Tuthill's Hill, Westmoreland Farm and Bell Tower, Dickerson Pond and Park, Sachem's Woods, Shorewood (Manor, Carriage House, Boathouse, bamboo forest), Wade's Beach, Shell Beach, Louis' Beach, Mennadden Lane Town landing, Ram Island Park, Town parks and preserves generally.

Other Places. American Legion Hall, Havens House, Sunset Rock (Dering Harbor), The

Dory, Town Landfill.

Events. Some recurrent events are as much a part of the cultural environment as are buildings: Shelter Island 10 Kilometer Run, Fireworks Show, Annual Chicken Barbecue, Arts and Crafts Show, Mashomack's Dinner Dance benefit, St. Gabriels Retreat benefit, and Country Fair.

GOALS AND OBJECTIVES

A basic goal is the preservation of archaeological and cultural resources in order to protect linkages between the Town's history and its present life, in order to improve community self-understanding, to strengthen the sense of community, and to protect Shelter Island's special character. A further goal is the protection of the Island's small-town community and way of life, its rural character, and the natural resources which support those qualities. This requires continued matching of the use of land to the land's natural and visual qualities, and protection of critical visual assets, including scenic views from roads and coastal view corridors.

An important quality of the Island is the diversity of its neighborhoods. Efforts should be made to maintain the distinctiveness of the neighborhoods, and to use that distinctiveness as a guide to future development.

IMPLEMENTING ACTIONS: CULTURAL RESOURCES

1. Create an Historic Advisory Commission within Town government to coordinate and advocate actions for managing cultural resources. Such organizations are common in other states, but not in New York. The organization would serve as an in-government advocate for careful management of historic resources, pursuing the successful implementation of the later-listed actions, without being a regulatory agency. The Preservation League of New York State could provide technical assistance in creation of such an organization, while private organizations, such as the Historical Society, will be vital in the effort.
2. Undertake a program of surveying and documenting the Town's historic and visual assets, either funded for professional execution, or staged for

volunteer execution over a number of years, undertaking one neighborhood each year. That effort should begin by assembling materials from the surveying which has previously been undertaken, including that by the sponsors of the National Register listing for Shelter Island Heights, by the Society for the Preservation of Long Island Antiquities (SPLIA), and archaeological inventories by John Witek.

3. Following that survey, explore the designation of additional areas or structures for the State and National Registers. Listing in those Registers assures that any discretionary actions by public agencies will take impacts upon historic values into account, and in some cases can make those properties eligible for favorable tax treatment, grants, and loans. Listing does not inhibit private actions unless they are subject to discretionary review by public agencies and thus subject to SEQRA review.

4. Seek funding for the preparation of a manual describing the Town's history and its cultural and visual resources, highlighting the distinctiveness of the Island's varied neighborhood patterns, and suggesting guidelines for building (or maintaining) in harmony with that inheritance. The manual would promote a sense of community through improved

awareness, and would improve the community's ability to minimize damage to cultural resources through neglect or demolition. A variety of public and private funding sources might assist with the costs of such an effort.

5. Develop and promote a program for use of preservation easements as a tool for protecting facades, gardens, and scenic structures. Such easements are deeded agreements reached between a willing property owner and either a public agency, such as the Town, or a private one, such as SPLIA. Incentives and other encouragements from the Town could expand their use.

6. Amend relevant Town ordinances (Zoning, Subdivision, Site Plan Review if adopted, Environmental Impact) to include protection of historic and archaeological assets (especially within 500 feet of the shoreline) as explicit considerations in acting on permits, and devise an objective system for assuring that those resources are in fact respected in new development.

7. Explore use of community access cable TV for community education about historic and cultural assets, including broadcast of local events.

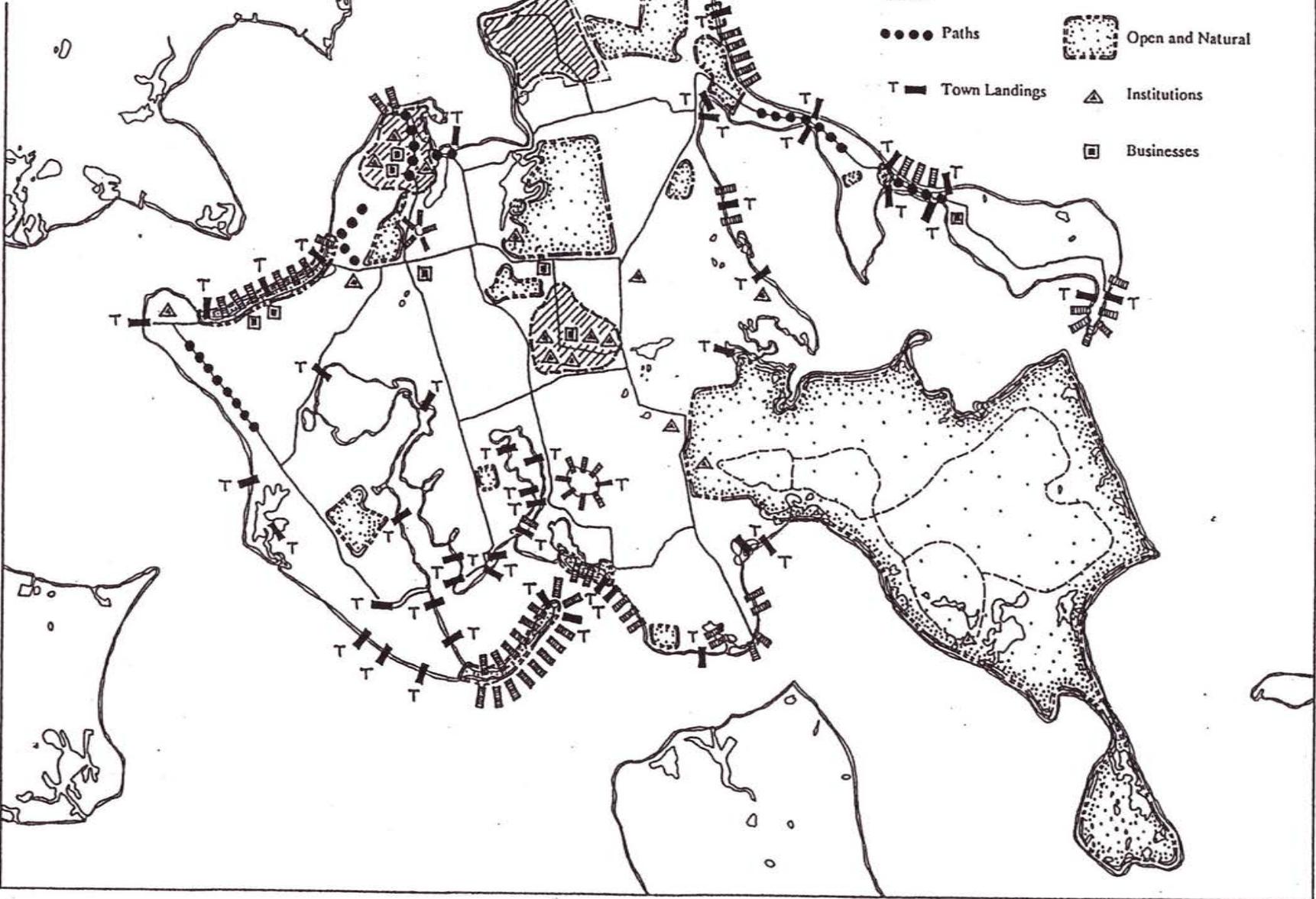
SHELTER ISLAND NEW YORK

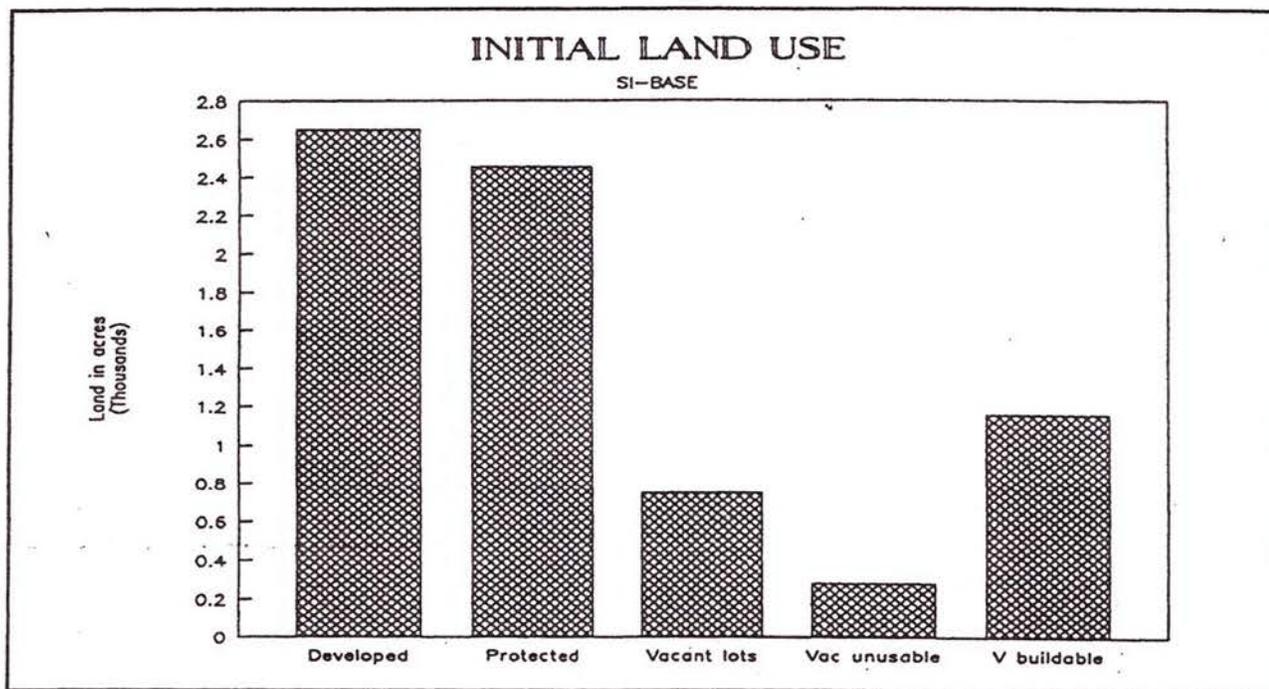


SACRED PLACES

Map Drafted August 18, 1993; Revised Dec. 14, 1993

-  Centers
-  Water's Edge
-  Open and Natural
-  Paths
-  Town Landings
-  Institutions
-  Businesses





Growth and the Comprehensive Plan, Herr & James Associates, May 20, 1993

5. LAND USE, ZONING AND OPEN SPACE

BACKGROUND

Shelter Island has about 7,300 acres of land area, 70% of which is either developed (about 2,700 acres) or reserved as public or private open space (about 2,500 acres)³. Another 700 acres is already subdivided into lots essentially exempt from zoning change, and another 280 acres is none of the above, but unbuildable because of being wetlands or other physically restricted land. That leaves some 1,200 acres of private developable land which is subject to choices the Town might make in how to manage its land resources.

