

Southold Town Comprehensive Plan Update

Introduction

Draft

April 4, 2016

Background of this Plan

A comprehensive plan is the official public document used to guide the development of a community. In New York State, the comprehensive plan provides the rationale for the zoning and other land use regulations found in the Town Code. This update to the comprehensive plan for Southold Town will result in the examination and possible updating of the Southold Town Code.

This is the second comprehensive plan update since planning first began in Southold. A review of the history of comprehensive planning in Southold reveals that comprehensive planning has always been a lengthy and challenging process. The first “plan”, actually a series of studies and plans, was a multi-year process in the mid 1960’s to the late 1970’s. The first update to that plan, begun in 1982, took about seven years to complete.

Since that time there have been many other plans and studies, and the Town Board has implemented many of their recommendations. Completing an overhaul of the subdivision regulations that made open space mandatory, and formalized the conservation subdivision, and designating State Route 25 and County Road 48 as scenic corridors are just two examples of many. They have also amended the zoning code many times to follow through on the recommendations from those plans. Examples of this include changing the code to discourage “big-box” stores from locating in Southold, restricting fast food restaurants to shopping centers, and making accessory apartments legal and easier to create. One goal present in just about every plan and study is to preserve land from development, and the Town has continued to make farmland and open space preservation a priority.

Some of the more recent planning efforts include the Southold Town Stewardship Task Force Final Report in 1994, the Blue Ribbon Commission for a Rural Southold of 2002, the Comprehensive Implementation Strategy of 2003, the Local Waterfront Revitalization Program completed in 2004, and the Hamlet Stakeholder work from 2005 to 2009.

These plans were all worthwhile efforts and provided important focus for certain issues, however none that were broad enough in scope to be considered a comprehensive plan update on its own. Nevertheless, those plans, studies and reports, completed over the past 20 years or more, have echoed similar visions and goals time and again, and have guided the Town in its decisions on land use.

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These past plans, studies and reports collectively generate a vision and goals that are carried forward into this document. Many goals remain the same, including ensuring farming remains a major aspect of the Town, and retaining the rural character that residents and visitors love. The benefit of this document as a single comprehensive plan will be that it will consolidate the Town's goals into one document, making it easier to find those goals. This document also seeks to provide more detailed objectives to accomplish those goals, and assigns responsibility for those objectives to help ensure they are carried out. This document also carries more weight in that once adopted as comprehensive plan, all future zoning actions need to be consistent with its goals and vision.

The Hamlet Study, and the Hamlet Stakeholder work in particular, were the catalyst for this comprehensive plan update. The Hamlet Study was completed in 2005, with a new emphasis on community participation, and in 2007, the Hamlet Stakeholders were reconvened and reformulated to include everyone that volunteered to participate. The 2007 Hamlet Stakeholders' mission was to use community participation to transform the 2005 Hamlet Study document into action items for the Town to implement. This was accomplished, and in 2008, the Town formed a Hamlet Implementation Panel of key town staff to take action on the recommendations, which were classified as either short term goals or long term goals.

Many short term goals were successfully implemented by early 2009, however the long-term goals were broader in scope and many would require amendments to the zoning code to accomplish. Important as these long-term goals from the Hamlet Stakeholders were, they focused mostly on the hamlet centers, with many other areas and topics not addressed. Those areas outside the hamlet centers, as well as topics like affordable housing and agriculture also needed to be addressed. It became clear that an even more inclusive and comprehensive public process would be needed to implement both the long term goals from the Hamlet Stakeholder work, and the broader scope of the entire town. This was best accomplished through new comprehensive plan.

The significant differences between this and the previous comprehensive planning efforts are that previous comprehensive plans were written by consultants, where this one is being written by Town officials and staff in collaboration with residents and other stakeholders. Experience has shown that plans produced by outside consultants, while professional, do not seem to provide exactly what the Town wants in a plan. Neither of the previous two comprehensive plans were formally adopted by the Town Board.

More important, this plan is being written in collaboration with the residents and other stakeholders through an unprecedented number of public input meetings. By the end of the process, there will have been over 40 meetings, where hundreds of people provided their thoughts on the early drafts of each chapter in the plan. We also added the ability to comment on

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the plan online. Each comment received was recorded, and then answered publicly (posted on the website) as to how the comment was used, and if not, why not.

Another difference between this plan and previous comprehensive plans is that this plan does not contain a new zoning map, with sweeping changes to the zones, uses or bulk schedule. The reasons behind this are several. One is that zoning is no longer a new idea for Southold. The first zoning ordinance was adopted in Southold in 1957, and the first comprehensive plan was written in 1967, only ten years later. The second comprehensive planning effort began only 15 years later. Zoning was still relatively new and so it makes sense that comprehensive changes were recommended as everyone learned more about how zoning works and affects development patterns. Now that zoning has been in place for nearly 60 years, and the current zoning map for 25 years, we have the experience to see that a massive change in zoning districts is not necessary.

Two other reasons behind waiting for specific zone changes until after the plan is adopted are time and funding. Experience has shown that any change to the zoning map is best done in a collaborative process with residents and stakeholders. This collaborative process involves numerous public input meetings, all of which require preparation, promotion, and follow-up. Also required are the detailed analyses that provide the backdrop of information everyone needs to make informed decisions. To accomplish this necessary work would require more time and funding than is available. Instead, this comprehensive plan update points the Town in a direction for considering potential zone changes, leaving the details to the final phase of the update, known as implementation.

The implementation phase of the plan occurs after the plan is adopted. The advantage to waiting until this phase to work on the details of specific zoning changes is that it gives residents and their elected officials plenty of time to discuss and consider the proposals found in the plan, one by one. It also provides more time to conduct the information-gathering and analyses necessary to provide the information from which discussion can ensue and decisions made. Finally, because the reality of a comprehensive plan update is that it takes years to accomplish, it leaves the possibilities for exactly how any zone changes might be done open to adapt to changing times.

Description of Southold Town

Southold Town is located in the southeast of New York State, on the eastern end of the area known as the North Fork of Long Island. Southold's mainland is a long and narrow peninsula, averaging 3 miles in width in the western portion of the town, and narrowing considerably on the eastern end. The entire Town, including its five islands, is 54 square miles in size, with 163 linear miles of coastline. Adjacent waterbodies include the Long Island Sound, Fishers Island Sound, Block Island Sound, and Gardiner's and Peconic Bays.

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Land Use

Draft

April 18, 2016

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Vision Statement for Southold Town

The Town of Southold is a community of extraordinary history and beauty. Residents and visitors benefit from its diverse hamlets surrounded by pastoral landscapes and expansive natural resources. Our citizens cherish Southold's small-town quality of life and wish to preserve what we currently value while planning for a productive and viable future.

Future planning shall be compatible with existing community character while supporting and addressing the challenges of continued land preservation, maintaining a vibrant local economy, creating efficient transportation, promoting a diverse housing stock, expanding recreational opportunities and protecting natural resources.

Introduction

Land use patterns, together with zoning regulations, are key aspects of how a community functions and develops. By examining current land use and zoning regulations, we can determine what is working well, and what may need to change to ensure future growth is sustainable.

This chapter provides an overview of land use and zoning in Southold Town, and broad goals for future land use and zoning to achieve the vision in this plan. Subsequent chapters narrow the focus to specific land use topics, all of which are interrelated.

Current Land Use

One of the major contributors to the character of Southold is that a third of the Town's land area is still in agriculture. This is also important for the Town's economy, helping to keep it diversified and strong. In 2015, agriculture encompassed over 10,000 acres, or 30% of the land, a number that has decreased by only a small amount since 2000, when it was 10,500 acres. Over 4,200 acres of Southold's agricultural lands are protected from conversion to other uses. Agriculture remains a vital part of the culture and character of the Town, even as the face of agriculture changes and adapts.

The largest land use category in Southold is residential, and Southold's character is influenced greatly by the nature of this residential development. Residential uses in Southold cover 10,900 acres, or 33% of the land, a 7% increase since 2000, when that number was 10,164 acres. The residential use is primarily in single family homes at relatively low densities. There were 15,377 housing units counted in the 2010 Census, and that number has changed very little since then. Only a little over a 100 new homes were built from 2011 to 2015. The overall density of homes town-wide is 0.5 housing units per acre (or 2 acres for every house). This overall density does not reflect the true density of any given neighborhood. There are pockets of much higher density neighborhoods in all the hamlets, along with large blocks of open space and farmland.

A high percentage of the homes, 37%, in Southold Town are considered seasonal, and this seasonal use varies greatly in frequency. Some people use their seasonal home every weekend year-round, some are here six months of the year, and some only visit for a few weekends in the summer, with many other variations.

The third largest land use category is Recreation and Open Space at 4,488 acres, or 13% of the land, a significant increase from 1,275 acres in 2000. This category includes parks, playgrounds, playing fields and open space created as a result of new subdivisions. The increase over the past 15 years can be attributed to the citizens of Southold Town making land preservation a priority over the years, most notably by the enactment of the Community Preservation Fund in 1998, a dedicated funding source for preserving land. Open space and the Town's natural beauty are another important aspect of the Town's character. The topics of land preservation and recreation are discussed in further detail in the Land Preservation and Parks & Recreation Chapters.

Table 1 below describes the approximate acreage found in ten different land use categories. This table does not include the 2,100 acres of underwater land in the jurisdiction of the Town. Also note that this table represents the best available data on land use at one point in time, and as such is an estimate that changes over time rather than a static number.

Vacant land, that which is neither developed nor in agricultural use, accounts for 9% of the land, or 3,008 acres scattered throughout the town. Transportation uses, including roads, related drainage areas and the railroad, cover over 2,400 acres, or 7% of the land area. Institutional uses, including cemeteries, schools and government-owned land, cover about 1,360 acres or 4%. This number is higher than might be expected due to a few significant federal government holdings including the 816-acre Plum Island.

There is a relatively small percentage of land in commercial use at 629 acres, or 2%. Grocery stores, shops, restaurants, offices, service businesses, and other typical commercial development occurs here, all at a fairly small scale in keeping with the small town character of Southold. An economic analysis conducted for the Economic Chapter of this plan found that there are some needs of the population for retail goods that aren't entirely met by stores in Southold. According to most residents, however, they prefer the relatively short drive to nearby Riverhead, which contains a regional hub of big box stores and shopping malls, to having large-scale retail stores in Southold.

The amount of land in industrial uses is even smaller, at 216 acres or less than 1%. There has been some growth in these uses over the past few years, but also some attrition. Industrial uses are important for employment opportunities and the Town's tax base.

These land use amounts have changed very little over the past fifteen years.

