

At an I.A.S. Term, Part 9, of the Supreme
Court of the State of New York,
held in and for the County of
Suffolk, at the County Courthouse
in Riverhead, New York, on the
20th day of March, 2001.

PRESENT: Hon. Edward D. Burke, Justice.

In the Matter of the Application of the LONG ISLAND
PINE BARRENS SOCIETY INC., RICHARD AMPER
as Executive Director and in his individual capacity,
KATHERINE FORSTER SCREVEN, FRANK P.
FOSTER, JOHN TROCCHIO, RICHARD and PAMELA
TODARO, residents, taxpayers and members of the
LONG ISLAND PINE BARRENS SOCIETY, INC.,

ORDER SETTLING
JUDGMENT AND
DIRECTING ENTRY

Index No. 00-14222

Petitioners,

-against-

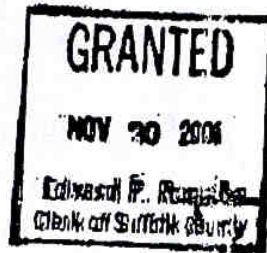
THE CENTRAL PINE BARRENS JOINT PLANNING
& POLICY COMMISSION, CAROLYN JOLLY d/b/a
HIDDEN POND STABLES,

Respondents.


Petitioners herein, having moved this Court for a judgment pursuant to CPLR Article
78, declaring that respondent Central Pine Barrens Joint Planning & Policy Commission's,
Resolution and findings of May 10, 2000, that the proposed construction of Hidden Pond
Stables for an indoor riding arena was not developmental, was violative of New York State
Environmental Conservation Law Section 57-0107(13)(ii), and annulling that resolution; and

This proceeding having come on to be heard at IAS Part 9 of the Supreme Court
Suffolk County, before Justice Edward D. Burke, and after due deliberation having been had
thereon and a memorandum decision of this Court having been made therein, dated March 19,
2001, granting the petition and directing settlement of judgment as hereinafter provided; it is

ORDERED, ADJUDGED AND DECREED, that the petition hereby is granted and the Central Pine Barrens Joint Planning Policy Commission Resolution and findings of May 10, 2000, is declared null and void.



ENTER.


HON. Edward D. Burke
Justice of the Supreme Court



Edward D. Burke

MEMORANDUM

SUPREME COURT, SUFFOLK COUNTY

I.A.S. PART 9

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In the Matter of the Application of the LONG
ISLAND PINE BARRENS SOCIETY INC.,
RICHARD AMPER, as Executive Director and in
his individual capacity, KATHERINE FORSTER
SCREVEN, FRANK P. FOSTER, JOHN
TROCCHIO, RICHARD and PAMELA GATZ,
ANNA MARIE FORSTER CZARNNECKI and
PAMELA TODARO residents, taxpayers and
members of the LONG ISLAND PINE BARRENS
SOCIETY,

Petitioners,

-against-

THE CENTRAL PINE BARRENS JOINT
PLANNING & POLICY COMMISSION,
CAROLYN JOLLY d/b/a HIDDEN POND
STABLES,

Respondents.
-----X

By: Burke, J.S.C.
Dated: March 19, 2001

Index No. 00-14222

Mot Seq. # 001 - MG
CDISPSJ

Return Date: 7-10-00
Adjourned: 2-14-01

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This proceeding, brought pursuant to CPLR Article 78, seeks a judgment declaring null and void respondent's determination which permitted the application of Hidden Pond Stables for construction of an indoor riding arena. The defendant's decision was founded in a determination that the indoor riding arena qualified as "non-development" within the meaning of New York State Environmental Conservation Law § 57-0107(13)(ii). Petitioner claims that respondent's determination was arbitrary and capricious, and an abuse of discretion; and that it violated the New York State Environmental Quality Review Act.