1992 Land Use	acres	%
Developed	2,650	36
Protected open space	2,460	34
Subdivided lots	750	10
Unbuildable	280	4
Buildable vacant	1,160	16
Total	7,300	100

There are currently about 2,200 dwelling units developed on that land base, while current zoning would allow about 1,700 more, to a total of nearly 4,000 housing units at buildout, sufficient to raise the summer overnight population from the current 10,000 persons to over 16,000⁴. In addition, the land base supports some 1,300 jobs in the summertime, with zoned room to hugely increase that to over 6,000 jobs if demand would ever support that.

Shelter Island was a pioneer on Eastern Long Island in adopting zoning (1957), and the first in the region to adopt two-acre zoning, to regulate lawn sprinklers, to control coastal barrier beaches, and to enter into a DEC "lead agency" agreement. Shelter Island has an unusually large share of its land in protective ownership, whether public, the Nature Conservancy, or other non-profit organizations.

At the same time, the Town's regulations are designed to allow the diversity and range of allowable uses which characterize rural as opposed to suburban environments. A key question which this Plan addresses is how the Town should act in the future in order to continue that tradition of sensitive land stewardship.

GOALS AND OBJECTIVES

The goals and objectives relating to land use, zoning, and open space include these.

- Guide inevitable change so that the most important qualities of Shelter Island are maintained.
- In doing that, respect the interests of both those whose livelihoods are based on Shelter Island and those whose incomes are drawn from other sources.
- Accomplish guidance with as little change in the content of public rules as is necessary, since many have made commitments in reliance on those rules.
- *staying?* *A.* Assure that the Island's scarce resources of land and water are not wholly preempted by development in the next generation, but rather so that potential for growth is reserved for later generations, as well.
- *K* Assure that adequate open space is permanently reserved to provide balance in the Island's environment, and to help accomplish the above goals. That means:
 - protection for locations of special importance because of their resource value or visual contribution;
 - avoidance of development where impacts on water resources or other natural systems would be destructive; and
 - sufficient acreage to assure that limits to sustainable capacity of the Island or any of its subareas, as may later be determined, will not be exceeded, without reliance on excessive regulatory intervention.

IMPLEMENTING ACTIONS

Open Space

1. Complete an inventory of open space, noting for each parcel of protected open space its acreage, qualities, and type of protection, and for parcels of potential value as open space, information on area,

5. Land Use, Zoning and Open Space

ownership, qualities, and degree of threat of loss.

2. Complete the analysis of the sustainable capacity of the Island and of each of its major subareas, taking into consideration such things as impacts upon water resources and infrastructure capacity.

3. Establish prioritization criteria for open space acquisition and preservation, reflecting such things as:

- the scale of area involved, and whether it is contiguous to existing protected open space;
- protection of aquifer resources;
- wetlands;
- endangered species and unique natural communities;
- important local viewsheds;
- contiguity with existing open space which is already protected (or deserving of protection)
- sheer undivided scale of the resource in question.

4. Explore adoption of tools for open space protection, including, as appropriate:

- tax agreements related to commitments, such as conservation easements, intended to hold private land open;
- zoning to allow transfer of development rights between parcels;
- stronger wetlands and coastal hazard regulations.
- Town right of first refusal on key lands in public or semi-public ownership, to permanently assure that the public interest is permanently protected.

5. Strengthen the Town's authority to select open space land in subdivisions, or to refuse inappropriate land offered to satisfy open space requirements. Test proposed open space dedications within subdivisions against the priority system described earlier. Accept dedication of open space only when it meets criteria for high-priority lands. In other cases, insist on

developers paying a fee-in-lieu of dedication.

* * *
6. Explore the possibility of requiring major subdivisions to commit more than 10% of their land area for open space and to donate one lot for affordable housing.

7. Gain for the Town a right of first refusal on key lands in public or semi-public ownership, to permanently assure that the public interest is protected in the event of change in ownership.

8. Explore the creation of a non-profit Shelter Island Land Trust, dedicated to the acquisition of land or rights in land, and management of those properties to protect their resource value.

9. Prepare a comprehensive inventory of Town landings, whether used or fallow, formulate a program to assure that they remain open for that purpose; and upgrade them where necessary.

Coordinating land use with resource constraints

1. Frame necessary zoning changes to coordinate development with agreed-upon constraints: aquifer, transportation and other infrastructure, quality of life, and protection of natural resources and the environment.

2. Explore a growth pacing device which assures that only a limited fraction of the Town's remaining resource or infrastructure capacity would be consumed in any limited time period, to include protection for individual applicants.

3. For consistency with Shelter Island visual character and life style, provide that the minimum lot area for newly created building lots shall be no less than 40,000 square feet.

4. To protect against overcrowding, establish limits on the allowable ratio of cubic feet of building envelope in all buildings on the site to the site area.

5. For the most aquifer-sensitive lands, such as those having a water table of 1½ feet or less above sea level, establish rules assuring that permitted densities will be sustainable, revising lot area requirements and rules such as those allowing accessory dwelling units as necessary, and establish procedures assuring that development in those areas shall be subject to prior review by the Town and approval of arrangements

for water supply, including actual or test wells being developed prior to issuance of building permits.

Strengthening the subdivision process

1. Improve the system for "minor" subdivisions to bring to them some of the protection applied to "major" subdivisions, without the need for case-by-case actions seeking exceptions to the rules.

2. Explore the legality and feasibility of a time limit on subdivision approvals, allowing old subdivisions to be reconsidered in light of environmental and regulatory changes subsequent to approval.

Improving zoning

1. Review the current business zones to see if they are tailored appropriately to the realistic future commercial and business needs on Shelter Island, including such considerations as:

- appropriateness of continuing the distinction between the two business zones, exploring whether compatibility standards could allow merging them, and
- whether the pattern which would result from full development under current business zoning is really the one which is wanted.

2. Review parcels which are both in excess of eight acres and not subject to property taxes, to determine if they should be the subject of zoning tailored to that parcel (but avoiding "spot zoning"), assuring that the parcel will not be haphazardly divided into lots.

3. Explore "density averaging", allowing flexibility in lot area and frontage to, for example, better fit development to landscape features, such as stone walls, tree patterns, or other natural resources, so long as density rules are still met.

4. Review current zoning and the amendments proposed for implementing this Plan to assure that the present potentials for operating home-based businesses in the Residence C District are not diminished; and explore means of broadening opportunities for home-based business Island-wide, consistent with protection of environmental and quality of life concerns.

5. Explore addition of a site plan review process,

assuring coordinated review of critical development proposals, such as those in water resource-sensitive lands or those of unusually large scale.

6. The Town Board should establish a Zoning Revision Task Force, reflecting the broad diversity of interests in the town, to assist it to amend the Zoning Ordinance for consistency with the Comprehensive Plan, through:

- moving forward with the many zoning proposals suggested for exploration or adoption by this Plan, and
- seeking to improve the organization, consistency, clarity, and ease of use of the Zoning Ordinance.

SHELTER ISLAND NEW YORK

5. Land Use, Zoning and Open Space



EXISTING ZONING Map Drafted June 8, 1993

Residential Districts

AA 80,000 Sq. Ft.



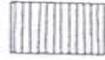
A 40,000 Sq. Ft.



A-1 40,000 Sq. Ft.



C 30,000 Sq. Ft.