Table 1. Land Use in Southold Town

Land Use	Acres	%
Residential	10,886	33
Agriculture	10,008	30
Recreation & Open Space	4,488	14
Vacant	3008	9
Transportation	2,404	7
Institutional	1,360	4
Commercial	629	1.8
Industrial	216	0.6
Utilities	236	0.7
Waste Handling	115	0.3
Total Acres	33,366	

Zoning

Examining current land use provides a snapshot of what is occurring now on the land. It is also useful to understand the potential for future development. This is controlled by the land use

regulations in the Town Code. The land use regulations contain the zoning code with the zoning districts. All the land in the Town is assigned a zoning district. A zoning district describes how much and what type of development may occur on the land. Some zoning districts restrict the uses that are allowed to only a few, while others allow a wide variety of uses. For example, the Residential-40 district is primarily for residential uses and little else, and the Hamlet Business district allows for a long list of uses including residential, commercial, or a mix of both.

In Southold there are 19 zoning districts (Table 2). Each has its own set of rules which can be found in detail in the Southold Town Code (<http://ecode360.com/SO0452>)

Table 2. Zoning Districts and area covered by each in the Town of Southold. Lands used for transportation (roads, drainage), and underwater lands are not included in the zoning district total acreages.

District	Abbrev.	Description	Acres
Agricultural-Conservation	A-C	Agriculture and Residential	10,745
Residential 80	R-80	Low Density Residential and Agriculture	7,887
Residential 40	R-40	Low Density Residential	8,185
Residential 120	R-120	Low Density Residential and Agriculture	1,777
Residential 200	R-200	Low Density Residential and Agriculture	964
Residential 400	R-400	Low Density Residential and Agriculture	1,065
Hamlet Density	HD	High Density Residential	245
Affordable Housing	AHD	High Density Residential (Moderate Income)	103
Resort Residential	RR	Resorts/Hotels/Motels/Vacation Condo's	162
Residential Office	RO	Residential and Business Offices	85
Hamlet Business	HB	Commercial/Offices/High Density Residential	182
Limited Business	LB	Commercial(limited)/Offices/Low Density Residential	133
General Business	B	Commercial/Offices/Some Residential	188
Marine I	MI	Marinas and related businesses (less intense uses)	32
Marine II	MII	Marinas and related, Hotels, Ferries (more intense)	229
Light Industrial Park/Planned Office Park	LIO	Industrial Park/Office Park	177
Light Industrial	LI	Industrial uses	263
Plum Island Research	PIR	Plum Island only – research and education	176
Plum Island Conservation	PIC	Plum Island only – education and conservation	640

Residential districts make up over 90% of the zoning in Southold, contrasted with only 4% in commercial and industrial zoning. (Figure __ Zoning Map)

Current land use and zoning are only part of the picture when it comes to assessing how land might be developed in the future. Other factors affect the land's potential for development, such as whether a parcel can be subdivided, or whether there are environmental constraints (e.g.

floodplains or wetlands). These factors have been evaluated using the Town's Geographic Information System (GIS) to demonstrate the future development potential in Southold.

Buildout Analysis

The theoretical development potential can be estimated by conducting a buildout analysis. A buildout analysis uses the current zoning, parcel size, and other factors to estimate how much more development could occur if all the property that could be, was developed to its fullest potential allowed by zoning. The word "theoretical" is important because the actual future buildout is not likely to reach the numbers in this estimate. The buildout analysis conducted as part of this plan must be considered carefully and in detail to fully understand the implications.

The majority of the land available for new development is zoned residential, so the majority of future development will likely be new homes. Some of this land would have to be subdivided into new house lots before any new homes could be built. The number of residential parcels that could be subdivided was estimated in 2015 at 531, and includes 7,423 acres of land. Theoretically, if all that land was subdivided to its fullest potential, another 3,236 house lots would result. That all the available land will be subdivided is unlikely for several reasons discussed in more detail below.

A smaller area of land available for development, 2,280 acres, exists as individual vacant building lots that cannot be further subdivided. They are scattered throughout the town, some as vacant lots in existing neighborhoods, others in entire subdivisions that have never been developed. There are approximately 2,083 of these lots in Southold Town.

Adding the potential new lots from subdivisions together with the 2,083 existing lots, there is the potential for another 5,319 single family homes to be built in Southold. Nearly 40% (2,083) of those new homes would be on building lots that already exist, while the other 60% would have to be created through the subdivision process before they could be developed. With 14,185 housing units identified in the 2010 census, another 5,319 homes represents a 37% increase in the number of homes in Southold Town (not including the Village of Greenport).

These calculations exclude land that is protected, is not buildable for various reasons, and accounts for the space needed for new roads. The full methodology for the buildout analysis can be found in Appendix ___ Methodology of the Buildout Analysis.

The buildout analysis is an approximation and only theoretical. Its usefulness is to identify the direction the Town is headed. It cannot be relied upon for certainty about what the future holds with regard to future development. The full build-out scenario is unlikely to occur given the Town's ongoing land preservation program that is supported by the Community Preservation Fund (CPF) (2% Peconic Bay transfer tax on property transfers) and supplemented by other land preservation programs at the County, State and Federal levels. The Town remains committed to preserving as much land as possible as demonstrated in the goals of the Land Preservation chapter of this plan. The full buildout is also unlikely given our strong agricultural industry

which is diverse and adaptable to changing times, and occupies much of the land available for development.

When considering future impacts of additional residential development in the future, it is important to understand that nearly 40% of all homes currently in Southold Town are considered seasonal, meaning their owners do not live here full time. It's expected that this proportion of seasonal to year-round homes will likely continue as it has for many years, increasing a little bit every year.

Development Rate Trends

Another factor to consider when contemplating the buildout scenario is the rate of residential development in the past. The U.S. Census provides the total number of housing units every ten years. Looking at the increase in the number of housing units each decade from 1990 to 2000, and then 2000 to 2010, we can calculate the rate of development during that time. Table ___ describes the numbers and percent change in housing units during those census intervals.

Table . Housing units counted during the 1980, 1990, 2000 & 2010 U.S. Census.

US Census Year	# Housing Units*	Change in # of Housing Units	
		# of Housing Units	% Increase
1980	9,845		
1990	11,845	2000	20
2000	12,694	845	7
2010	14,185	1491	12

*excluding Greenport Village

From 1980 to 1990, about 2000 housing units were added. There were 845 housing units added between 1990 and 2000, and 1,491 in the decade between 2000 and 2010. The average rate of increase in housing units during those thirty years was 13% every ten years.

In addition to the data from the US Census, Southold Town has closely tracked its overall land development compared to land preservation since 2004, with a goal to preserve as much land as possible, particularly on larger tracts in the AC, R80 and R40 zoning districts.

From 2004 to 2015, the total amount of land that was either developed or preserved was 2,578 acres. Of those 2,578 acres, 423 acres were developed, and 2,155 acres were preserved. Also during that same time from 2004 to 2015, 145 new house lots were created by subdivisions. That number would have been much higher had it not been for land preservation efforts by the Town and other entities. If the 2,155 acres noted above as being preserved had been subdivided instead, up to 770 house lots could have been created. The Land Preservation chapter has more details about these efforts.

The rate of development can also be measured by the number of building permits issued for new construction each year. The trend shows that the rate is rising since a low point of thirteen in 2009, though new housing construction in 2015 was still well below the 100 permits issued in 2005. (Figure 2).

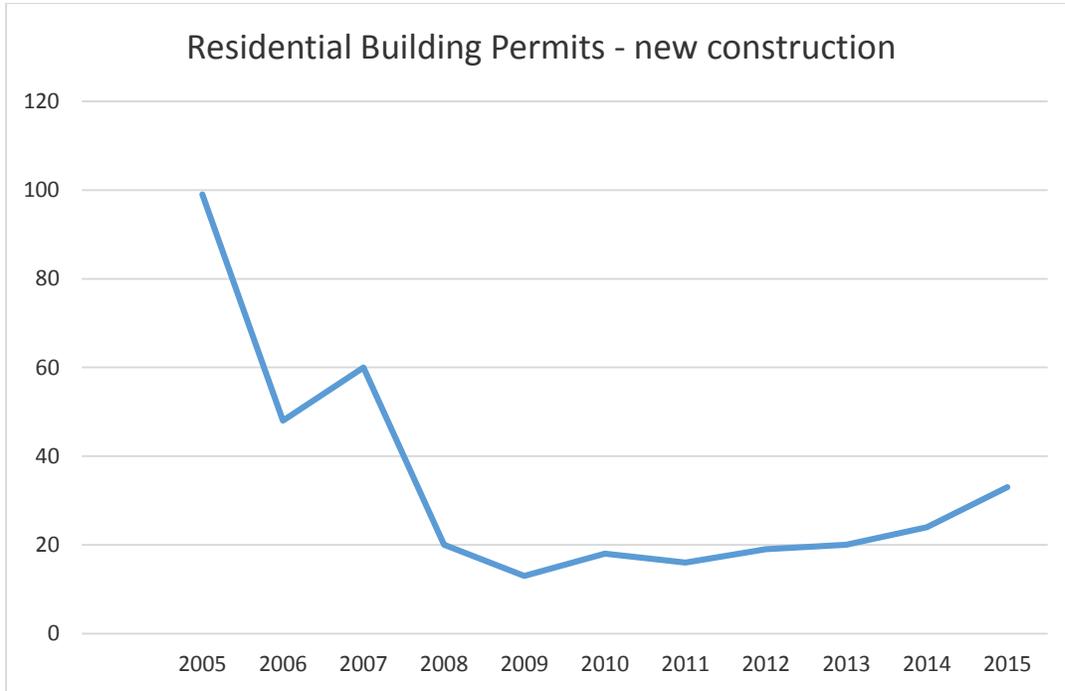


Figure 2. Rate of development in Southold as measured by building permits for new construction per year.

These data show that the theoretical buildout scenario would take many years to accomplish. Assuming the high rate of development of 100 new houses per year experienced in 2005, building 5,319 homes would take fifty-three years to accomplish. Even at a higher rate of development, for example using the average of 13% increase every ten years shown by the U.S. Census, would suggest that number of homes would require at least twenty five years to complete.

Another factor to consider is that of the 7,423 acres that could be subdivided into more lots, 5,630 or 76% are in agricultural use. Since 1995, the amount of agricultural land has remained steady at about 10,000 acres, which demonstrates the industry’s ability to adapt over time and remain viable. The continuation of a robust agricultural industry will slow the conversion of land from agriculture to residential development. In addition, continued land preservation will mean less land is available for development. With those two factors remaining in place, it is likely that the full buildout will be less than the numbers identified in the buildout analysis.

Although the actual buildout is expected to be much less than the theoretical buildout, there will nevertheless be significant growth over time. The Town must take steps to ensure it is prepared to handle the increased pressure on its resources. The land use regulations and zoning as they are

today have served the Town well; however, a close look must be taken at them to ensure quality of life is maintained. In addition, a changing economy and demographic also must be taken into account, and the land use regulations updated to reflect those changes.

Below is a series of broad goals that will help the Town prepare for the challenges ahead. Subsequent chapters deal with these goals in more detail and include a closer look at the Town's economy, agriculture, housing, environment, water quality and quantity, land preservation, recreation, natural hazards, human services, transportation and infrastructure.