Article 57 of the Environmental Conservation Law was enacted to protect and manage the Pine Barrens-Peconic Bay maritime region (Long Island Pine Barrens Maritime Reserve Act, hereafter the "Act"). The purpose of the law is "to allow the state and local governments to protect, preserve, and properly manage the unique natural resources of the Pine Barrens-Peconic Bay system and to encourage coordination of existing programs and studies affecting land and water resources in the region and to protect the value of the existing public and private investment that has already been made to acquire land in the region" (ECL § 57-0105). It was contemplated that the Act might "restrict the beneficial use of some lands currently in private ownership" but that, such "restrictions [were] deemed to be necessary and desirable to protect and preserve the hydrologic and ecologic integrity of the Central Pine Barrens as well as the public's health and welfare for future generations" (ECL § 57-0105).

The Act established the Long Island Pine Barrens Maritime Reserve, which delineated the intact area comprising a "core preservation area" (§57-0107.11) as well as a "compatible growth area," which comprises that area within the central pine barrens, but outside the core preservation area (§57-0107.12). The private property in dispute is located within the delineated "core preservation area." The Act also established the Central Pine Barrens Joint Planning and Policy Commission, a respondent herein (§57-0119). The Commission is empowered to prepare a comprehensive land use plan designed to, *inter alia*, protect the Pine Barrens ecosystem; to protect the quality of surface and ground water; to promote active and passive recreational and environmental educational uses consistent with the plan; as well as to accommodate development in a manner consistent with the long term integrity of the Pine Barrens ecosystem (§57-0121.2). The Commission is empowered to review and approve all proposed development in critical resource areas and to designate staff for the purpose of advising the commission with respect to such development applications (§57-0123.2 (a)).

The Staff Report submitted relative to the property in dispute, located in Manorville, Brookhaven Township, states that the applicable zoning is Horse Farm (HF, with one horse per 30,000 sq feet); that the request is for a hardship exemption; that the property was purchased in 1998; that it already has barns/stables, corrals, and an outdoor riding arena; that the proposed indoor arena would be located in an area already cleared and disturbed; and that no additional septic system would be required. Since the property was purchased in 1998, well after the 1993 passage of the Act, the report suggested that it may not meet the criteria for any hardship exemption pursuant to §57-0121.10 (a)(iii); nor, as plaintiff argues, the criteria for hardship for "public need" pursuant to §57-0121.10 (b). The Staff Report also listed as potential concerns whether the proposed indoor arena would increase traffic and intensify use of the site; and noted that unauthorized use of adjacent County land (Robert Cushman Murphy County Park) may be occurring from the stables.

The owner of the property testified at the public hearing held May 10, 2000, and stated that the property, purchased in 1998, is operated as a horse boarding facility, Hidden Pond Stables, on over thirty-four acres; that the stable is operating at its capacity of eighty horses; that the proposed

indoor riding arena would not add any additional horses; and that the covered arena's purpose was to better serve the existing clients by providing them with an area to ride or "turnout" (removing horses from their stalls to permit exercise, without riding) their horses in the winter months. The 100' by 200' covered arena would be 16' high, with a dirt floor and electric, would be located in an area already cleared, and would not require any additional septic facility. The owner also offered her opinion that the arena would not affect the surrounding neighborhood in that no additional horses would be accommodated and most horse shows would be conducted in the summer months, at an adjacent outdoor area.

Following the close of the hearing and the stenographic transcript, discussion was held wherein it was determined that the application did not require approval of the Central Pine Barrens Joint Planning & Policy Commission in that the nature of the application, i.e. an indoor riding arena, was recreational in nature and, therefore, not "development" for the purpose of the Act pursuant to § 57-0107(13) (vii). § 57-0107(13), after defining and enumerating "development" at subsections (a) through (f), provides:

The following operations or uses do not constitute development for the purposes of this article:

... (vii) existing or expanded recreational use consistent with the purposes of this article including scouting activities, the maintenance or expansion of facilities associated with or necessary for such scouting activities, but not limited to, the addition, modification, expansion or replacement of structures necessary for such activities and such clearing as may be reasonably required for the maintenance or expansion of scouting activities; ...