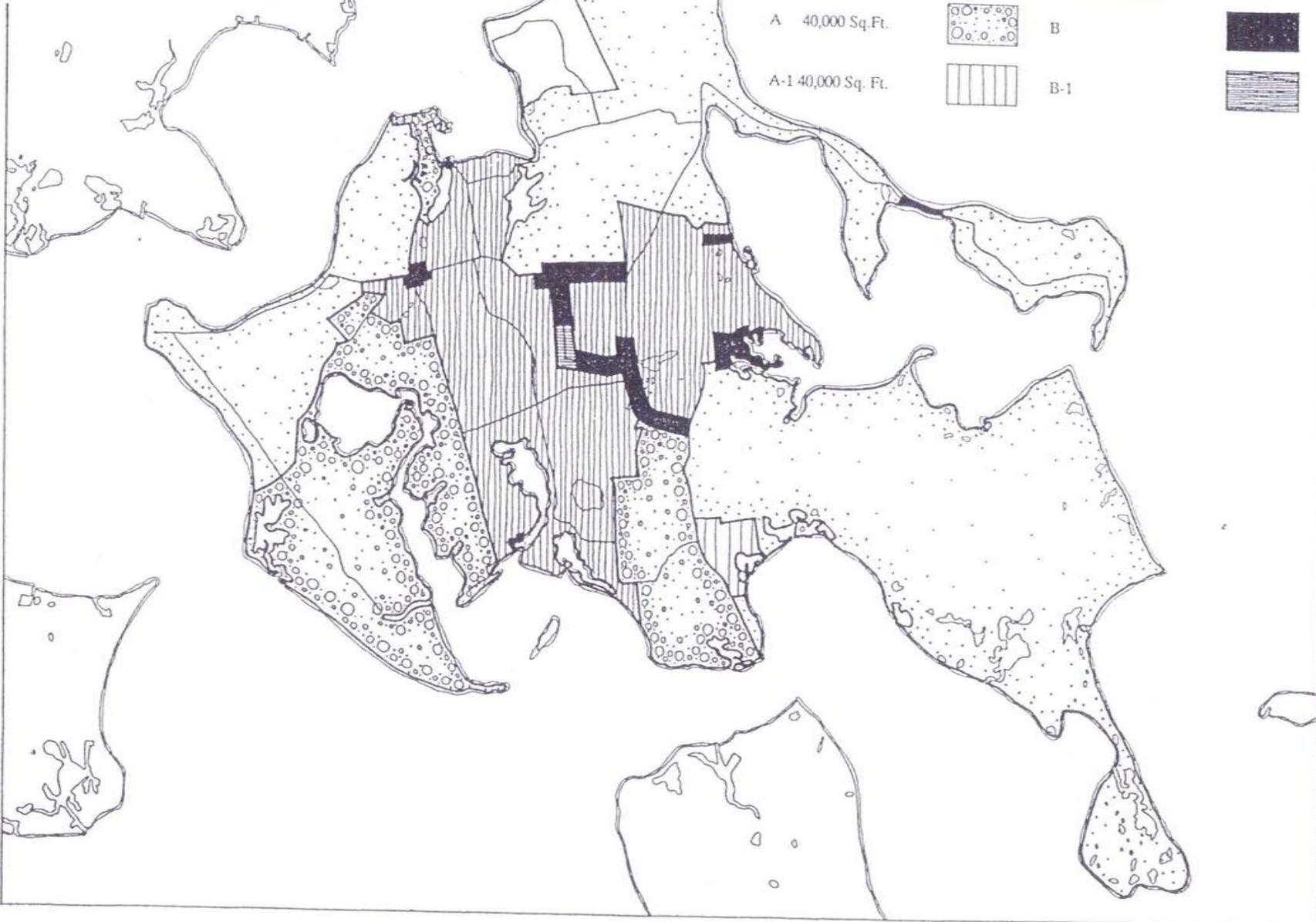


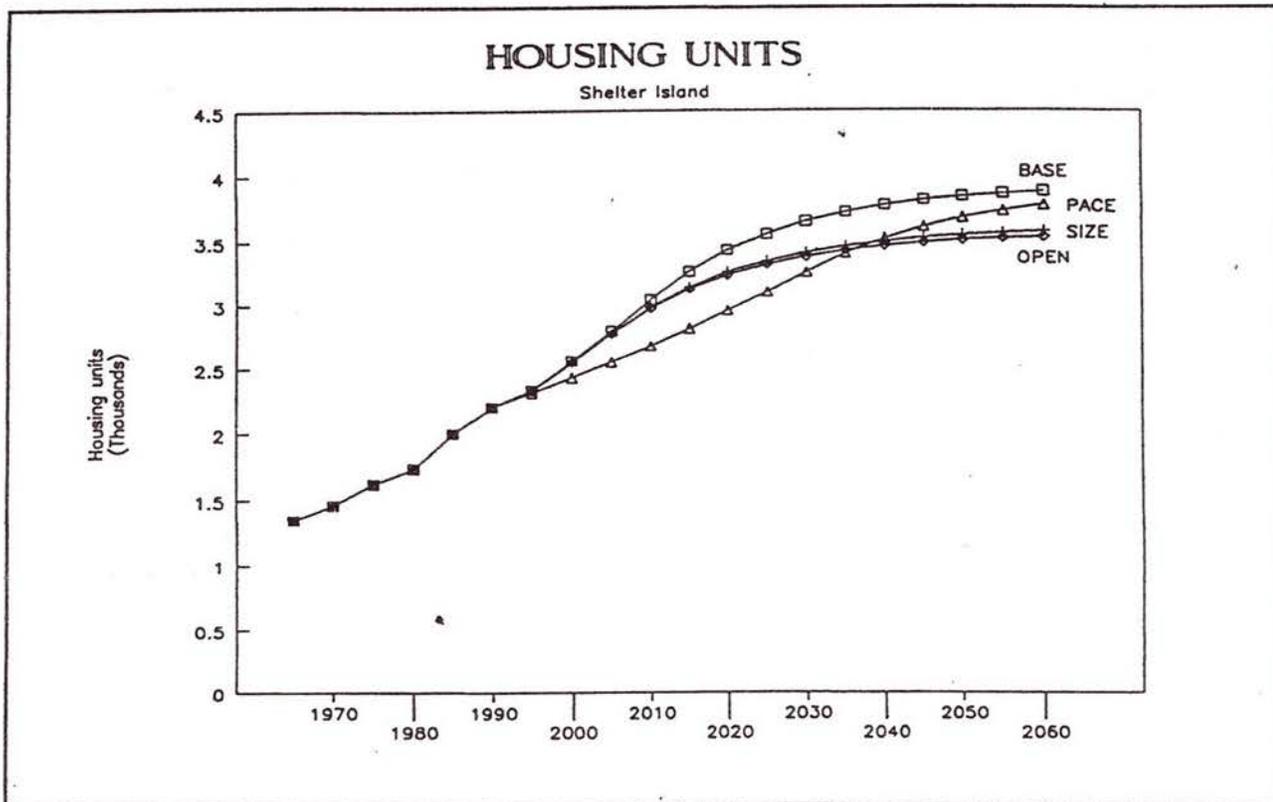
Business Districts

B



B-1





Growth and the Comprehensive Plan, Herr & James Associates, May 20, 1993

6. HOUSING

BACKGROUND

Shelter Island's housing and population characteristics reflect its historical character as a resort community. Its relatively small year-round population quadruples in the summer months. Second home owners comprise the bulk of the non year-round population. Shelter Island's position as an attractive resort community located within three hours travel time of a major metropolitan area has contributed to the substantial residential growth experienced by the community since the 1960s.

Nevertheless, Shelter Island retains its special character as a small, rural island community, still with much of the charm and beauty which spurred its development as a resort retreat in the mid-1800s. Another important element of the town's character over time has been the diversity of occupations and income groups among its population, setting it apart from other desirable resort communities which have

tended to become more one-dimensional in this regard.

A key challenge for Shelter Island in the area of housing is to maintain and balance these two important features of its community character - its diversity of population and its rural charm - and to do so in keeping with the Town's tradition of minimal public involvement and cost. Housing can be pivotal in this effort.

Housing Characteristics⁵

Of the town's total 2,148 housing units counted in the 1990 Census, approximately half (1,108 units) were classified as seasonal with the remaining 1,017 found to be occupied on a year-round basis. The large majority of 1990 units occupied on a year-round basis were owner-occupied (85 per cent), while 155 year-round units were occupied by renters. Roughly half the town's housing units were found to be over 40 years old in 1990. The greatest proportion of building in Shelter Island's history took place from 1960 to 1980; 35 per cent of the island's housing stock was constructed during this twenty-year period. Just

between 1980 and 1990, the number of total housing units increased by 24 per cent.

Private septic tanks serve 93 per cent of the town population; 91 per cent of the population is served by water drawn from an individual drilled or dug well.

Population⁶

Shelter Island's population swells from a 1990 winter population of 2,263 to a summer population of 9,600. Relative to the County and the State, Shelter Island's average household size is small (2.23 persons per household compared to 3.04 for the County and 2.63 for the State). This probably reflects the relatively older island population, containing above-average numbers of retired couples and single person households. An unusual 29 per cent of the population is over 64 years of age, as compared with 11 per cent of the County and 13 per cent of the State populations.

The median age of Shelter Island residents of 49 years, as compared with 33.5 years for the County and 34 years for the State populations. About 12 per cent of Shelter Island residents have some form of physical infirmity. Less of the Shelter Island population are children of 18 years or less (15 per cent), relative to the County and State (22 per cent and 21 per cent respectively). The large majority of Shelter Island households above the poverty level in 1990 had a two-person (male and female) headed household (89 per cent). Only 12 Shelter Island households were found by the 1990 Census to be below the poverty level.

Housing Costs⁷

Shelter Island's housing costs as revealed in the 1990 Census are dramatic ones which corroborate the experiences of many residents that the island has become and is continuing to be a very costly place to live for households beyond those in the highest income brackets. The median owner-occupied dwelling value in 1990 according to the Census was \$251,200, as compared with \$165,900 for the County and \$131,600 for the State. The annual income required to be able to afford a home at this price is about \$118,000⁸. Based upon the same financing assumptions, there are only 6 per cent of Shelter Island households which can afford to buy a home which costs \$200,000 or more.

Costs of year-round island rental units similarly are high, although Shelter Island rents appear to be lower on average than those of the County as a whole. The 1990 median average monthly rent for rental units was \$571 on Shelter Island, as compared to \$696 for the County. Both Shelter Island's and Suffolk County's median monthly rents were considerably higher than that of the State as a whole (\$428). Of the 119 households renting units on Shelter Island in 1990, half of these (60) were paying more than 30 per cent of their income for rent in 1990. Two-thirds of this group had household annual incomes below \$35,000.

GOALS AND OBJECTIVES: HOUSING

A basic goal of this Plan is to assure that a supply of affordable housing on Shelter Island exists over time adequate to serve the diversity of the Island's population, and that any new housing be developed in a manner harmonious with the Island environment. Objectives include:

- Create and maintain affordable housing opportunities for the diversity of age and income groups that make up Shelter Island's year-round population;
- Assure that new housing construction or conversions of existing housing will be carried out in harmony with the environment, with the supply and quality of natural resources, and with the particular style and character of Shelter Island's existing housing and traditional development pattern;
- Assure that creation of affordable housing is undertaken with minimal impact upon Shelter Island taxpayers.

IMPLEMENTING ACTIONS

1. Develop affordable housing opportunities for younger, working households to build or purchase their own homes or to rent an affordable apartment.
2. Explore creation of an ongoing on-island organization to foster the creation of affordable housing opportunities for residents. Work with existing organizations which offer experience and expertise in housing to obtain technical assistance and access to funding opportunities.

3. Identify and implement mechanisms which ensure affordability of housing opportunities over time for future first-time home buyers, including amending the Zoning Ordinance to require that a share of all new housing developments be made permanently affordable.

4. Create on-island housing options for elders who wish to remain either living in their own homes or elsewhere on Shelter Island, but who find it increasingly hard to care for themselves and their properties.