Goals – Town-wide

This section contains goals that apply town-wide. Most of the town-wide goals are also applicable to individual hamlets. The first ten goals are broad, and each has an entire chapter that follows with specific goals and objectives. Goals 11 through 14 have specific objectives listed in this chapter because they relate directly to land use and zoning.

1. Economic Prosperity

Facilitate the growth of existing businesses, and encourage new businesses– including agriculture, aquaculture, health care, renewable energy, tourism, light industrial, retail/service-based and the maritime-related industry – for stable and sustainable employment. Balance economic prosperity with maintaining a high quality of life, the environment, and the unique character of the communities.

This topic and related goals and objectives are covered in more detail in the Economic Chapter of this plan.

2. Enable the Creation of Attainable Homes

There is a housing crisis in Southold Town. The prices of most homes, to purchase or rent, have increased beyond the ability of many residents to pay. The Town must take steps to facilitate the creation of attainable housing in Southold.

This topic and related goals and objectives are covered in more detail in the Housing and Economic Chapters of this plan.

3. Retain and Advance the Business of Agriculture

Agricultural uses occur on 30% of the land area in Southold Town, and are important to the economy, as well as being vital elements of the community’s character.

This topic and related goals and objectives are covered in more detail in the Agriculture Chapter of this plan.

4. Continue to Preserve Farmland and Open Space

Southold’s character is created in large part by its open spaces, including farmland, natural lands, and parks, and protecting these assets has long been a goal of the Town. Land preservation priorities include retaining large blocks of uninterrupted farmland, and preserving environmentally sensitive lands and woodland. Land for recreation and public gathering is also important.

This topic and related goals and objectives are covered in more detail in the Land Preservation Chapter of this plan.

5. Protect and Enhance the Natural Resources and Environment of the Town

The importance of managing and preserving Southhold's natural resources while promoting responsible user experiences is paramount in maintaining the quality of life within the Town.

- a. Protect groundwater and surface water quality and quantity
- b. Protect land-based natural resources including agricultural soils and natural habitat for wildlife.

This topic and related goals and objectives are covered in more detail in the Natural Resources and Environmental Protection Chapter of this plan.

6. Continue to Provide Quality Parks and Recreation Opportunities in the Town

Southhold offers a diversity of recreational opportunities, from public tennis courts and playing fields, to nature trails and beaches. The Town also provides a recreation program with a well-rounded offering of classes and workshops.

Southhold plans to continue offering a variety of recreational experiences and programs to meet the diverse needs of the community, and to maintain its existing park lands, open spaces, beaches and recreational facilities. Additional recreational land may be obtained where feasible and necessary.

This topic and related goals and objectives are covered in more detail in the Parks and Recreation Chapter of this plan.

7. Protect the Character of the Town

Southhold retains much of its small-town charm. There are many factors that contribute to this quality of life, including the Town's scenic, cultural and natural resources.

This topic and related goals and objectives are covered in more detail in the Community Character Chapter of this plan.

8. Improve Traffic Congestion and Safety and Ensure Infrastructure Supports the Residents and Businesses of the Town

Traffic congestion and pedestrian safety are priority issues for residents. Increases in tourism have meant an increase in traffic in Southold. Speeding, whether it be through a hamlet center or down a quiet side street, is a complaint heard from residents all over Town.

- a. Find solutions to the traffic problems experienced during the summer and fall busy seasons.
- b. Increase opportunities to travel to and from Southold without a car, including expanded train and bus service.
- c. Protect the safety of pedestrians by finding ways to calm traffic, especially where roads such as State Route 25 pass through areas with a concentration of pedestrian activity, such as hamlet centers.

Infrastructure refers to the street and utility networks that serve the residents and businesses in the town.

- Ensure the infrastructure supports the residents and businesses of Southold Town.

This topic and related goals and objectives are covered in more detail in the Transportation and Infrastructure Chapter.

9. Continue to Provide Quality Human Services

To meet the needs of its citizens, the Town should continue to fund its rich array of programs and resources for people as well as seek to improve their lives through additional resources. This topic and related goals and objectives are covered in more detail in the Housing and Economy Chapters of this plan.

10. Protect the Town from Natural Hazards

The Town of Southold is subject to natural hazards, including hurricanes, flooding, and sea level rise, that can imperil human lives, property and the environment. Planning and preparing for natural hazards, including the preparation of a coastal resilience plan, will help save lives and property. This topic and related goals and objectives are covered in more detail in the Natural Hazards Chapter of this plan.

11. Town Code Update

Revise the Town Code, particularly the Zoning Chapter and other Land-use related chapters, to be easier to use, improve clarity, eliminate inconsistencies, and update obsolete wording where needed. Refer to other chapters of this Comprehensive Plan for additional recommendations regarding updating the Town Code.

The following are a list of objectives that will help achieve the goal of updating the town code to make it easier to use, with more clarity and consistency. Other objectives may be added during the implementation phase of the update.

Objectives:

- a. Add a table to the Zoning Chapter listing all the permitted uses in the left column, and each zoning district across the top.
- b. Re-write each zoning district to eliminate the need to refer to other zoning districts for the complete list of uses.
- c. Eliminate inconsistencies and contradictions within the Town Code.
 - i. Farm stand rules are listed in two places with different standards
 - ii. Exterior lighting rules are listed in two places with different standards
- d. Definitions
 - i. Ensure definitions are consistent among chapters
 - ii. Define all uses listed under Permitted, Special Exception, Accessory Uses in the Zoning Chapter.
- e. Change obsolete terminology to more easily-recognizable terms
 - i. Example: Substitute “car wash” for “automobile laundry”
- f. Revise the code to provide more clarity about the development process, including but not limited to the following:
 - i. Site Plan Applicability Section to provide more clarity on when a site plan is required.
 - ii. Landscaping requirements on non-residential sites.
 - iii. Parking schedule

Responsible Parties: Planning Board

Funding: Grants

12. Zoning Review & Update – Town-wide

Ensure that the existing zoning is appropriately located and the uses are of the appropriate scale and intensity for the location, and are consistent with the other goals of this Comprehensive Plan.

Zoning must achieve a balance between the built and natural environment, and between commercial and residential uses, and also allow for the strengthening of the economy. The economy of Southold and the region has changed significantly since 1989 when most of the current zoning was put in place. Since then, incremental changes to those zoning districts have helped the code adapt, however a more thorough and comprehensive look at the zoning is warranted to ensure it achieves balance, supports economic development in the appropriate locations at the appropriate scale, and protects quality of life.

This goal relates to the Community Character and Economic Chapters, as well as to goals from previous plans including the Hamlet Stakeholder work, and the public input from meetings on Land Use held in 2014 and 2015, where people attending those meetings expressed concern over the distribution and uses in some of the current zoning districts.

The following are a list of objectives that will help achieve this goal. Other objectives may be added during the implementation phase of the update.

While no parcel-specific zone changes are proposed in these objectives, the types of zoning and circumstances that may be considered for future changes are identified. Any changes to specific zoning or parcels would happen after this plan is adopted, during the implementation phase of the plan. All potential changes would only be contemplated after considerable analyses and public discussion are conducted.

Objectives:

A. Non-residential Zoning Districts

1. Hamlet Centers

- i. Strengthen the hamlet centers through innovative, mixed use zoning with consideration given to a hybrid form-based zoning district and design standards.**

This objective is related to issues discussed in the Economic and Community Character Chapters. Each hamlet center has a level of economic activity that is tied together with a unique character that the residents of each hamlet have expressed a strong desire to maintain. Introducing a more flexible type of zoning in the hamlet centers could help retain community character better than what is currently in place, while also encouraging businesses to expand or locate in the hamlet centers by making it easier to do so.

Form-based zoning is form of zoning regulation that uses scale, form and function rather than the more common and less flexible building setbacks of traditional zoning to determine the size and location of new commercial buildings. A hybrid form-based zoning in the hamlet centers would retain some of the traditional zoning, and introduce some of the flexibility of form-based zoning.

Current zoning rules have strict requirements for building setbacks that must be applied the same way to all parcels regardless of size or shape. Parcels in the hamlet centers are typically small in size and some are also narrow in width, making their development challenging with this one-size-fits-all

approach. New businesses such as retail stores that could bring additional foot traffic to a hamlet center are drawn away from the hamlet centers in search of parcels that are easier to develop.

Changing the code in the hamlet centers to allow for more flexibility in use and design could retain and attract thriving businesses that generate and support foot traffic in the hamlet centers, and in turn lead to a stronger local economy. Introducing some of the elements of form-based zoning into the current traditional zoning would create a hybrid form-based zoning district. This hybrid zoning district would make scale, function and design the leading elements determining building size or the number of residential units allowed, rather than the more rigid minimum lot size and setbacks currently in use.

Analyses required to investigate form-based zoning in the hamlet centers:

- 1) Inventory, review and analyze candidate parcels for the following:
 - a. Size
 - b. Shape
 - c. Current use
 - d. Surrounding uses
- 2) Comparison models of potential impacts of proposed changes to the code
 - a. intensity of development
 - b. traffic
 - c. building sizes, lot coverage
 - d. sanitary flow
- 3) Model each hamlet center for overall size and other adjacent zoning and uses.
- 4) Parking assessments for each hamlet center.

ii. Provide for different levels of intensity for certain uses in the hamlet centers based on the available infrastructure.

Finding a solution to the “one-size-fits-all” zoning in the hamlet centers has been brought up multiple times by the Hamlet Stakeholders, public during input meetings about this plan, as well as by the Zoning Board of Appeals. Recognizing that each hamlet is unique in scale and supporting infrastructure, and adjusting the code to account for those differences will help protect the community character of the hamlets.

Each hamlet center has a different level of supporting infrastructure that defines what level of build-out could or should occur. Infrastructure includes amenities like parking and public water. Some of the hamlets have municipal parking lots, and some have very little public parking. Most hamlets have public water available, but not all of them do. For those areas that have less

infrastructure, some uses allowed in the hamlet centers may be too intense and result in an erosion of the quality of life for residents. Currently the zoning does not identify the appropriate level of infrastructure for most uses.

An analysis of the appropriate level of infrastructure required for the uses would provide guidance on where the code might be amended to account for the differences among hamlet centers. Once identified, conditions or performance requirements could be added to some of the more intense uses to ensure they are located only in places that can support them. For example, a laundromat is a permitted use in the Hamlet Business zone that likely uses a large amount of water. The requirement that a laundromat would be permitted only if public water is available could be added to the code.

Analyses required:

- 1) Examine each permitted use in the hamlet centers for impacts, including traffic, parking, water use, noise and lighting.
- 2) Inventory the infrastructure in each hamlet center
- 3) Identify those permitted uses which have impacts large enough to require certain levels of infrastructure (land area, public water, etc.).

iii. Assess public parking in hamlet centers to ensure there is enough and it is at a scale and size that is appropriate for each hamlet.