The Central Pine Barrens Comprehensive Land Use Plan (hereafter the "Plan" as defined at 4.3.2) sets forth the Standards and Guidelines for Land Use as subsection 5, and addresses the Core Preservation Area at subsection 5.2 by declaring that preservation of the area shall be obtained by "a strategy of government land acquisition, the transfer of development rights, conservation easements, gifts, land swaps, and donations; and prohibits development, absent a hardship exemption." Allowable uses are limited to those operations or uses which do not constitute development. "Any existing, expanded, or new activity involving agriculture or horticulture in the Core Preservation is an allowable use if it does not involve material alteration of native vegetation. The erection of agricultural buildings, including but not limited to barns, greenhouses and farm stands, required for the production of plants or animals as reflected under ECL § 57-0107(14), shall constitute an allowable use." However, the property in question cannot meet the definition of "agriculture" or "horticulture," as provided in § 57-0107(14), in that it is not engaged in the production of plants or animals, or the breeding of horses.

The Plan sets forth a "Recreation overview" at 7.5.1 and declares that "[o]pportunities for recreation are a principal objective" of the Plan. "The Act also recognizes that the quality of present and future recreational activities depends on the protection and preservation of the pine barrens' natural resources." A comprehensive recreational program must take into account the recreational needs of present and future users and accommodation of diverse needs which requires active and cooperative efforts of "public and private recreational providers." The categories of recreational use are:

1. **Passive recreational activities** are those which have minor physical impacts on natural resources, require minor facility development and maintenance, and are compatible with others using the same area or facilities simultaneously. Examples include, but are not limited to, walking, hiking, birdwatching, canoeing, hunting, fishing, and photography.
2. **Active recreational activities** are those which have moderate physical impacts on natural resources; require moderate facility development and maintenance; and may be incompatible with other users using the same area or facilities. Examples include, but are not limited to, mountain biking, horseback riding.
3. **Incompatible recreational activities** are those which have major impact on natural resources. Example include, but are not limited to, all terrain vehicle use, motorcycle riding and snowmobiling.

The Plan's "Recreational recommendations," described at section 7.5.2, include, at 7.5.2.2 "Active recreational activities and facilities to accommodate them should be planned and implemented by public and private agencies and should avoid adverse impact on ecologically sensitive areas." Here, the property is located in the Core Preservation Area. Therefore it has already been declared to be an ecologically and hydrologically sensitive area.

To reach a determination as to whether a 200' by 100' indoor riding arena is "development," the court is bound by the clear meaning of the statute. The property is located in a Core Preservation Area which prohibits development and limits uses to those operations or allowable uses which "do not constitute development" (*see*, Plan 5.2). Development is defined at § 57-0107(13) as:

... the performance of any building activity or mining operation, the making of any material change in the use or intensity of use of any structure or land and the creation or termination of rights of access or riparian rights. With limitation the following activities or uses shall be taken for the purposes of this article to involve development as defined in this subdivision:

- (a) a change in type or use of a structure or land . . .
- (b) a material increase in the intensity of use of land
or environmental impacts as a result thereof; . . .

Here, clearly, the construction of the 200' by 100' structure is a "building activity." Here, also, there will be a "change in the use of the land" and an increase in the intensity of the use of the land." Therefore, there is no doubt that it is "development" for the purposes of § 57-0107(13). For the Commission's decision to remain, the court must find that it does not constitute development because it fits the exception provided at § 57-0107(13)(vii).