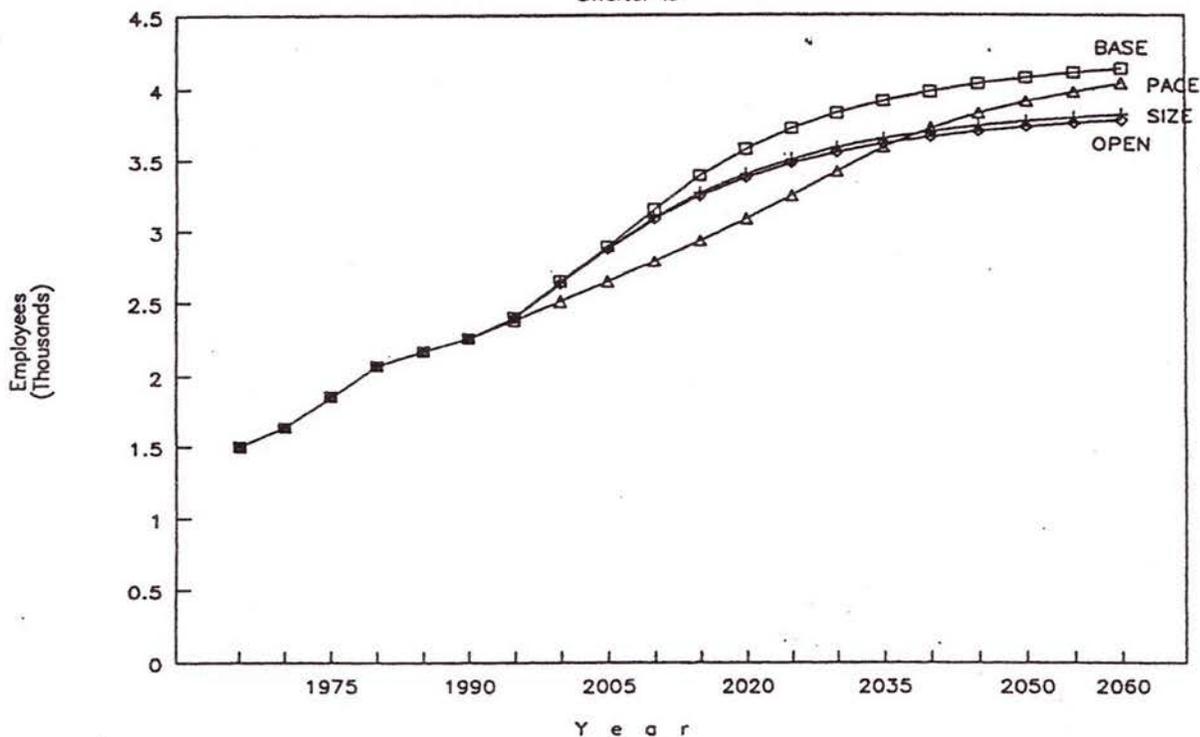
5. Explore amending the zoning ordinance to allow

permits for year-round rentals of second units accessory to single family homes in the C zone, and to allow (or legalize existing) second units in other zones, subject to careful restrictions, including exclusion from sensitive water resource zones, and mechanisms to assure that Island housing needs will be served by such units.

6. Investigate incentive zoning for affordable housing, allowing smaller lots by special permit for such housing provided that its continuing affordability is permanently assured.

SUMMER EMPLOYMENT

Shelter Is



Growth and the Comprehensive Plan, Herr & James Associates, May 20, 1993

7. ECONOMIC DEVELOPMENT

BACKGROUND

Jobs and the Labor Force⁹

The Census reports that almost 70 per cent of Shelter Island working people work on-island, while about 350 people commute off the island to work. Of the 750 estimated on-island jobs, approximately 19 per cent are classified as wholesale or retail trade, 15 per cent are transportation or utility-related occupations, twelve per cent as construction, while only 4 per cent are found to be in the agriculture/forestry/fishing category. Government occupations (including school positions) make up 15 per cent of the total on-island jobs. Shelter Island's distribution of jobs among occupational categories such as managerial, professional, farming, fishing, craftsmen and laborers does not differ greatly from that of Suffolk County as a whole.

About 60 per cent of Shelter Island households earn income from wages. Significantly, 26 per cent of Shelter Island households derive income from self-employment - a considerably higher proportion than that of County households (13 per cent). The summer adds about 500 workers to the work force of 1,100 found in the winter. The proportions of Shelter Island households receiving income from social security, retirement, and interest are substantially higher than the comparable County figures - for example, 46 per cent of island households receive social security income compared to 25 per cent for the County as a whole. This also reflects the older-age nature of the Shelter Island population.

Not surprisingly, over three-fourths of Shelter Island working people drive to work; 8 per cent work at home; 6 per cent either walk or ride bicycles, and 2 per cent commute, probably as pedestrians, by ferry.

Shelter Island's proportion of college and graduate school-educated workers is substantially higher than that of Suffolk County (35 percent compared with 23

per cent), although the proportion of workers who are high school graduates only or have attended some college is about the same as that for the County.

GOALS AND OBJECTIVES: ECONOMIC DEVELOPMENT & TAXES

Continued economic development on Shelter Island should occur in keeping with the Island's special character and lifestyles which have evolved to date. That suggest economic and business development activities which are small in scale, locally-based, resource-sensitive, and which provide opportunities for the island's young people to continue to live and work in the place where they grew up.

Shelter Island developed historically as a resort community, first around grand hotels and church meeting grounds, later around second homes chiefly occupied by families with long and stable ties to Island life, whose residents are very much part of the Island community. Shelter Island has long served transient tourists, but always as a minor activity relative to the major summer resident dominance. Currently, on a summer day about 10% of the people on the Island are there for the day only, a little over half are staying in summer homes, and just under 40% are people who live there year-round, a far different profile than that of many sometimes-compared island communities. It is critical that economic development recognize and support that balance, which is central to maintaining the quality of life here, which in turn is central to continued success for the Island economy.

We prefer to allow economic development opportunities to develop naturally with the course of time, rather than taking a directive public role in their creation. One approach is for the Town to remove public obstacles such as burdensome land use regulations which may hinder the development and operation of local, appropriately-scaled businesses. Specific objectives are to:

- Encourage small-scale business development such as home-based businesses and cottage industries.
- Explore business opportunities for home-based work station connections to communications and technologies corporations.

- Develop these opportunities in cooperation with the island's educational and counseling institutions so as to encourage and educate young islanders about work and business development opportunities.
- Ensure that new and continued business development occur in keeping with the particular environment and fragile resource base of the island. Attention should be paid to water usage and septic issues, neighborhood compatibility, traffic and parking issues, among others.
- Encourage and target particular types of businesses which are in keeping with Shelter Island's particular character to start or locate on the island. Such types of businesses could be sea-related enterprises, artisan or craft cottage industries, or the computer or telecommunications homework station. Service businesses related to the second homeowner population are recognized as a continuing source of potential work opportunities.
- Assure that costs of public services are reasonable as compared to other communities of like size and type.

IMPLEMENTING ACTIONS: ECONOMIC DEVELOPMENT

1. Identify the characteristics of businesses which the Town is most interested in encouraging, such as:

- having relatively small scale;
- making light demands on non-renewable resources;
- being compatible with the Shelter Island life style, including maintenance of the balance among year-round population, summer resident population, and short-term visitors;
- being owned, developed, or operated by local people;
- providing high quality jobs which are both matched to the skills of the resident labor force, especially young people, and compatible with the Island life style;

- operating out of existing structures, including homes, without requiring new construction.

2. Remove obstacles which may be found in Town land use regulations for businesses of the types identified for encouragement.

3. Research market opportunities for Island enterprises, such as:

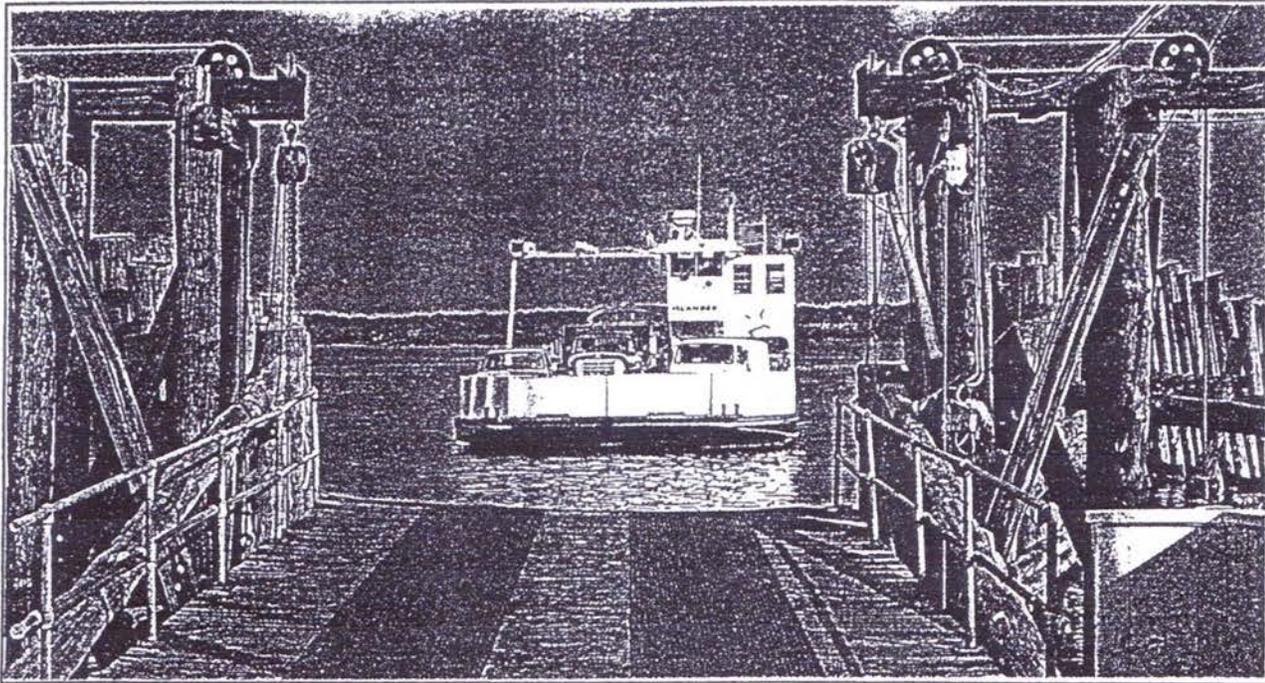
- * - identify where off-Island "leakage" (purchase of off-island services and products) is occurring, and consider new on-island business opportunities which could meet these consumer needs;
- * - identify large business and service institutions on eastern Long Island with needs for products

and services, and determine whether on-island businesses could be created to meet these needs;

- Investigate the possibility of a larger corporation locating "back offices" on Shelter Island, provided that their size does not overtax Island capacities, such as off-season ferry service.