Public parking in hamlet centers, whether on public streets, or in municipal parking lots, benefits the Town's economy by providing ample space for customers of local businesses to park.

- 1) Create a Municipal Parking Fund for maintenance and acquisition of public parking facilities, where appropriate.
 - Analyze the feasibility of a fee in lieu of parking provided on site for commercial site plans.
- 2) Consider adding "Parking" as a permitted principal use in the hamlet centers.

iv. Ensure pedestrian access, safety and comfort in the hamlet centers.

Creating walkable communities is an important part of successful hamlet centers. To encourage walking, existing sidewalks, crosswalks, benches and pedestrian signals at signalized intersections must be maintained, and new development must provide appropriate pedestrian infrastructure in its design.

2. Business Corridors Outside the Hamlet Centers

i. Create a new zoning district for non-residential uses along the major roads outside the hamlet centers.

The parcels along the major roads of State Route 25 and County Road 48 that are located outside the hamlet centers contain a variety of zoning districts and uses. Locating certain commercial uses outside the hamlet centers can have a dampening effect on the vitality of those hamlet centers. The dampening effect occurs when businesses that would have generated foot traffic in a hamlet center (e.g. retail, restaurants) choose to locate far outside the hamlet center where land is less expensive. This draws customers to locations reachable only by car, leaving empty sidewalks and empty storefronts in the hamlet center. The zoning in these outlying areas must be analyzed to ensure that they encourage uses that are suitable for being located outside the hamlet centers, and discourage uses that are best located in the hamlet centers.

Focusing retail development in the hamlet centers has been a recurring goal in the Town's plans and studies throughout its planning history. Past planning documents, including the work of the Hamlet Stakeholders, identified the need to address this issue. This objective also relates to goals in the Economic and Community Character Chapters of this plan.

One solution to this issue would be to create a new zoning district for those commercial parcels outside the hamlet centers. This new district would include a range of uses, both existing and new, that are suitable for being located outside the hamlet centers, and exclude the uses that are needed in the hamlet centers. Permitted uses could include service businesses, contractors' yards, and offices, among others. This goal could potentially be achieved by creating more than one new zoning district, or a using a combination of existing and new zoning districts.

Analyses required:

To identify which parcels would be considered for a new zoning district, and which permitted uses would be included in the new zoning district(s), the following analyses must be conducted:

- 1) Inventory, review and analyze parcels that could be candidates for this new zoning district, generally along State Route 25 and County Road 48, outside the hamlet centers. Consider the following:
 - size,
 - current use
 - surrounding uses
 - potential impacts of proposed permitted uses versus impacts of current uses (permitted and existing)

- traffic
 - noise
 - light
- 2) Create models to analyze potential effects of different uses
- Lot coverages/building sizes – comparison of old and new zones
 - Parking requirements

ii. Revisit the bulk schedule for non-residential zoning districts

The bulk schedule is a table that lists the parameters for each zoning district such as the minimum lot size, the lot coverage (the amount of land a building can cover), the distance from the property line a building must be located (known as setbacks), and the amount of landscaping that must be placed on a parcel. The size of new buildings and parking lots is controlled, in part, by the bulk schedule of the zoning code. Theoretically, the bulk schedule sets limits on the amount of development on any one parcel to prevent overbuilding.

Through experience and observation it has become apparent that the bulk schedule's parameters could use an overhaul both to improve its usefulness in preventing overcrowding of commercial sites, and to improve the clarity with which it is administered.

- a) One parameter is the “minimum lot size per use”, which states the minimum size a parcel must be for each use. An example of this is the General Business (B) zoning district has a minimum lot size per use of 30,000 square feet. Two permitted uses such as a restaurant and a retail store would require a parcel of at least 60,000 square feet for both to be allowed on one lot. A clarification in the code of how to apply the minimum lot size per use is needed. Currently the Town relies on a 2004 interpretation by the Zoning Board of Appeals known as “the Malon decision”. This interpretation stated that the minimum lot size per use in the bulk schedule for the General Business (“B”) Zone applied to each building, rather than each business in that building. In the example above, the restaurant and the retail store could both be located on a parcel of 30,000 square feet rather than 60,000 square feet if they were both in one building.

An interpretation such as this is often an indication that the wording of the zoning code needs to be clarified, either to match the interpretation, or changed to reflect the intent of the legislative body (the Town Board).

- b) Addressing the bigger issue of whether bulk schedule’s intent, which is to regulate the size and impact of uses on a site, is effective, is another important review that must be done for the entire bulk schedule.

3. Transitional Zoning Areas – evaluate, identify and improve transitional zoning areas where necessary and feasible.

Transitional zoning areas are those that shift from a commercial/non-residential zoning district to a residential zoning district. Ideally there is a zoning district in between the two that allows a lower-impact commercial use that can exist next to a residence without interfering with the residents’ quality of life. An example of transition zoning in current Southold town code is the Residential Office zoning district, typically located on the outskirts of a hamlet center. This zoning district allows only low-impact uses such as a professional office, and provides a transition between the Hamlet Business zoning of the hamlet center, and the residential zoning outside the hamlet center.

In some cases, very old development patterns exist where it isn’t possible to create an ideal transition, however there may be places in town where the transition zoning can be improved.

- i. Evaluate the uses allowed in existing transition zoning districts (Limited Business, Residential Office) to determine whether they require any updates to ensure they function as transition zones. Optionally, consider a new transition zoning district.
- ii. Identify areas with transitions from commercial/industrial to residential that lack transition zoning to determine whether it can be added.
- iii. Evaluate areas with transition zoning to determine whether some other zone is more appropriate given the current pattern of land use.

Analyses required:

- 1) Identify all areas of transition in zoning districts and uses
- 2) Identify current use of all involved parcels
- 3) Existing and potential new transition zoning districts:
 - Identify uses and their impacts
 - i. Traffic
 - ii. Noise
 - iii. Building size and scale

4. Marine Zoning

Evaluate the uses and bulk schedule of the marine zoning districts (MI & MII) to ensure they continue to support the goals of the Town.

The marine zoning districts provide a means of access to the water through both public and private facilities. These zoning districts were created to ensure there is ample public access to the water, while balancing the need to protect the fragile environment of the shorelines and waterbodies. Consult the Local Waterfront Revitalization Program document, incorporated by reference into this plan, for specific recommendations, and conduct new analyses of the existing marine zoning, permitted uses and the bulk schedule.

5. Split-zoned Parcels

Split-zoned parcels are those that are located in more than one zoning district. An example would be a parcel that is partially in the B zone and partially in the R-40 zone. Currently the Town Code provides little guidance on how to apply the bulk schedule in the case of split-zones.

- i. Clarify the Town Code with respect to split-zoned parcels and how the bulk schedule is applied.
- ii. Consider re-zoning to reduce or eliminate split-zoned parcels where appropriate.

Analyses required

- 1) Identify all parcels with split-zoning
 - Determine the amount of each zoning district, and whether it conforms to the bulk schedule.
- 2) Identify all uses on split-zoned parcels and whether they are conforming.

6. Light Industrial Zoning Districts

With the potential for traditional light industrial uses in Southold dwindling, consider revising these zoning districts, especially those close to hamlet centers, to accommodate new uses or mixed uses. Example: artist live-work development that provides artist housing, studio work-space, and also gallery space to sell the work.

B. Residential Zoning Districts

1. Water quality.

Find ways to mitigate the impacts to groundwater from new residential development and subdivisions, including quantity and quality of drinking water and surface water

quality. This topic is explored fully in the Water Resources section of the Natural Resources and Environment Chapter.

2. Size of future homes

- i. Revisit the lot coverage in the bulk schedule for residential districts, especially as it relates to larger lot sizes and those located within Special Flood Hazard Areas.

Currently a five acre lot would allow a home of up to 80,000 square feet on two floors. While that might seem extraordinary, the south fork has seen extremely large homes, and has taken measure to address the situation. One solution could be to revise the lot coverage percentage so that there is a sliding scale where larger lots have a lower percentage of lot coverage. In Special Flood Hazard Areas, the lot coverage could be lowered even more to limit the amount of potential damage from flooding.

- ii. Revisit the setbacks and maximum building height, especially on non-conforming lots, to ensure that neighboring homes are not adversely affected by new houses.

Setbacks are the minimum distance a building must be from the property line. Non-conforming lots are lots that are smaller than the minimum lot size in the zoning district. Some are very small, and if the building is too close to the property line and/or too tall, it can block sunlight to a neighboring home, and be out of proportion and character with the rest of the neighborhood.

3. Transient rentals.

2014 brought a new level of transient rentals facilitated by websites such as AirBnB, VRBO and Homeaway.com. For example, many homes are being purchased by investors and used solely for this purpose, leading to an erosion of community and tranquility of residential neighborhoods, as well as reducing the available inventory of homes available for year-round rental. This can also be considered a commercial use in residential zone, and reduces the viability of commercial bed and breakfast operations and local hotels.

Limit transient rentals to preserve the quality and tranquility of residential neighborhoods.

4. Agriculture.

The residential zoning districts are identical to the Agricultural Conservation (AC) zoning district in their list of permitted uses. As such, agriculture is permitted in most residential zones, and houses are permitted in the AC zone. Generally, agriculture and residences peacefully coexist.

As the agricultural industry evolves, however, so must the Town Code evolve to recognize the variety of new business models in agriculture. The goal is to provide a balance between supporting agriculture and ensuring neighborhoods are protected from large adverse impacts. This can be achieved by assessing the appropriate scale and intensity relative to the proximity to residences, and the availability of necessary infrastructure such as on-site parking and access to major roads, and ensuring the Town Code is adapted to address these issues.

This topic and related goals and objectives are covered in more detail in the Agriculture Chapter of this plan.

5. Commercial uses in residential districts (pre-existing non-conforming uses)

A use is considered pre-existing non-conforming if it existed at a specific location prior to the current zoning, and is not a permitted use in that zoning district. They are created when the zoning is changed on a parcel that has an existing use on it that isn't allowed in the new zoning district. In some cases, the uses that surround a parcel with a pre-existing non-conforming use may have changed to such an extent that a different zoning district that allows the existing use might be appropriate.

Review all parcels with pre-existing non-conforming uses to determine whether a zone change to make the use conforming is appropriate.

Responsible Parties: Planning Board, Town Board

Funding: Grants to fund the analyses necessary for each objective.

C. New Zoning Districts

Plum Island

In 2013, the Southold Town Board created two new zoning districts for the purpose of applying zoning to Plum Island for the first time in its history. These districts are the Plum Island Conservation District, and the Plum Island Research District. The Plum Island Planning Study of July, 2013, supporting these new zoning districts, is on file with the Southold Town Clerk.

13. Continue to Enforce the Town Code

Land use regulations contribute to protecting Southhold's community character and quality of life. Most people comply with those regulations voluntarily, however occasional reminders are sometimes necessary. During every public meeting conducted as part of this comprehensive plan update, the topic of code enforcement was raised.