When a statute is reasonably free from ambiguity, a court must construe it so as to give effect to its plain meaning (*see, Doctors Council v New York City Employees' Retirement Sys.*, 71 NY2d 669, 529 NYS2d 732 [1988]; McKinney's Cons Laws of NY, Book 1, Statutes §§ 76, 94). The "plain and obvious meaning of a statute is always preferred to any curious, narrow or hidden sense that nothing but a strained interpretation of legislative intent would discern." Courts "may only look behind the words of a statute when the law itself is doubtful or ambiguous" (*see, Finger Lakes Racing Assn. v New York State Racing & Wagering Bd.*, 45 NY2d 471, 410 NYS2d 268 [1978]). Although a court will defer to an agency's expertise in situations where such expertise is relevant, an agency's or board's construction of a statute merits less weight and will not be accorded special deference when the question is purely one of statutory analysis dependent of accurate determination of legislative intent (*see, Yong-Myun Rho v Ambach*, 74 NY2d 318, 546 NYS2d 1005 [1989]). Here, respondent's seek to ignore the clear definition as to what constitutes "development" in favor of a provision which favors recreational use, but respondents fail to read the statute as a whole (*see, Finger Lakes Racing Assn. v New York State Racing & Wagering Bd., supra*). In interpreting the statute, the intent of the legislature is the controlling factor (*see, New York v Ford Motor Co.*, 74 NY2d 495, 549 NYS2d 368 [1989]). The clear and unambiguous intent of ECL § 57 mandates the "preservation of the core area" of the Long Island Pine Barrens, an area encompassing over one hundred thousand acres, which "is of critical importance to the state because it overlies the largest source of pure groundwater in New York" (*see, Memorandum in Support of Legislation, S.8961-A, L. 1990, ch. 814*).

The statute provides that the core area should be preserved in its natural state (§57-0123(3)(a)) and has, as its stated purpose, to protect "the ecologic and hydrologic integrity" of the area (§57-0105). Horse farms create special concerns for the environment based on their use, as evinced by subsection 8.2.1 of the Plan. Subsection 8.2.1 addresses the mitigation of the impacts of storm water discharge emanating by horse farms. Moreover, the Staff Report submitted raises the very concerns, regarding the increase of traffic and the increase of use that would flow from the covered arena, that the statute was meant to address. Petitioner offers the affidavit of Assemblyman Engelbright in which he offers that the legislative intent contemplated within § 57-0107(13)(vii) was to restrict it to Scouting activities and pre-existing Scouting facilities. While his affidavit may be

enlightening, it is not dispositive on the issue (see, *Consolidated Edison Co. v D.E.C.*, 71 NY2d 186, 524 NYS2d 409 [1988]).

The relevant section of (§57- 0107 (13)(vii) is the exclusion of recreational use consistent with the purposes of this article (emphasis added). Use of the property as a commercial horse boarding facility, while inclusive of an "active recreational activity" does, in fact, impact on natural resources (Plan 7.5.1.2). It is not merely horseback riding which is at issue, it is the construction of an indoor facility. There is no reading of the statute which would not find the 20,000 square foot facility a structure. Nor is there any interpretation of the evidence presented which would not support a finding that its effect, and indeed its very intent, would not increase its use. The owners testimony is that its purpose is to permit riding and "turning out" in winter months, which normally prohibit such activity. Therefore, the petitioner's projection of increased traffic and vehicle use, with its concomitant environmental problems, is unavoidable. Also unavoidable is the conclusion that the construction is not consistent with the Act (see, *Long Island Pine Barrens Society v Central Pine Barrens Joint Planning & Policy Commission*, 261 AD2d 476, 687 NYS2d 905 [2d Dept 1999]), *appl denied* 93 NY2d 816, 697 NYS2d 564 [1999]).

Accordingly, the Commission's resolution and findings, of May 10, 2000, that the proposed construction was not developmental, is inconsistent with the purpose of the Act and violative of ECL § 57- 0121(3)(a) and, thus, arbitrary and capricious and must be annulled. Since the Court is granting this petition on the ground that the approval is violative of the Act, it need not reach the other issue raised by petitioners.

Settle judgment.

Dated: 3/19/01


J.S.C.