4. Conduct an analysis of public services on Shelter Island with comparison to cost of services in other municipalities, both in New York State and in other Island communities, recognizing Shelter Island's particular characteristics as an island community. *

5. Continue and consider expanding the Town's support of commercial fishing via restocking of shellfish, and the possibility of initiating aquaculture.



Greenport-Shelter Island Ferry, Milt Price, Tomlin Art Co.

8. TRANSPORTATION

BACKGROUND

Access to Shelter Island is almost exclusively by either the North or South Ferries, or by private boat. A very small amount of access is by airplane. The ferries are private but publicly regulated. As with everything else about Shelter Island, they are subject to huge seasonal fluctuations in demand, resulting in summer service heavily subsidizing winter service, but at times resulting in summertime back-ups of cars awaiting crossing: only about 100 cars per hour can be carried onto or off of the Island by the North Ferry. Ferry traffic is reported to have grown enormously in the past decade before slowing in the past few years, as indicated by total vehicle counts¹⁰.

Year	South Ferry	North Ferry	Total
1982	282,000	380,000	663,000
1988	421,000	496,000	918,000
1992	466,000	464,000	930,000
82-92	+65%	+22%	+40%

Two private airstrips exist on the Island. Neither has commercial service, neither supports much activity, and neither seeks to change that.

Circulation on-Island is chiefly by auto, secondarily by bicycle, moped, taxi and foot. The Island's modest density of development and its limited amount of through traffic result in only limited congestion (other than ferry lines). Ferry Road at the Town Hall in 1983 reportedly carried about 3,600 average daily vehicles, perhaps triple that in the summer, or about 10,000 vehicles per day, and about 1,500 vehicles in a peak hour of a summer day. That is comfortably within the capacity of that road. Crossover traffic between North and South Forks is a small share of that: no more than 7% of the total, probably less¹¹. That certainly doesn't justify alteration in ferry routes in order to divert that traffic.

Our projections indicate enough land resources to support development which would double that amount of Ferry Road traffic. Projections made using the LAND model indicate that in 1990 there were about 28,000 average daily trips in the summertime on the Island, which is consistent with finding a third that number on Ferry Road. The Island-wide total grows to about 40,000 trips in twenty years, and levels off at about 52,000 trips as land saturation is approached, or nearly double the 1990 figure.

Given the same trip distribution, some 3,000 trips in a summer peak hour could be expected on Ferry Road. Even at that level, a two-lane road would still be adequate, although intersection improvements would probably be needed, and mixing bicycles and traffic as at present would be intolerably hazardous without further changes.

The Island's many summer bicyclists share the roads with autos, no separate bike paths presently existing. Shelter Island has become a "destination point" for off-Island bicyclists, as many as 500 in a group crossing between North and South Forks. Conflicts and accidents with bicyclists are a serious concern.

Another concern is support for travel by Islanders without use of cars. Two taxi companies serve the Island, but no "affordable" or public transport does so.

GOALS AND OBJECTIVES

The goal for transportation simply is to provide for moving people and goods to and around the Island with reasonable convenience and cost, and to do so safely, and without conflict with other objectives, including concerns for environmental and visual quality. More specific objectives are:

- Improve accessibility for those moving about without cars, such as seniors, youth, hotel and boat visitors.
- Improve safety related to non-auto vehicles: bicycles and mopeds.
- Develop a coherent Town policy on aviation, including private landing strip usage, seaplane activity, and helicopter landing places.
- Manage development so as to minimize the need for widening streets, reconstructing intersections, or putting in traffic engineering devices such as traffic signals, since all of those seriously degrade the environment which attracts people to the Island. That means:
 - improving pedestrian and bicycle facilities without degradation of road appearance;
 - strict control over egress from parking lots onto major roads.

- Manage transportation so as to minimize its intrusion into the Island quality of life. That means:

- no all night ferry service, and certainly no bridges connecting to the rest of Long Island;
- careful control over noisy transport modes, including aviation, mopeds, and heavy trucks;
- keeping new facilities, such as subdivision roads, in scale with the traditional appearance of Shelter Island's rural inheritance.

IMPLEMENTING ACTIONS: TRANSPORTATION

1. Seek funding for a study of transportation needs of various population sub-groups by season, and of the role which jitney service might play in broadening accessibility for trips made without autos, including study of examples from other islands, taxies as a fall-back alternative, and consideration of potential funding sources.
2. Frame and adopt moped regulations, both in zoning and as a Town Ordinance. The intent is to assure that their operation will be consistent with safety and the Island quality of life, with special attention to insurance, helmets, and unsafe route prohibitions.
3. Create an aviation study committee, to report within a year on comprehensive proposals for the control of landing fields, seaplane activity, and helicopter landings.
4. Seek funding for bicycle path study and construction, seeking to connect ferry-to-ferry, preferably not by simply following Route 114.
5. Fund and carry out traffic engineering studies of diagonal parking at Bridge Street and of the possibility of truck prohibitions on certain routes.
6. Revise land use controls, such as zoning, subdivision regulations, and site plan review controls, to assure maintenance of safety and appearance of major roads despite demands for additional points of egress.
7. Create a bicycle safety task force to develop a

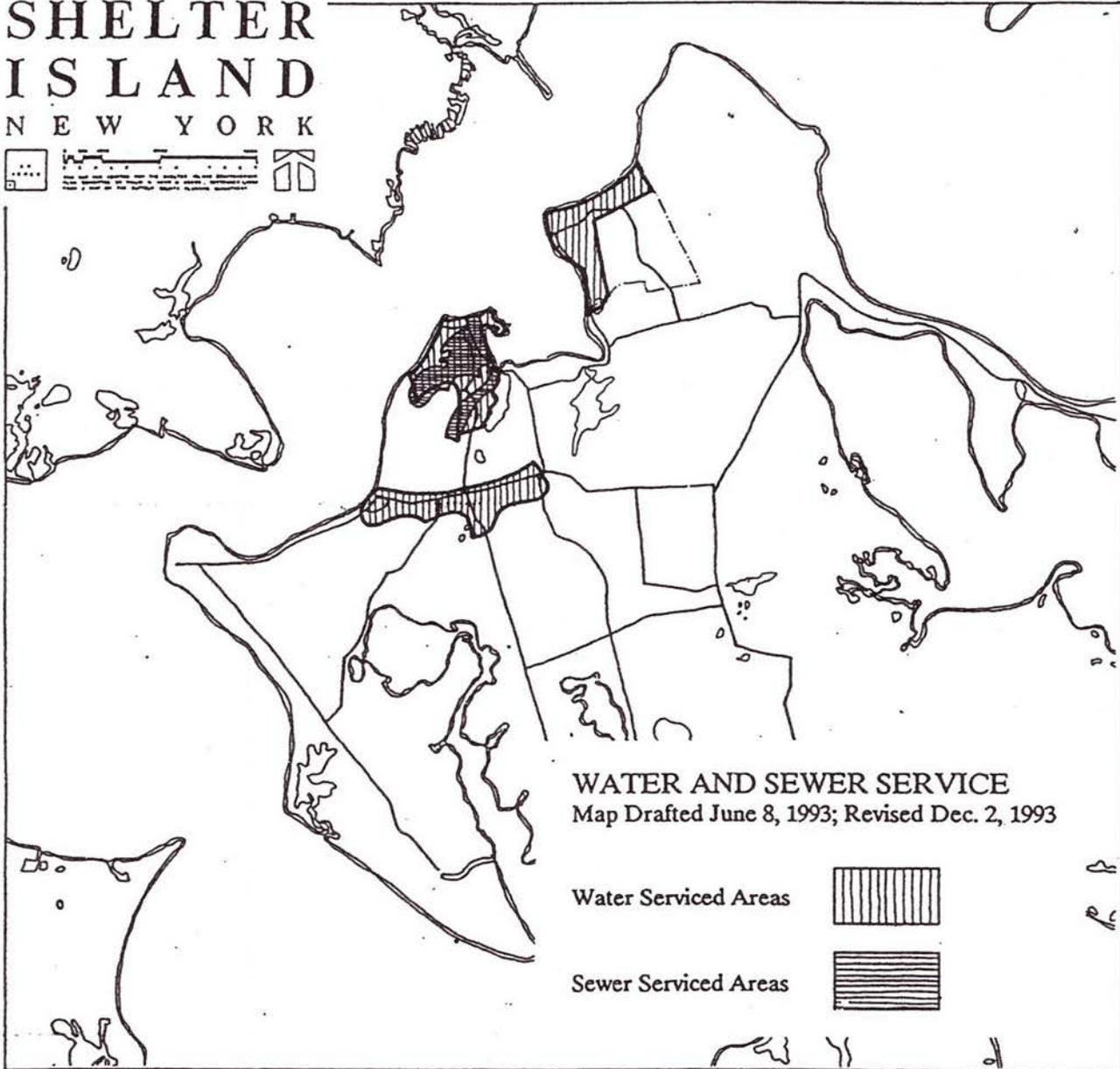
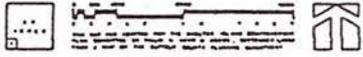
program for safety and traffic education for visiting bicyclists, working together with both ferries and the Chamber of Commerce, as well as with bicycle organizations.

8. Review and, where appropriate, revise the Subdivision Ordinance and, more critically, the

Highway Specifications which they reference into effect, to allow roads consistent with Shelter Island's light traffic and rural character, as opposed to the suburban-style roads now called for.

9. Continue to study means of avoiding long summer lines waiting for the North Ferry.

SHELTER ISLAND NEW YORK



9. COMMUNITY FACILITIES

BACKGROUND

Community facilities are not only a means of providing services, but are also important influences on community character and development. Growth shapes those facilities, but also the facilities can shape growth. The Town's open space and circulation facilities are dealt with in other sections of the

Comprehensive Plan: the remaining public facilities are discussed here.

Public Buildings

Public buildings are largely grouped in the Island's central area, including Town facilities (Town Hall and the Hall of Justice), District facilities (the School, Library, and Fire Station), semi-public ones (the American Legion Hall, churches), and the Post Office.