Southold Town will continue to enhance its ability to enforce its regulations.

Hamlets

Next follows a discussion for each hamlet, including a summary of land use and zoning. These hamlets include Cutchogue, East Marion, Fishers Island, Greenport West, Laurel, Mattituck, New Suffolk, Orient, Peconic, and Southold. For ease of reference, the order of hamlets in this section is alphabetical. A map illustrating their locations is included as Figure __.

Included in these hamlet-specific discussions are the long-term goals identified in the Hamlet Stakeholder work, as well as some current issues identified by the public over the course of the many meetings that have been held for this plan. Reviewing each hamlet separately will show that there are similarities among all the hamlets, but also that each hamlet has its own individual character. The unique nature of each hamlet will need to be considered in future zoning and land use decisions.

Cutchogue

Cutchogue hamlet is located in the western half of the Town, and stretches from the Long Island Sound across the entire width to the Peconic Bays. It is bordered on the west by Mattituck, on the east by Peconic, and New Suffolk hamlet on the south. Cutchogue is the one of the largest of the ten hamlets with 6,322 acres.

Nearly half of the land in Cutchogue is in agricultural use. Those 3,125 acres of farmland are a large part of the community character of Cutchogue. The historic character of Cutchogue also provides its sense of place, with the library, Village Green and surrounding historic buildings forming the center of the historic hamlet.

Residential land uses cover nearly a third of the land in Cutchogue, with the majority being single family homes located south of Rt. 25.

The Transportation category is the third largest at 387 acres or 6%. In 2007, the Cutchogue Hamlet Stakeholders identified traffic as their most pressing issue. Traffic congestion on Route 25, traffic safety at intersections, and pedestrian safety, particularly along Route 25, were all listed as issues of concern.

There are 372 acres of land categorized as Recreation and Open Space. These include two golf courses, one small public course, and one large private course, as well as Town preserves such as the Downs Farm Preserve.

Most of the commercial uses are located along Route 25, with a few scattered along CR 48. These commercial areas include the hamlet center, which contains the post office, restaurants, and various shops and services. The hamlet center is notable in that there is a significant amount of Hamlet Business-zoned land that is currently undeveloped, so its growth potential is higher than other hamlet centers. Despite having one of the busier commercial areas in the Town, Cutchogue's hamlet center has retained a lot of its historic character and small town charm due to its historic buildings being re-used by businesses like banks and public uses like libraries.

Cutchogue has a second commercial area that is disconnected from the hamlet center. Located on Route 25, it contains a typical small shopping center anchored by a large grocery store, with other businesses stretched along the main road in both directions.

Cutchogue contains the only industrial park in the Town, located in the area north of County Road 48 between Depot and Cox Lanes, and the most potential for an increase in industrial uses because of the land area available here that is zoned industrial that remains undeveloped. The land use category of Waste Handling, at 78 acres, is higher in Cutchogue than the rest of the town overall due to the Town's former landfill/transfer station and several other waste handling businesses located nearby.

A complete list of land uses and the amount found in Cutchogue can be found in Table __. Land Use in Cutchogue.

Table __. Land Use in Cutchogue

Land Use	Acres	%
Agriculture	3125	49.4
Residential	1792	28.3
Transportation	387	6.1
Vacant	373	5.9
Recreation & Open Space	372	5.9
Commercial	88	1.4
Waste Handling & Mgt	78	1.2
Institutional	64	1.0
Industrial	38	0.6
Utilities	3	0.0
Total Acres	6322	

Zoning in Cutchogue

Table __ provides zoning distribution for each hamlet. In Cutchogue, twelve of the nineteen zoning districts appear, with the Agricultural Conservation district covering 3,765 acres, or 60% of the land, and the Residential 40 and 80 comprising most of the rest of the land. Cutchogue is one of only two hamlets containing Light Industrial Office zoning, located in the industrial park area north of County Road 48, between Cox Lane and Depot Lane. There is significant Hamlet Business-zoned land that remains undeveloped along Griffing and North Streets. Commercial buildout of this land will expand the focus of the hamlet center business district.

Buildout Analysis for Cutchogue

The theoretical buildout potential for Cutchogue can be estimated by looking at the current land available for development and the zoning.

There are approximately 2,163 acres of land available for development in Cutchogue. Of those 2,163 acres, there are 1,806 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 965 residential building lots would be created. The remaining 357 acres of land already exist as 284 individual residential building lots. Added together they represent the theoretical buildout potential for Cutchogue of 1,249 housing units.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the ongoing land preservation program, as well as the fact that much of the land that is theoretically available for residential development because of its zoning is already being actively used for agriculture in Cutchogue and might never be converted to

homes. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Figures:

Land Use Map for Cutchogue

Zoning Map for Cutchogue

Goals/Issues for Cutchogue

Preserving farmland and farming are important for the future of Cutchogue, as are historic preservation, and making sure new commercial development is at a scale consistent with the small-town character of the hamlet center. Residents identified traffic as one of their main concerns, especially traffic safety.

1. Preserve farmland and the business of agriculture. The goal is addressed in more detail in the Agriculture, Economic and Land Preservation Chapters of this plan.
2. Ensure future commercial development in the hamlet center is at a scale consistent with the historic hamlet's character. This goal can be met through the implementation of Goal 12 above, and by creating design standards as identified in the goals of the Community Character Chapter of this plan.
3. Ensure future development in and near the hamlet center reflects a walkable community by including pedestrian infrastructure. The Town-wide goals above contain this objective in Goal 12, in the hamlet center subsection.
4. Improve traffic safety and congestion in the hamlet through traffic calming and other measures. Details from the hamlet stakeholder's recommendations are included in the Transportation and Infrastructure Chapter of this plan.

East Marion

The hamlet of East Marion is located in the eastern half of the Town. It is bordered on the west by Greenport West and on the east by Orient. To the north is the Long Island Sound, and to the south is Orient Harbor. East Marion is one of the smaller hamlets, with 1,412 acres.

Most of the 1,412 acres of land in East Marion is in residential use at 589 acres or 41%, and most are single family residences. The historic homes along Route 25, together with the various enclaves of homes along both the Sound and the Bay, with their beaches and open spaces are a major part of East Marion’s unique character. East Marion is a popular vacation home destination with over 50% of its 953 houses characterized as seasonal in the 2010 Census.

The next largest category of land use is recreation and open space at 19%. Most of the 269 acres in this category are considered “open space”, or land that must stay free of buildings and other development. Parkland such as the Ruth Oliva Preserve at Dam Pond Preserve, as well as the open spaces in Pebble Beach Farms subdivision fall into this category. Active recreation areas such as Old Schoolhouse Park are also in this category.

East Marion has a small but active farming community, which adds to its rural character. There are 157 acres in agricultural use in East Marion, or 10% of the land. Streets and related transportation uses cover about 8% of the land. The train’s last stop is in Greenport, so there is no train station in East Marion. There are both public and private bus services that serve East Marion.

The very small business district in East Marion, the smallest in the Town, is an important part of the character of the hamlet. Residents generally prefer it to stay small. The hamlet center consists of one small retail general store, the post office, the fire department, and several bed-and-breakfast businesses.

A complete list of land uses and the amount found in East Marion can be found in Table __. Land Use in East Marion.

Table __. Land Use in East Marion

Land Use	Acres	%
Residential	589	41.7
Recreation & Open Space	269	19.0
Vacant	247	17.5
Agriculture	157	11.1
Transportation	113	8.0
Commercial	29	0.7
Institutional	4	0.3
Utilities	4	0.0
Total Acres	1412	

Zoning in East Marion

The zoning in East Marion is almost entirely residential. Only six of the nineteen zoning districts appear, with the R-40 district covering 773 acres, and the R-80 at 607 acres. There is a very small amount, one acre, of commercially zoned land in the hamlet center – the post office property, the parcel next door, and a small part of the firehouse parcel. The other commercial zoning includes 19 acres of Resort Residential, with 16 acres on the bay developed as condominiums, a little over an acre of RR on the main road developed as a hotel, and an acre and a half of RR on Bay Avenue. The single largest commercial property in East Marion is the nearly 19-acre former oyster factory property at the end of Shipyard Lane, which is zoned Marine II (MII).

See Table __ Zoning in the hamlets of Southold Town.

Buildout Analysis for East Marion

The theoretical buildout potential for East Marion can be estimated by looking at the current land available for development and the zoning.

There are approximately 320 acres of land available for development in East Marion. Of those 320 acres, there are 22 parcels consisting of 162 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 79 building lots would be created. The remaining 158 acres of land already exist as 196 individual vacant house lots. Added together they represent the theoretical buildout potential for East Marion of 275 housing units.

The majority, 71%, of those possible new housing units would be on house lots that already exist, while the other 79 potential house lots or 29% do not exist today, and would have to be created through the subdivision process.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the economy, and the ongoing land preservation program. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Goals/Issues for East Marion

East Marion residents value their rural quality of life, including the physical beauty of the hamlet, its shorelines and remaining open spaces and its night skies. Also important is keeping their community peaceful, friendly, and quiet; a place where families can remain for generations.

1. Preserve the open spaces that are left in East Marion. This topic is covered in more detail in the Land Preservation Chapter of this plan.
2. Preserve the rural quality of life. This issue is covered in more depth in the Community Character Chapter of this plan, as well as in Goal # 12 in the town-wide goals above.
3. Improve traffic congestion, and traffic and pedestrian safety on Route 25, especially in the hamlet center. This topic is covered in more detail in the Transportation Chapter.
4. Limit future commercial development to match the very small scale of the hamlet center. East Marion residents are generally satisfied with the very small amount of commercial activity in their hamlet center and have expressed a reluctance for that to grow. They generally use Greenport Village and points farther west to serve their needs for goods and services. This issue is reflected in Goal #12 in the town-wide goals above that call for a review of the Town Code to ensure zoning and other land use regulations accurately reflect the needs of each hamlet.
5. Develop a plan for managing the deer population. The Town has been carrying out a plan to do so, and this issue is more fully discussed in the Natural Resources and Environmental Protection Chapter of this plan.

Fishers Island

Fishers Island hamlet is a long, narrow island located at the eastern tip of Southold Town, about 12 miles northeast of Orient Point, and 4 miles from the coast of Connecticut. It is surrounded by Long Island Sound to the west, Fishers Island Sound on the north, and Block Island Sound to the south. Fishers Island is 2,586 acres in size, and about 7 miles in length.

Visiting Fishers Island is like going back in time. The pace is slower, there is little traffic, and everywhere is quiet and peaceful, except for the bustle of activity near the dock when the ferry lands. As an island, it's challenges are different than the rest of Southold Town. Over a third of Fishers Island's 2,586 acres are developed with residential land uses, most of which are single family homes. An unusual statistic about Fishers Island is that 80% of those 660 homes are seasonal. This is much higher than the town-wide average of 36%, and demonstrates the biggest problem facing Fishers Island, the continuing decline of its year-round population. The density of housing on the island is 0.25 housing units per acre, about half of the density in the Town overall.

Another prominent feature of land use on Fishers Island is its recreation and open space, covering nearly 20% of the land. There are two golf courses, and considerable areas of natural lands preserved from future development. Another 26% of the land remains undeveloped, yet technically available for development in the future. There is no land in agricultural use, though there is active aquaculture for oysters conducted in the water on Fishers Island.

Commercial uses are spread out in several isolated pockets of non-residential zoning on the west end of the island, most located outside the small hamlet center. The hamlet center consists of several shops, a museum, and a municipal building.

A complete list of land uses and the amount found on Fishers Island can be found in Table __. Land Use on Fishers Island.

Table __. Land Use on Fishers Island

Land Use	Acres	%
Residential	940	36.3
Vacant	669	25.9
Recreation & Open Space	471	18.2
Transportation	329	12.7
Institutional	95	3.7
Waste Handling & Mgt	28	1.1
Industrial	24	0.9
Commercial	22	0.9
Utilities	7	0.3
Total Acres	2586	

Zoning on Fishers Island

The zoning on Fishers Island is unique in that it is the only place in Southold Town that has Residential 120 (R-120) zoning, otherwise known as “3-acre” zoning, which covers nearly 70% of the island. Nine of the nineteen zoning districts appear, with the R-120, R-80, and R-40 districts covering 2,262 of Fishers’ 2,586 acres. The commercial zoning is spread out into six areas with the two largest areas being the 18 acres of General Business (B) zone near the ferry, and the 13 acres of Limited Business (LB) zone along Crescent and Fox Avenues.

See Table __ Zoning in the hamlets of Southold Town.

Buildout Analysis for Fishers Island

The theoretical buildout potential for Fishers Island can be estimated by looking at the current land available for development and the zoning.

There are approximately 854 acres of land available for development in Fishers Island. Of those 854 acres, there are 488 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 83 building lots would be created. The remaining 366 acres of land already exist as 196 individual vacant house lots. Added together they represent the theoretical buildout potential for Fishers Island of 279 housing units.

The majority, 70%, of those possible new housing units would be on house lots that already exist, while the other 83 potential house lots or 30% do not exist today, and would have to be created through the subdivision process.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the economy, and the fact that much of the land that can be further subdivided is currently in use by the two golf courses on the island. In addition, many of the vacant house lots are located in the area controlled by the Fishers Island Development Corporation (FIDCO), and their future buildout is, in part, controlled by FIDCO. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Goals/Issues for Fishers Island.

The residents of Fishers Island wish to maintain the island’s quiet, rural lifestyle and strong community networks that define its character. Maintaining and growing the year-round population and economy are crucial aspects of this vision, as are protecting its natural resources and limiting tourism to a sustainable level.

1. Facilitate a stable population of year-round residents on the island. The year-round population is dwindling, in part due to lack of jobs and lack of affordable homes.

- a. Create new housing at a price that is attainable for year-round residents. This topic is covered in more detail in the Housing Chapter of this plan.
 - b. Create quality jobs; or
 - c. Create or maintain efficient, affordable commuting options to the mainland.
2. Strengthen and diversify the economic base of the island to provide goods and services necessary for a year-round population, as well as to create quality local employment.
 - a. Examine the zoning on Fishers Island to identify changes tailored to the island's unique demographic and economic challenges. Goal # 12 of the town-wide goals above addresses this issue by calling for an examination of the zoning town-wide. Fishers Island challenges are shared to some degree by all the hamlets, however due to the small size and isolation of the island, these challenges are intensified and probably require unique solutions.

The implementation of this goal for Fishers Island has a head start over other hamlets because of all the hard work done by the Land Use committee of Fishers Island citizens over the past two years identifying where zoning can be modified to better accomplish the goals of the island. This work will also complement and can be used in conjunction with the Fishers Island Community Board's plans to create an action plan for the island.

3. Ensure the infrastructure on the island is in good repair, and used in a sustainable manner. This topic is covered in more detail in the Transportation and Infrastructure Chapter of this plan.

Greenport West

The hamlet of Greenport West is located in the eastern half of the Town's mainland, in the area just outside of and surrounding the incorporated Village of Greenport. Greenport West is bordered on the west by the hamlet of Southold and Arshamomaque Pond, and on the east by East Marion. To the north is the Long Island Sound, and to the south is Greenport Village, Pipes Cove and Greenport Harbor. This area of the north fork narrows significantly, and is nearly completely separated from the rest of the north fork by Arshamomaque Pond. The connection is via a narrow strip of land along County Road 48 near Town Beach between the Sound and the Pond.

Greenport West is 2,477 acres in size. The name comes from the U.S. Census and can be confusing given that this land area is located both east and west of the Village of Greenport. The hamlet of Greenport West is considered separate from the Village in that the land within the boundaries of the Village are subject to the rules and regulations of the Village and its Board of Village Trustees, while the land outside the Village boundaries is subject to the regulations of the Town of Southold and its Town Council. The irregular shape of the Village is the cause behind the irregular shape of the Greenport West hamlet.

Greenport West is primarily a residential hamlet, with nearly a third of its land in residential uses. Several distinct residential neighborhoods located along the various water bodies characterize this hamlet. There are 1,651 homes, at a density of 0.7 housing units per acre. This is the only hamlet with continuing care facilities including San Simeon by the Sound, a non-profit nursing home, and Peconic Landing, a large private retirement community.

The hamlet is unusual in the type and distribution of its open space. The preserved land occurs primarily in a large block of what is known as Moore's Drain, and is a complex of woodland and wetlands. There is also a golf course and a County park.

The commercial center for Greenport West is the Village of Greenport which contains a grocery store, pharmacy, post office, restaurants and other shops. Commercial land use outside the Village covers about 7%, which is a significantly greater percentage than town-wide or other hamlets. Some of this can be attributed to the fact that Greenport West contains several marinas, and motels, more than any other hamlet.

Greenport West has a small amount of agricultural land, covering a little over 5%, and much lower than most other hamlets and the Town overall.

Greenport Village

The Village of Greenport has its own government, and as such, plans for itself. The village is an important neighbor and partner for the Town. There are shared services, such as police, and some municipal sewer connections. And the village contains a grocery store, library and other shops and services that are a benefit to the easternmost hamlets of Greenport, East Marion and Orient.

Greenport Village is surrounded on three sides by the hamlet of Greenport West, and on the south by Pipes Cove and Greenport Harbor. It is 744 acres in size.

A complete list of land uses and the amount found in Greenport West can be found in Table __. Land Use in Greenport West.

Table __. Land Use in Greenport West

Land Use	Acres	%
Residential	697	28.1
Recreation & Open Space	627	25.3
Vacant	390	15.7
Transportation	194	7.8
Institutional	184	7.4
Commercial	179	7.2
Agriculture	130	5.3
Industrial	27	1.1
Utilities	10	0.4
Waste Handling & Mgt	9	0.4
Total Acres	2447	

Zoning in Greenport West

The zoning in Greenport West, like all the other hamlets, is mostly residential. Eleven of the nineteen zoning districts appear here, with Residential 80 (R-80) and R-40 covering the most land at 1,767 acres. This hamlet has the most Hamlet Density (HD) zoned land in Southold Town at 169 acres, most of which is in the Peconic Landing development. It is also one of only three hamlets to contain Affordable Housing District (AHD) zoning at 48 acres, located in the Cedarfields and Pheasant Run developments off Moores Lane.

Greenport West is the only other hamlet, other than Cutchogue, to contain Light Industrial Office (LIO) zoning, which stretches along the south side of State Route 25 from just west of Chapel Lane to Moores Lane. Much of that land contains extensive wetlands and 62 of the 95 acres of LIO zoned land has since been protected from future development. Most of the land in that zone that could be developed has been, with the bulk of that development occurring east of Silvermere Road.

See Table __ Zoning in the hamlets of Southold Town.

Buildout Analysis for Greenport West

The theoretical buildout potential for Greenport West can be estimated by looking at the current land available for development and the zoning.

There are approximately 687 acres of land available for development in Greenport West. Of those 687 acres, there are 501 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 204 building lots would be created. The remaining 186 acres of land already exist as 240 individual vacant house lots. Added together they represent the theoretical buildout potential for Greenport West of 444 housing units.

A little over half, 54%, of those possible new housing units would be on house lots that already exist, while the other 204 potential house lots or 46% do not exist today, and would have to be created through the subdivision process.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the economy, and the ongoing land preservation program. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Issues and/or Goals for Greenport West

During the Hamlet Study and subsequent Hamlet Stakeholder meetings, Greenport West hamlet residents expressed a vision that included preserving remaining open spaces and wetlands, and enhancing scenic areas, as well as the character of the existing neighborhoods. They also supported new housing opportunities for the workforce, as well as an improved public transportation system.

1. Preserve remaining open space and natural areas. This topic is covered in more detail in the Land Preservation Chapter of this plan.
2. Homes that are affordable to year-round residents are important. Accomplish the creation of more affordable homes, and ensure they are spread throughout the Town in equal measure. This topic is covered in more detail in the Housing Chapter of this plan.
3. Improve the Route 25 Scenic Corridor in Greenport by enforcing current codes regarding signage, outdoor storage, and similar. Goal #13 of the town-wide goals above addresses code enforcement.
4. Maintain and improve the community character through the continuation of the Architectural Review Committee for all commercial development. For more on this topic, see the Community Character Chapter of this plan.
5. Improve pedestrian and traffic safety, especially at the intersection of County Road 48 and State Route 25, and on County Road 48 at the Soundview Inn. This topic is discussed in more detail in the Transportation and Infrastructure Chapter of this plan.

6. Protect the quality of life by minimizing light pollution. Light pollution is addressed in more detail in the Community Character and Natural Resources and Environmental Protection Chapters of this plan.

Mattituck / Laurel

Mattituck and Laurel are the gateway to Southold Town from the west, and are important in establishing the first impression of the overall character of the Town. They are addressed together in this plan for the purposes of generating statistics, primarily due to the boundary between them being difficult to pinpoint. Changes to school districts over time have caused official boundary lines to differ from those recognized by long-time residents. Another challenge to Laurel having its own identity in Southold Town is that a small portion of the hamlet is located in Riverhead Town. The two hamlets will be referred to as “Mattituck/Laurel” when discussing statistics, yet recognizing they are two distinct places with regard to their character and scale.

Laurel hamlet is located in the southwestern end of the Town, bordered by Riverhead Town on the west, Mattituck on the north and east, and the Great Peconic Bay on the south. Mattituck hamlet is located in the western half of the Town’s mainland, and stretches from the Long Island Sound across the entire width of the north fork to the Peconic Bays. It is bordered on the northwest by Riverhead Town, the southwest by Laurel, and the east by Cutchogue. To the north is Long Island Sound, and the south is Great Peconic Bay. There are 7,569 acres of land in Mattituck/Laurel.