As in most communities, the largest of these buildings

is the school. The Shelter Island School was just substantially expanded to meet programmatic needs, and should prove to have adequate capacity for anticipated enrollment growth for many years. It is worth noting, however, that our studies indicate that at saturation development (exhaustion of all land under current zoning) Island school population could rise from the present 240 or so to about 370, depending a little upon how quickly saturation is reached, as well as upon the share of housing occupied by retirees or only seasonally.

At other locations the Town maintains a Professional Building, Highway Garage, and solid waste facility, while other organizations maintain facilities in the Heights (Fire Station, Ferry Administration, maintenance area) and elsewhere (Historical Society building, ambulance garage).

Utilities

There are three public water supply systems on the Island: Shelter Island Heights, West Neck, and Dering Harbor.

The Shelter Island Heights Property Owner's Corporation serves about 185 properties, and pumped nearly 60,000 average daily gallons in 1992 from four shallow cistern wells. The most recent available water quality analyses indicate that the Heights water is substantially freer of contaminants than State standards require, though its low pH indicates a corrosive quality, for which treatment is being provided. Newly installed storage facilities allow the Heights system to contemplate possible expansion of service or sale of water supplies¹².

The West Neck Water Supply supplies about 50 customers, reported to average about 11,000 average daily gallons from wells off West Neck Road. The West Neck system's supply meets all State requirements, although its nitrate level of 6.8 mg/l is close to the State/Federal limit of 10 mg/l, and is above acceptable levels in some comparable regions (Massachusetts now uses 5 mg/l as a "planning standard", as Cape Cod has done for many years). Nitrate levels are commonly associated with density of on-site disposal systems, suggesting at least some concern about future impacts of development within the wellhead recharge zone of that system's wells. The combined iron and manganese levels approach the State limit (over 0.3 mg/l versus a 0.5 mg/l limit). Those contaminants typically are not the result of

urban development but of naturally occurring conditions.

Dering Harbor Village has a system with 40 services. Its sodium level of 20.4 mg/l is right at the threshold of acceptability even for severely restricted diets, but iron and manganese appear to be well over the State guideline, 1.1 mg/l versus 0.5 mg/l.

Less than 10% of the Island's year-round and summer population is served by these three systems, the others relying upon on-site facilities¹³. The reported average pumpage for these systems varies among sources between 45,000 gallons and 90,000 per day¹⁴. At most that is less than 10% of the one million gallons per day summertime water demand which we estimate for all withdrawals on the Island.

The Shelter Island Heights Property Owners Corporation operates the Island's only public sewerage system, servicing about 165 properties, providing secondary treatment, as well as Nitrogen removal, to the sewage before discharging chlorinated effluent into the Bay. Census estimates indicate that about 7% of the year-round population is so served.

Solid Waste

In common with most similar communities, Shelter Island has a complicated problem in dealing with solid waste. At this writing a long range plan for solid waste reduction/recycling/disposal is under final stages of development and negotiation, responding to NY DEC requirements.

Currently, Shelter Island ships about 2,000 tons of solid waste off-Island annually, of which 28% is separated recyclable materials. Yard waste and other organic materials are composted on-Island, and demolition and land-clearing materials are landfilled on-Island. A major impending cost is the capping and closure of the Town landfill, possibly a \$2 million expense¹⁵.

GOALS AND OBJECTIVES

The primary community facilities goal is assurance of adequate service to the population and businesses as they grow over time, and to do that with fiscal efficiency, and with positive contribution to the pattern and character of development of the Island. That means continuation and, if possible,

reinforcement of the pattern of grouping public buildings in the central area of the Town, promoting civic identity and convenience.

It is common for communities to seek to provide all property with public water and sewerage, but given the hydrology of Shelter Island, exactly the opposite is appropriate here. The intention here is to guide development and to care for water resources such that extension of public water and sewer services will be necessary only in special cases.

IMPLEMENTING ACTIONS

1. Follow through with compliance with the DEC Consent Order regarding solid waste management.
2. Explore the possibility of relocating the Highway Maintenance Yard, and reusing that site for an alternative use, such as affordable housing.
3. Consider, together with the Shelter Heights Property Owners Corporation, the possibility of recharging the effluent from the Heights sewage treatment plant, rather than discharging it to the Bay,

in an effort to help maintain ground water levels at the same time that the level of treatment is being improved.

4. Explore creation of a Wastewater Management District potentially with dual roles: assisting in undertaking extension of sewerage into now unserved areas, such as Bridge Street, and assisting homeowners and businesses in unsewered portions of the Island in managing their on-site disposal systems, as an effective way of protecting water quality without utility extensions.

5. Develop wellhead protection zoning for the area of recharge for the wells of each of the public water systems. Federal law and, as a result, State law now require such protection for relatively large-scale withdrawals (100,000 gallons per day, perhaps higher than Shelter Island will ever reach), but the protection of such regulatory controls is of critical value even for smaller systems.

6. Explore provision of public restrooms, to support Shelter Island's tourist-based economy.

10. IMPLEMENTATION

The Comprehensive Plan contains more than seventy action proposals, an overwhelming agenda. Included are proposals for organizational change, regulatory proposals, facilities proposals, study and planning proposals, and proposals for ongoing efforts. Below they are listed by type of action, to help in setting priorities and assigning responsibilities.

ORGANIZATIONAL CHANGE

Shelter Island has a refreshingly simple structure of Town government, with few agencies, short lines of command, and easy access by citizens. It is the intention to keep it that way. However, there are a limited number of organizational actions which require consideration.

O1. Explore the creation of an Historic Advisory Commission within Town government to coordinate and advocate actions for managing cultural resources, both by the Town and by cooperating private groups, such as the Historical Society. (4. Cultural Resources).

O2. Explore creation of two on-Island public interest organizations:

- a non-profit Shelter Island Land Trust, dedicated to the acquisition of land or rights in land, and management of those properties to protect their resource value. (5. Land Use)
- an ongoing organization to foster the creation of affordable housing opportunities for residents. (6. Housing)

O3. Explore creation of a Wastewater Management District potentially having dual roles: assisting in undertaking extension of sewerage into now unserved areas, such as Bridge Street, and assisting homeowners and businesses in unsewered portions of the Island in managing their on-site disposal systems, as an effective way of protecting water quality without utility extensions. (9. Community Facilities)

O4. Determine the appropriate role for the Comprehensive Plan Committee (CPC) for the longer term. Upon adoption of this Plan by the Town

Board, the Committee will have performed its originally contemplated task, but has agreed to continue to serve in order to help in carrying proposals into implementation. Whether that is a short-term, mid-term, or standing responsibility will be clarified by interactions over the coming months. (10. Implementation)

ZONING AND REGULATION

As is common, there is a strong distaste for regulatory intrusions among Shelter Island citizens, and also a broad array of concerns for which regulations are an apparently appropriate response. One policy message is clear: the Town should adopt no rule it does not intend to enforce, and should enforce every rule it adopts. If followed, that intention would place Shelter Island in a special category of communities.

Zoning Actions

Z1. The Town Board should establish a Zoning Revision Task Force to assist it to amend the Zoning Ordinance for consistency with the Comprehensive Plan, through:

- moving forward with the many zoning proposals suggested for exploration or adoption by this Plan, and
- seeking to improve the organization, consistency, clarity, and ease of use of the Zoning Ordinance. (5. Land Use)

Z2. Frame necessary zoning changes to coordinate development with agreed-upon constraints: aquifer, transportation and other infrastructure, quality of life, and protection of natural resources and the environment. (5. Land Use)

Z3. Amend the Zoning Ordinance to include aquifer protection rules Island-wide, designed to avoid the introduction of contaminants into groundwater through either excessively dense development, inappropriate (high risk) categories of development, or inappropriately designed development (such as involving underground storage tanks). (3. Natural Resources)

Z4. Develop wellhead protection zoning for the area of recharge for the wells of each of the public water systems. (9. Community Facilities)

Z5. For the most aquifer-sensitive lands, such as those having a water table of 1½ feet or less above sea level, establish rules assuring that permitted densities will be sustainable, revising lot area requirements and rules such as those allowing accessory dwelling units as necessary, and establish procedures assuring that development in those areas shall be subject to prior review by the Town and approval of arrangements for water supply, including actual or test wells being developed prior to issuance of building permits. (5. Land Use)

Z6. Amend the Zoning Ordinance to make protection of endangered, rare, or Island-unique species and their habitats an explicit consideration in decision criteria for special exception permits. (3. Natural Resources)

Z7. Adopt provisions either within the Zoning Ordinance or as a separate ordinance, discouraging or preventing the introduction of plant materials not already present on the Island, unless demonstrated to be both of special benefit and unlikely to prove invasive. (3. Natural Resources)

Z8. Provide that the basic minimum lot area for newly created building lots shall be no less than 40,000 square feet. (5. Land Use)

Z9. To protect against overcrowding, establish limits on the allowable ratio of cubic feet of building envelope in all buildings on the site to the site area. (5. Land Use)

Z10. Explore a growth pacing device which assures that only a limited fraction of the Town's remaining resource or infrastructure capacity would be consumed in any limited time period, to include protection for individual applicants. (5. Land Use)

Z11. Review the current business zones to see if they are tailored appropriately to the realistic future commercial and business needs on Shelter Island, including such considerations as:

- appropriateness of continuing the distinction between the two business zones, exploring whether compatibility standards could allow merging them, and
- whether the pattern which would result from full development under current business zoning is really the one which is wanted. (5. Land Use)

Z12. Review parcels which are both in excess of eight acres and not subject to property taxes, to determine if they should be the subject of zoning tailored to that parcel (but avoiding "spot zoning"), assuring that the parcel will not be haphazardly divided into lots. (5. Land Use)

Z13. Explore "density averaging", allowing flexibility in lot area and frontage to, for example, better fit development to landscape features, such as stone walls, tree patterns, or other natural resources, so long as density rules are still met. (5. Land Use) PUD

Z14. Explore amending the zoning ordinance to allow permits for year-round rentals of second units accessory to single family homes in the C zone, and to allow (or legalize existing) second units in other zones, subject to careful restrictions, including exclusion from sensitive water resource zones, and mechanisms to assure that Island housing needs will be served by such units. (6. Housing)