Mattituck/Laurel contains nearly as much agricultural land as Cutchogue at almost 3,000 acres, or 40% of its land area. The wide expanses of agricultural land that can be seen along Route 25 and County Road 48 are a large part of the character of these hamlets. Another iconic feature is the Mattituck Creek, a significant body of water over two miles long. The large amount of protected shoreline creates many opportunities for waterfront uses, especially residential. The headwaters can be viewed by passing motorists on County Road 48, and at the mouth is a public beach with wide open views of the Long Island Sound.

Residential uses cover over 30% of the land in Mattituck/Laurel and are comprised almost entirely of single family residences. There are 3,305 housing units in Mattituck/Laurel at an overall density of 0.4 housing units per acre, and a little bit less dense than the overall town density of 0.5. As in all the hamlets, the overall density does not reflect the true density of any given neighborhood. There are pockets of very high density neighborhoods in both Mattituck and Laurel, along with large blocks of undeveloped land, some in agriculture, some preserved natural woodlands like the Laurel Lake Preserve.

Although only 2% of the land area of Mattituck/Laurel are considered commercial, Mattituck contains one of the largest and most diverse commercial centers in the Town, with a bustling hamlet center and a second, larger business district to the west of the hamlet center. Together they serve as the western part of the Town’s primary commercial hub.

Laurel contains a small hamlet center located just off Route 25, comprised of just a few businesses. Another larger group of businesses stretch along Route 25 from the train trestle east.

As one of the older larger hamlet centers located on the railroad, Mattituck contains some significant areas of light industrial uses, the most visible being along the railroad tracks near the hamlet center.

A summary of the land use categories in Mattituck/Laurel is shown in Table _____. Land Use in Mattituck/Laurel.

Table __. Land Use in Mattituck/Laurel

Land Use	Acres	%
Agriculture	2983	39.4
Residential	2412	31.9
Recreation & Open Space	850	11.2
Transportation	529	7.0
Vacant	446	5.9
Commercial	133	1.8
Utilities	98	1.3
Institutional	76	1.0
Industrial	42	0.6
Total Acres	7569	

Zoning in Mattituck/Laurel

Eleven of the nineteen zoning districts appear in Mattituck and Laurel, with 45% or 3,459 acres being zoned Agricultural Conservation, and R-80 and R-40 covering most of the rest of the land. Mattituck and Laurel combined have the most General Business (B) zoned land compared to the other hamlets at 73 acres, and the second largest amount of Hamlet Business (HB) zoned land at 43 acres. Most of the HB zoning is in Mattituck in the Love Lane area, though Laurel has a small amount near Route 25 on Franklinville Road.

See Table __ Zoning in the hamlets of Southold Town.

Buildout Analysis for Mattituck/Laurel

The theoretical buildout potential for Mattituck/Laurel can be estimated by looking at the current land available for development and the zoning.

There are approximately 2,428 acres of land available for development in Mattituck/Laurel. Of those 2,428 acres, there are 2,078 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 872 building lots would be created. The remaining 350 acres of land already exist as 362 individual vacant house lots. Added together they represent the theoretical buildout potential for Mattituck/Laurel of 1,234 housing units.

A little over 20% of those possible new housing units would be on house lots that already exist, while the other 965 potential house lots or 80% do not exist today, and would have to be created through the subdivision process.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the ongoing land preservation program, as well as the fact that, like Cutchogue, much of the land that is theoretically available for residential development because of its zoning is already being actively used for agriculture in Mattituck and Laurel and might never be converted to homes. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Goals/ Issues for Mattituck/Laurel

Mattituck/Laurel residents have expressed a vision that includes preserving farmland and open spaces, retaining the character of the hamlets, and improving traffic safety and pedestrian access in and near the hamlet center.

1. Preserve farmland and the business of agriculture. The goal is addressed in more detail in the Agriculture, Economic and Land Preservation Chapters of this plan
2. Ensure future commercial development in the hamlet center is at a scale consistent with the hamlet's character. This goal can be met through the implementation of Goal # 12 subsection on hamlet centers, and by creating design standards as identified in the goals of the Community Character Chapter of this plan.
3. Prevent retail sprawl and the potential creation a third retail business area that will detract from Love Lane, and the nearby retail shopping center. This concern is addressed in the hamlet center section of Town-wide Goal # 12 above.
4. Improve the pedestrian safety and walkability of Main Road from Factory Avenue to Love Lane including a link for safe pedestrian crossing from Love Lane. Both Town-wide Goal #12 in the hamlet center subsection, as well as the Transportation Chapter of this plan address this issue.
5. Update the uses in the Light Industrial zones near the hamlet center to adapt to a changing economy. Goal #12 above addresses this issue.
6. Affordable, attainable housing is important, and the most acceptable model is converting an existing large house to several apartments, rather than large new developments. The Housing Chapter of this plan addresses this issue in more detail.

7. Create a 'village green' near Love Lane. The Parks and Recreation Chapter of this plan includes this goal.

New Suffolk

The compact hamlet of New Suffolk is located in the western half of the Town’s mainland, on the south shore. It is bordered on the west and north by Cutchogue, on the south by Great Peconic Bay and on the east by Cutchogue Harbor. New Suffolk is the smallest hamlet at 335 acres. Robins Island, located a mile off the south shore of New Suffolk in the Great Peconic Bay, technically adds another 454 acres to the area of New Suffolk, however the island will be discussed separately in the statistics about land use for the hamlet.

New Suffolk’s hamlet center with its gridded streets, small lots, and traditional tiny schoolhouse gives the hamlet a lot of its quiet charm. The waterfront area along First Street was at one time an industrial area, with submarine manufacturing and other industrial uses. This area was transformed over time and now there is a popular sandy beach, a boat ramp, and spectacular views of Cutchogue Harbor and the bay. Commercial activity in the hamlet is limited to a few shops and restaurants, and small marinas.

The hamlet is mostly residential, single family homes. Residential uses account for nearly 50% of the land area with 307 housing units at a density of 0.9 housing units per acre. This density is nearly twice as high as the town-wide average. 37% of the homes in New Suffolk are seasonal, similar to the Town-wide percentage.

The small amount of land in agriculture in New Suffolk is part of a larger Cutchogue farm. Other than Fishers Island, it’s the only hamlet bypassed by both County Road 48 and State Road 25, although summer crowds still find their way there for its lovely views and beach.

A summary of the land use categories in New Suffolk is shown in Table _____. Land Use in New Suffolk.

Table __. Land Use in New Suffolk

Land Use	Acres	%
Residential	161	48
Vacant	60	18
Agriculture	47	14
Transportation	36	10.7
Recreation & Open Space	19	6
Commercial	6	2
Industrial	5	1
Institutional	1	0.3
Total Acres*	335	

*Not including 454 acre Robins Island

Zoning in New Suffolk

Eight of the nineteen zoning districts appear in New Suffolk. The Residential 400 (R-400 or “ten-acre zoning) covers the largest area, but this is entirely due to the 454-acre Robins Island being counted as part of New Suffolk. The mainland of New Suffolk is zoned about half Agricultural Conservation on the outskirts, and the other half residential, mostly R-40.

There is very little commercially zoned property in New Suffolk, with the majority located in the Marine I and Marine II zones and mostly developed as marinas on the waterfront. A small amount of Hamlet Business zoned land, 4 acres, is located on First Street.

See Table __ Zoning in the hamlets of Southold Town for a complete list of all the zoning districts and their amounts in each hamlet.

Buildout Analysis for New Suffolk

The theoretical buildout potential for New Suffolk can be estimated by looking at the current land available for development and the zoning.

There are approximately 81 acres of land available for development in New Suffolk. Of those 81 acres, there are 30 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 11 building lots would be created. The remaining 51 acres of land already exist as 34 individual vacant house lots. Added together they represent the theoretical buildout potential for New Suffolk of 45 housing units.

The majority, 75% of those possible new housing units would be on house lots that already exist, while the other 11 potential house lots or 25% do not exist today, and would have to be created through the subdivision process.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the economy, and the ongoing land preservation program. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Goals/ Issues for New Suffolk

New Suffolk residents prefer their hamlet to stay just the way it is, a peaceful retreat off the beaten path. Public views and access to the water are important. Although the zoning would allow it, the vision for the hamlet center does not involve any additional commercial activity, nor is it likely given the space constraints.

1. Ensure any future commercial development is at a scale and intensity that is in keeping with the small scale of the hamlet. This goal is addressed in town-wide Goal# 12, hamlet center subsection above.
2. Improve traffic safety in the hamlet through traffic calming and other measures. Details from the hamlet stakeholder's recommendations are included in the Transportation and Infrastructure Chapter of this plan.
3. Improve the parking situation on First Street and in the vicinity of the beach. This goal is addressed in town-wide Goal# 12, hamlet center subsection above.
4. Protect the public views and access to the water along First Street. This is partially addressed in the Community Character Chapter of this plan.

Orient

The hamlet of Orient is located on the eastern end of the Town’s mainland. It is bordered on the west by East Marion and otherwise surrounded by water. To the north is the Long Island Sound, southwest is Orient Harbor, and southeast is Gardiners Bay. Orient is 3,163 acres in size, not including the islands associated with it. Plum Island is 816 acres, Greater Gull is 25 and Lesser Gull Island is about 5 acres.

The character of Orient is defined by its farms and its traditional hamlet center with narrow streets lined with trees and historic buildings. Agricultural land uses cover over a third of the land area in the hamlet.

There are only a few businesses in the hamlet center, and very little other commercial activity elsewhere in Orient, lending to the charm of this quiet hamlet. Orient is also known for its extensive protected open space and parkland, including Orient Beach State Park and Orient Point County Park.

Less than a quarter of the land is in residential use, and they are nearly all single family homes. There are 772 housing units, in an overall density of 0.2 units per acre, over 50% lower than the overall town housing density.

A complete list of land uses and the amount found in Orient can be found in Table __. Land Use in Orient.

(Table __. Land Use in Orient).

Land Use	Acres	%
Agriculture	991	31.3
Recreation & Open Space	924	29.2
Residential	746	23.6
Vacant	281	8.9
Transportation	154	4.9
Institutional	38	1.2
Commercial	22	0.7
Industrial	5	0.2
Utilities	1	0.0
Total Acres	3163	

Zoning in Orient

The zoning in Orient is almost entirely residential. There is a very small amount of commercial land, mostly on or near Village Lane. The Marine II zoning is largely comprised of the Orient Point marina area of Orient by the Sea, the Plum Island ferry property, and the Cross Sound

Ferry property. Plum Island zoning districts are included because Plum Island is included in the Orient totals.

See Table __ Zoning in the hamlets of Southold Town.

Buildout Analysis for Orient

The theoretical buildout potential for Orient can be estimated by looking at the current land available for development and the zoning.