Z15. Investigate incentive zoning for affordable housing, allowing smaller lots by special permit for such housing provided that its continuing affordability is permanently assured. (6. Housing) ✓

Z16. Remove obstacles which may be found in Town land use regulations for businesses of the types identified for encouragement. (7. Economic Development)

Z17. Explore addition of a site plan review process, assuring coordinated review of critical development proposals, such as those in water resource-sensitive lands or those of unusually large scale. (5. Land Use)

Zoning Coupled With Other Actions

Z18. Review current zoning and the amendments proposed for implementing this Plan to assure that the present potentials for operating home-based businesses in the Residence C District are not diminished; and explore means of broadening opportunities for home-based business Island-wide, consistent with protection of environmental and quality of life concerns. (5. Land Use)

Z19. Adopt both zoning and subdivision regulations to assure that the present practice of requiring storm water recharge (rather than direct discharge to

waterbodies, either fresh or coastal) from streets, parking areas, and other private development will be universally enforced in new development, including both subdivisions and single lots, and where law and practicality permit, in existing development. (3. Natural Resources)

Z20. Amend both the Zoning Ordinance and Subdivision Rules and Regulations to provide special controls in areas of shallow groundwater table elevation (1 1/2' above sea level, more or less), designed to avoid over-use of limited resources, to enforce maximum feasible recharge of recyclable water, and to avoid contamination, including:

- managing water use and disposal in existing development, as well as in new development, by requiring recharging of roof drains, use of low-flow toilets, and strengthened controls over sprinklers, pool filling (off-Island water for both filling and refilling), and use of hazardous materials such as insecticides.
- reducing residential density (e.g. upzoning, limiting accessory dwellings) in affected areas, including exploration of limitations on allowable building floor area in relation to lot size, and clarification and strengthening of both lot coverage and building height controls.
- discouraging replacement of natural vegetation with hard surfaces or sod, and encouraging use of landscape vegetation and grass varieties having low water demands. (3. Natural Resources)

Z21. Amend relevant Town ordinances (Zoning, Subdivision, Site Plan Review if adopted, Environmental Impact) to include protection of historic and archaeological assets (especially within 500 feet of the shoreline) as explicit considerations in acting on permits, and devise an objective system for assuring that those resources are in fact respected in new development. (4. Cultural Resources)

Z22. Identify and implement mechanisms which ensure affordability of housing opportunities over time for future first-time home buyers, including amending the Zoning Ordinance to require that a share of all new housing developments be made permanently affordable. (6. Housing)

Z23. Frame and adopt moped regulations, both in

zoning and as a Town Ordinance, with special attention to insurance, helmets, and unsafe route prohibitions. (8. Transportation)

Z24. Revise land use controls, such as zoning, subdivision regulations, and site plan review controls, to assure maintenance of safety and appearance of major roads despite demands for additional points of egress. (8. Transportation)

Z25. Explore adoption of tools for open space protection, including, as appropriate:

- tax agreements related to commitments, such as conservation easements, intended to hold private land open;
- zoning to allow transfer of development rights between parcels;
- stronger wetlands and coastal hazard regulations;
- Town right of first refusal on key lands in public or semi-public ownership, to permanently assure that the public interest is permanently protected. (5. Land Use)

Subdivision Regulation Revisions

Z26. Strengthen the Town's authority to select open space land in subdivisions, or to refuse inappropriate land offered to satisfy open space requirements. Test proposed open space dedications within subdivisions against a priority system (described at S9 below). Accept dedication of open space only when it meets criteria for high-priority lands. In other cases, insist on developers paying a fee-in-lieu of dedication. (5. Land Use)

Z27. Improve the system for "minor" subdivisions to bring to them some of the protection applied to "major" subdivisions, without the need for case-by-case actions seeking exceptions to the rules. (5. Land Use)

Z28. Explore the possibility of requiring major subdivisions to commit more than 10% of their land area for open space and to donate one lot for affordable housing. (5. Land Use)

Z29. Explore the legality and feasibility of a time limit on subdivision approvals, allowing old

subdivisions to be reconsidered in light of environmental and regulatory changes subsequent to approval. (5. Land Use)

Z30. Review and, where appropriate, revise the Subdivision Ordinance and, more critically, the Highway Specifications which they reference into effect, to allow roads consistent with Shelter Island's light traffic and rural character, as opposed to the suburban-style roads now called for. (8. Transportation)

Other Regulatory Actions

Z31. Develop means of better protecting wetland resources, beginning with a review of the Town Wetland Ordinance, exploration of imposing wetlands setbacks, establishment of a no net loss of wetlands policy, coordinating local review of development impacting wetlands, and enforcement of all regulations, including those of the State. (3. Natural Resources)

Z32. Adopt water management ordinances assuring an active role for the Town in areas where authority has not been preempted at Federal, State, or County level, and where the Town has the capacity for competent administration. (3. Natural Resources)

Z33. Minimize development's disturbance of existing vegetation which acts as a buffer or filter for storm water runoff, relying upon incentives to the degree possible. (3. Natural Resources)

Z34. Develop a simple, equitable approach to controlling disturbances resulting from excessive noise of sound amplification systems, boisterous late-night parties, use of noisy equipment and machinery, or similar activities, strengthening existing authority regarding alcoholic beverages and disturbing the peace. (3. Natural Resources)

Z35. Explore the use and protection of both Town and privately owned beach areas such as the Ram Island causeways, Reel Point, and Shell Beach. Exploration should include management of beach access by vehicles so as to minimize erosion, habitat damage, and disturbance to other beach users, while protecting wildlife and legitimate needs for vehicular access, such as for commercial fishermen or the handicapped. (3. Natural Resources)

FACILITIES PROPOSALS

Shelter Island faces few major facility investments but a large number of critical facilities actions still are intended.

F1. As existing roads are reconstructed, make settlement/detention areas a part of the effort where major improvement to coastal discharge water quality can result. The Town should continue its present practice of installing catch basins and dry wells where storm water otherwise runs off into wetlands, creeks and bays. (3. Natural Resources)

F2. As Town properties are redeveloped, landscaped, or otherwise upgraded, assure that stormwater is recharged, rather than discharged to water bodies. (3. Natural Resources)

F3. Mark all Town landings as Public Landings, assuring the public that they will remain public and accessible, and ensure that parking is appropriately provided and managed. Preserve public access to and use of all beaches up to the high water mark. (3. Natural Resources)

F4. Enhance public access to Dering Harbor with an improved boat ramp, dinghy dock, and Town Dock. Improve and create other Town-owned docks. (3. Natural Resources)

F5. Continue maintenance dredging for flushing, navigation, and water dependent uses, taking into consideration the preservation of natural resources and Island quality of life. (3. Natural Resources)

F6. Develop affordable housing opportunities for younger, working households to build or purchase their own homes or to rent an affordable apartment. (6. Housing)

F7. Create on-Island housing options for elders who wish to remain either living in their own homes or elsewhere on Shelter Island, but who find it increasingly hard to care for themselves and their properties. (6. Housing)

F8. Explore the possibility of relocating the Highway Maintenance Yard, and reusing that site for an alternative use, such as affordable housing. (9. Community Facilities)

F9. Consider, together with the Shelter Island

Heights Property Owners Association, the possibility of recharging the effluent from the Heights sewage treatment plant, rather than discharging it to the Bay. (9. Community Facilities)

F10. Explore provision of public restrooms, to support Shelter Island's tourist-based economy. (9. Community Facilities)

STUDY AND PLAN

This is not the study to end all studies, but rather has made clear how much additional study would be helpful.

S1. Undertake a program of surveying and documenting the Town's historic and visual assets, either funded for professional execution, or staged for volunteer execution over a number of years, undertaking one neighborhood each year. (4. Cultural Resources)

S2. Following that survey, explore the designation of additional areas or structures for the State and National Registers. (4. Cultural Resources)

S3. Seek funding for the preparation of a manual describing the Town's history and its cultural and visual resources, highlighting the distinctiveness of the Island's varied neighborhood patterns, and suggesting guidelines for building (or maintaining) in harmony with that inheritance. (4. Cultural Resources)

S4. Develop and promote a program for use of preservation easements as a tool for protecting facades, gardens, and scenic structures. (4. Cultural Resources)

S5. Complete an inventory of open space, noting for each parcel of protected open space its acreage, qualities, and type of protection, and for parcels of potential value as open space, information on area, ownership, qualities, and degree of threat of loss. (5. Land Use)

S6. Complete the analysis of the sustainable capacity of the Island and of each of its major subareas, taking into consideration such things as impacts upon water resources and infrastructure capacity. (5. Land Use)

S7. Establish prioritization criteria for open space

10. Implementation

acquisition and preservation, reflecting such things as:

- the scale of area involved, and whether it is contiguous to existing protected open space;
- protection of aquifer resources;
- wetlands;
- endangered species and unique natural communities;
- important local viewsheds;
- contiguity with existing open space which is already protected (or deserving of protection)
- sheer undivided scale of the resource in question. (5. Land Use)

S8. Prepare a comprehensive inventory of Town landings, whether used or fallow; formulate a program to assure that they remain open for that purpose; and upgrade them where necessary. (5. Land Use)

S9. Identify the characteristics of businesses which the Town is most interested in encouraging, such as:

- having relatively small scale;
- making light demands on non-renewable resources;
- being compatible with the Shelter Island life style, including maintenance of the balance among year-round population, summer resident population, and short-term visitors;
- being owned, developed, or operated by local people;
- providing high quality jobs which are both matched to the skills of the resident labor force, especially young people, and compatible with the Island life style;
- operating out of existing structures, including homes, without requiring new construction. (7. Economic Development)

S10. Research market opportunities for Island enterprises, such as:

- identify where off-Island "leakage" (purchase of off-island services and products) is occurring, and consider new on-island business opportunities which could meet these consumer needs;
- identify large business and service institutions on eastern Long Island with needs for products and services, and determine whether on-island businesses could be created to meet these needs;
- Investigate the possibility of a larger corporation locating "back offices" on Shelter Island, provided that their size does not overtax Island capacities, such as off-season ferry service. (7. Economic Development)

S11. Conduct an analysis of public services on Shelter Island with comparison to cost of services in other municipalities, both in New York State and in other Island communities, recognizing Shelter Island's particular characteristics as an island community. (7. Economic Development)

S12. Seek funding for a study of transportation needs of various population sub-groups by season, and of the role which jitney service might play in broadening accessibility for trips made without autos, including study of examples from other islands, taxis as a fall-back alternative, and consideration of potential funding sources. (8. Transportation)

S13. Seek funding for bicycle path study and construction, seeking to connect ferry-to-ferry, preferably not by simply following Route 114. (8. Transportation)

S14. Fund and carry out traffic engineering studies of diagonal parking at Bridge Street and of the possibility of truck prohibitions on certain routes. (8. Transportation)

S15. Create an aviation study committee, to report within a year on comprehensive proposals for the control of landing fields, seaplane activity, and helicopter landings. (8. Transportation)

S16. Create a bicycle safety task force to develop a program for safety and traffic education for visiting bicyclists, working together with both ferries and the Chamber of Commerce, as well as with bicycle organizations. (8. Transportation)

OTHER CONTINUING EFFORTS

The following are actions which can't simply be undertaken and completed, but rather call for ongoing commitment by the Town.