There are approximately 722 acres of land available for development in Orient. Of those 722 acres, there are 471 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 163 residential building lots would be created. The remaining 251 acres of land already exist as 175 individual vacant house lots. Added together they represent the theoretical buildout potential for Orient of 338 housing units.

Over half, 52%, of those possible new housing units would be on house lots that already exist, while the other 163 potential house lots or 48% do not exist today, and would have to be created through the subdivision process.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the economy, the ongoing land preservation program, and the fact that much of the land that is able to be subdivided further is in active agricultural use. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Goals/Issues for Orient:

Maintaining the quiet, rural character and scenic beauty of the hamlet are high priorities for Orient.

1. Preserve open space and farmland. This goal is addressed in more detail in the Agriculture, Economic and Land Preservation Chapters of this plan.
2. Protect water resources from over-use and contamination from septic systems. This goal is addressed in more detail in the Natural Resources and Environmental Protection Chapter.
3. Create homes that year-round residents, including young people, can afford. This topic is covered in more detail in the Housing Chapter of this plan.

4. Improve traffic safety and congestion in the hamlet through traffic calming and other measures. Details from the hamlet stakeholder's recommendations are included in the Transportation and Infrastructure Chapter of this plan.
5. Ensure future commercial development in the hamlet center is in keeping with, and at a scale consistent with this small, historic hamlet's character. This goal can be met through the implementation of Goal 12 above, and by creating design standards as identified in the goals of the Community Character Chapter of this plan.
6. Ensure future residential development in the hamlet is in keeping with, and at a scale consistent with the hamlet's character. This goal can be met, in part, through the implementation of Goal 12's Residential Uses subsection above.
7. Protect the integrity of the Orient's historic district. This topic is covered in more detail in the Community Character Chapter of this plan.

Peconic

The hamlet of Peconic is located near the center of the Town's mainland. It is bordered on the west by Cutchogue and on the east by Southold. To the north is the Long Island Sound, and to the south is Hog Neck Bay. Peconic is 2,427 acres in size.

Agriculture defines Peconic with farming covering over half the land in the hamlet. Peconic is also seen as the recreation hub of the Town. Two large town parks including playing fields and tennis courts, the Town Recreation Center and the Town Community Center are all located on Peconic Lane.

Just to the north of the parks is the very small hamlet center of Peconic. Among the smallest of the ten hamlets, there are only a few storefronts and businesses here, as well as a post office.

Residential land uses cover about 564 acres or 23% of the land, with most of the homes located either near the Long Island Sound, or the creeks and bays to the southeast. There are 479 homes in Peconic at an overall density of 0.2 housing units per acre. Peconic is much less densely developed than other hamlets and Town overall.

A complete list of land uses and the amount found in Peconic can be found in Table __. Land Use in Peconic.

Table __. Land Use in Peconic

Land Use	Acres	%
Agriculture	1261	52.0
Residential	564	23.2
Recreation & Open Space	215	8.9
Vacant	194	8.0
Transportation	136	5.6
Commercial	43	1.8
Industrial	6	0.3
Institutional	5	0.2
Utilities	3	0.1
Total Acres	2427	

Zoning in Peconic

The zoning in Peconic is almost entirely residential. Although the amount of commercially zoned land is small, it is diverse, with a little B, HB, LB, LI, RR, RO, all clustered near Peconic Lane and along CR 48, with a small amount of B zoning near the intersection of Peconic Lane and Route 25.

See Table __ Zoning in the hamlets of Southold Town.

Buildout Analysis for Peconic

The theoretical buildout potential for Peconic can be estimated by looking at the current land available for development and the zoning.

There are approximately 1,043 acres of land available for development in Peconic . Of those 1,043 acres, there are 911 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 369 residential building lots would be created. The remaining 132 acres of land already exist as 101 individual vacant house lots. Added together they represent the theoretical buildout potential for Peconic of 470 housing units.

A small percentage, 22% of those possible new housing units would be on house lots that already exist, while the other 369 potential house lots or 78% do not exist today, and would have to be created through the subdivision process.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the economy, the ongoing land preservation program, and the fact that much of the land that is able to be subdivided further is in active agricultural use. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Goals/Issues for Peconic

Agriculture remains important to Peconic's community character, and the hamlet center is the focus of community life with the post office at its anchor.

1. Continue to preserve farmland and agriculture. This topic is discussed in more detail in the Agriculture and Land Preservation Chapters of this plan.
2. Ensure future commercial development in the hamlet center is in keeping with the small scale and traditional setting of Peconic. This goal is reiterated town-wide in Goal 12's hamlet center subsection above, as well as in the Community Character Chapter of this plan.
3. Create homes that are affordable for year-round residents. This goal is addressed in more detail in the Housing Chapter of this plan.
4. Protect water resources from over-use and contamination from septic systems. This goal is addressed in more detail in the Natural Resources and Environmental Protection Chapter.

Southold

The hamlet of Southold is the heart of the community, located in the center of the Town’s mainland. It is bordered on the southwest by Peconic and on the northeast by Greenport West. To the northwest is the Long Island Sound, and to the south and southeast are various waterbodies, including Hog Neck, Little Peconic and Southold Bays. Southold hamlet is 5,944 acres in size.

Residential uses are predominant in Southold hamlet at 2,532 acres or 42% of the land. As the oldest developed portion of the Town, the historic character of Southold hamlet is evident in the development pattern of small residential lots and historic homes clustered around the bustling hamlet center. There are nearly 4,000 housing units in Southold hamlet, and the overall density of development is 1.6 units per acre, three times more densely developed than the Town overall.

The Southold hamlet center is the seat of local government, the largest commercial business district in the Town, and a transportation hub with bus stops and a train station. There are over 130 acres of land in commercial use in the hamlet, much of that located in the hamlet center.

Though there is less acreage in agriculture in Southold hamlet than Cutchogue and Mattituck/Laurel, the 1,366 acres of farmland are very visible and an important part of the character of the hamlet.

Southold’s public beaches, part of the Recreation and Open Space land use category, and its many creeks, inlets and bays are also defining aspects of the hamlet’s appeal. There are outstanding views of the Sound and the Bay from the main thoroughfares of State Route 25 and County Road 48 at Arshamomaque Pond and Town Beach

A complete list of land uses and the amount found in Southold hamlet can be found in Table __. Land Use in Southold Hamlet.

Table __. Land Use in Southold Hamlet

Land Use	Acres	%
Residential	2532	42.6
Agriculture	1366	23.0
Recreation & Open Space	620	10.4
Vacant	608	10.2
Transportation	535	9.0
Commercial	138	2.3
Institutional	85	1.4
Utilities	37	0.6
Industrial	25	0.4
Total Acres	5944	

Zoning in Southold Hamlet

Southold hamlet is the most diverse for zoning. Thirteen of the nineteen zoning districts appear in Southold hamlet. The largest amount of R-40 zoning is found in Southold, as is the largest amount of HB zoning. Residential zoning districts cover 97% of the land.

Commercial zoning is spread over a large, linear area along State Route 25 in and around the hamlet center, with Residential Office, Hamlet Business zoning predominating. Southold also has the largest amount of General Business zoning at 35 acres, most of which is found along County Road 48, as is the Limited Business zoning district of which there are 31 acres.

See Table __ Zoning in the hamlets of Southold Town for a complete list of the zoning districts and amounts in Southold hamlet.

Buildout Analysis for Southold

The theoretical buildout potential for Southold can be estimated by looking at the current land available for development and the zoning.

There are approximately 1,411 acres of land available for development in Southold. Of those 1,411 acres, there are 976 acres of land that can be further subdivided. Theoretically, if all were subdivided to their full yield, an additional 490 residential building lots would be created. The remaining 435 acres of land already exist as 495 individual vacant house lots. Added together they represent the theoretical buildout potential for Southold of 985 housing units.

Half of those possible new housing units would be on house lots that already exist, while the other half, 490 potential house lots, do not exist today, and would have to be created through the subdivision process.

These buildout numbers are estimates based on the best available data. Many factors influence how much land will be subdivided, and how many homes will actually be constructed in the future. These factors include the economy, and the ongoing land preservation program. See the buildout analysis discussion in the first section of this chapter for more discussion on this topic.

Goals/Issues for Southold Hamlet:

Southold Stakeholders created this vision for Southold hamlet:

Maintain and enhance our community's "sense of place" and our residential, rural, and historic character by encouraging mixed, small scale commercial and residential development in our hamlet center; maintaining the viability of our Main Street as a business district for local entrepreneurs; promoting diverse housing types in our HALO

zone; and ensuring that density within these two districts is carefully balanced with the preservation of farmland and open space outside their boundaries."

1. Provide incentives for new businesses favoring adaptive reuse over new construction. This is discussed in more detail in the Community Character chapter of this plan.
2. The grocery store is the anchor store on Main Street, and is critical to the vitality of the hamlet center. Every effort should be made to ensure it remains. Relocating it outside the hamlet center would adversely impact other businesses in the hamlet center. The Town-wide goals above contain an objective in Goal 12, in the hamlet center subsection that would help achieve this goal.
3. Improve traffic congestion and safety and pedestrian safety. Details from the hamlet stakeholder's recommendations are included in the Transportation and Infrastructure Chapter of this plan.
4. Create more affordable housing opportunities. Details from the hamlet stakeholder's recommendations are included in the Housing Chapter of this plan.
5. Preserve and improve the vitality of Main Street as a walkable local business district. The objectives in Goal 12's hamlet center subsection seek to achieve this for all hamlets where applicable. This goal is also related to the Transportation and Infrastructure Chapter, Community Character Chapter and Economic Chapter of this plan.
6. Enforce the signage code. This will be achieved by Goal 13 in the town-wide goals above.
7. Create a full-service transit hub at the train station to include bus stops for both the County and private bus services. This is discussed in more detail in the Transportation and Infrastructure Chapter of this plan.
8. Increase recreation opportunities for residents. Details from the hamlet stakeholder's recommendations are included in the Parks and Recreation Chapter of this plan.

Table . Acres in each zoning district in the hamlets of Southold Town

Zoning District	Cutchogue	East Marion	Fishers Island	Greenport West	Mattituck/ Laurel	New Suffolk	Orient	Peconic	Southold	Entire Town
AC	3,765				3,459	185		1286	2,051	10,745
AHD				48	7				49	103
HD	47		6	169			1		23	245
B	33		28	10	73		3	6	35	188
HB	35	1	3		43	4	2	5	89	182
LB	14	1	12	38	28			8	31	133
LI	163			52	20			5	23	263
LIO	82			94						177
MI	7				11	9	3		3	32
MII		19	7	67	58	6	19		54	229
R-40	1,534	773	103	641	1,898	147	444	313	2,332	8,185
R-80	546	607	382	1,126	1,832	14	1,264	736	1,380	7,887
R-120			1777							1,777
R-200							964			964
R-400			245			454	365			1,065
RO	10			5	30			6	34	85
RR	16	19		84		1	0.1	4	39	162
PIR							176			176
PIC							640			640