C1. Continue active Town representation and involvement in such programs as the National Estuary Program for the Peconic/Gardiner's Bays. (3. Natural Resources)

C2. Explore participation in the New York State Local Waterfront Revitalization Program, supported by the NYS Coastal Resources Program in the Department of State. (3. Natural Resources)

C3. Encourage best management practices in fertilizer use, especially in critical water resource areas and near the water. (3. Natural Resources)

C4. Reconcile protection of shellfish areas and boating through management of anchorage locations. (3. Natural Resources)

C5. Develop educational materials regarding air quality, to be distributed with burn barrel permits. (3. Natural Resources)

C6. Continue monitoring of the LILCO cross-Island transmission line electromagnetic impacts on an ongoing basis. (3. Natural Resources)

C7. Develop a centralized inventory of environmental information, including such mapped information as that from the New York State Natural Heritage Program, and develop a system for keeping it updated. (3. Natural Resources)

C8. Explore how to integrate local environmental information into the school curriculum. (3. Natural Resources)

C9. Provide adequate budgetary resources for both the Conservation Advisory Council and the Waterways Management Advisory Council to carry out an aggressive program of community education and communication, both for those living here and for visitors. (3. Natural Resources)

C10. Explore use of community access cable TV for community education about historic and cultural assets, including broadcast of local events. (4. Cultural Resources)

C11. Continue to study means of avoiding long summer lines waiting for the North Ferry. (8. Transportation)

C12. Follow through with compliance with the DEC Consent Order regarding solid waste management. (9. Community Facilities)

C13. Explore use of unconventional media to bring messages to Island visitors, such as:

- ferry tickets (or accompanying handouts) for bike safety and courtesy rules, and for "tick treatment alerts";
- building permits for information about zoning; and
- the annual Shelter Island map for other Town messages. (9. Community Facilities).

C14. Continue and consider expanding the Town's support of commercial fishing via restocking of shellfish, and the possibility of initiating aquaculture. (7. Economic Development)

IMPLEMENTATION SCHEDULE

On the following pages is a schedule of efforts for implementing the actions listed in the Plan. The code in the first column references the items above, while the numbers in the last column reference the Plan chapters or elements:

- 3 - Natural Resources
- 4 - Cultural Resources
- 5 - Land Use, Zoning, and Open Space
- 6 - Housing
- 7 - Economic Development
- 8 - Transportation
- 9 - Community Facilities.

The "Agency" assignments are indications of responsibility for taking initiative, but not necessarily for carrying out the task. For the Supervisor to do all that is assigned would clearly be impossible, but he can take the lead on the indicated items for getting others to carry out the task.

Most actions sooner or later wind up in the Town Board, but "T. Board" is indicated here generally only where there are major questions of policy not yet resolved, or where the stature of the Council will be of major assistance in dealing with other agencies. Agency abbreviations used are:

- CAC: Conservation Advisory Council
- CPC: Comprehensive Plan Committee
- HAC: Historic Advisory Committee (proposed)
- WMAC: Waterways Management Advisory Committee
- Z Task F: Zoning Task Force (proposed).
- Planning B: Planning Board

Items of greatest time priority were placed in the first two years following the Plan, while others were placed in later years, recognizing that some actions must wait upon completion of others.

COMPREHENSIVE PLAN IMPLEMENTATION

Action	Plan Element	Agency	T i m i n g						
			1993	1994	1995	1996	1997	Later	
ORGANIZATIONAL CHANGE									
O1	Create Historic Advisory Commission	4	T. Board	■	■				
O2	Explore non-profit land trust & housing organizations	5,6	CPC	■	■				
O3	Explore w'water management district	9	Supervisor	■	■				
O4	Determine CPC long-term role	10	T. Board	■	■				
ZONING AND REGULATION									
Z1	Establish Zoning Task Force	5	T. Board	■					
Z2+	Zoning proposals:	3-9							
	- study & draft		Z Task F	■	■				
	- adopt		T. Board		■				
Z18+	Zoning with other actions	3-8							
	- study & draft		Z Task F	■	■				
	- adopt		T. Board		■				
Z26+	Subdivision Reg actions	5,8							
	- study & draft		Planning B	■	■				
	- adopt		T. Board		■				
Z31	Develop wetland protection	3	CAC	■	■				
Z32	Water management ordinances	3							
	- study & draft		CAC	■	■				
	- adopt		T. Board		■				
Z33	Protect stormwater buffers	3	CAC	■	■				
Z34	Equitable noise control	3							
	- study & draft		Z Task F	■	■				
	- adopt		T. Board		■				
Z35	Improve beach access control	3							
	- study & draft		Z Task F		■	■			
	- adopt		T. Board			■			
FACILITIES PROPOSALS									
F1	Town road stormwater actions	3	Supervisor	■	■	■	■	■	■
F2	Town property stormwater	3	Supervisor	■	■	■	■	■	■
F3	Mark Town Landings	3	Supervisor	■	■	■	■	■	■
F4	Improve Town docks	3	T. Board	■	■	■	■	■	■
F5	Maintenance dredging	3	T. Board	■	■	■	■	■	■
F6	Affordable housing for younger families	6	Supervisor	■	■	■	■	■	■
F7	Housing options for elders	6	Supervisor	■	■	■	■	■	■

COMPREHENSIVE PLAN IMPLEMENTATION								
Action	Plan Element	Agency	T i m i n g					
			1993	1994	1995	1996	1997	Later
F8	Explore relocating Hwy Maintenance Yard	9	Supervisor					
F9	Consider recharging Heights STP effluent	9	Supervisor					
F10	Explore providing public rest rooms	9	T. Board					
STUDY AND PLAN								
S1	Survey historic & visual assets	4	HAC					
S2	Explore more National Register designations.	4	HAC					
S3	Seek funding for visual & cultural resources manual	4	HAC					
S4	Develop program for preservation easements.	4	HAC					
S5	Complete open space inventory	5	CAC					
S6	Complete study of capacity of Island & parts	5	CPC					
S7	Establish open space priorities	5	CPC					
S8	Inventory, upgrade, protect Town landings	5	WMAC					
S9	Identify desired business qualities	7	CPC					
S10	Research market opportunities for Island enterprises	7	CPC					
S11	Analyze public service costs	7	CPC					
S12	Seek funding for study of seasonal transport needs	8	CPC					
S13	Seek bike path funding	8	CPC					
S14	Study Bridge Street diagonal parking	8	Supervisor					
S15	Aviation study task force effort	8	Supervisor					
S16	Bicycle safety task force	8	Supervisor					

COMPREHENSIVE PLAN IMPLEMENTATION

Action	Plan Element	Agency	T i m i n g					Later
			1993	1994	1995	1996	1997	
OTHER CONTINUING EFFORTS								
C1	Continue involvement in National Estuary Program	3	Supervisor					
C2	Explore participation in Waterfront Revitalization Program	3	Supervisor					
C3	Encourage careful fertilizer use	3	CAC					
C4	Reconcile shellfishing & moorings	3	WMAC					
C5	Prepare air quality educational materials	3	CAC					
C6	Continue monitoring LILCO line	3	CAC					
C7	Develop environmental information inventory	3	CAC					
C8	Explore integrating environmental info into curriculum	3	CAC					
C9	Fund community education by WMAC and CAC	3	T. Board					
C10	Explore use of cable TV for local culture	4	HAC					
C11	Study avoiding ferry lines	8	Supervisor					
C12	Comply with DEC Order re solid waste	9	Supervisor					
C13	Explore unconventional media for education	9	Supervisor					
C14	Continue, expand shellfishing support	7	T. Board					

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END NOTES

1. Sources and methods for these figures are given in "Growth and the Comprehensive Plan", referenced above.
2. Suffolk County Planning Commission, Town of Shelter Island Planning Study, March, 1986.
3. Land areas estimated by Herr Associates, beginning from estimates by the Suffolk County Planning Commission in Town of Shelter Island Planning Study, 1986, corroborating from other sources and updating by mathematical analysis.
4. Based on analysis using the LAND model, separately documented.
5. Source: U.S. Census of Population and Housing, 1990.
6. Sources: winter population: US Census of Population and Housing, 1990. Summer population: Herr Associates estimates.
7. US Census of Population and Housing, 1990.
8. Assuming a 30-year mortgage loan with 30% downpayment, interest rate of 8%, and taxes and insurance costing 7.9% of value.
9. Sources: U.S. Bureau of the Census, STF 3A, 1990.
Urban Decision Systems.
Herr Associates Island job estimates.
10. Personal communication, Bernard Jacobson, 2/26/93.
11. Cross-over traffic is reported to be less than half of the North Ferry total, or less than 100 vehicles per hour (two ways). Those 100 vehicles would be 7% of the estimated 1,500 vehicles per hour peak traffic.
12. Clifford Case, quoted in "New water tanks to be on line...", The Shelter Island Reporter, July 2, 1992.
13. US Census of Population and Housing, 1990, Summary Tape File 3A.
14. Sources include Dale L. Simmons, "Geohydrology and Ground-Water Quality on Shelter Island", USGS 1986, data sheets provided by the Suffolk County Department of Health Services, and correspondence from Bernard Jacobson.
15. Information from "Garbage statistics gathered", Shelter Island Reporter, January 21, 1992.