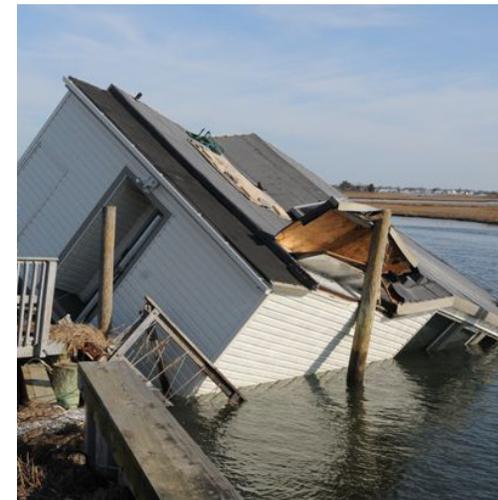


# Cultivating Opportunities FOR SUSTAINABLE Development



# Nassau County Infill Redevelopment Feasibility Report



**PARSONS  
BRINCKERHOFF**



# Cultivating Opportunities for Sustainable Development Nassau County Infill Redevelopment Feasibility Study

Prepared by Parsons Brinckerhoff for Nassau County Department of Public Works and the New York - Connecticut Sustainable Communities Consortium.

Prepared in partnership with HR&A Advisors and Cameron Engineering Associates.

March 21, 2014.

Note: All photographs taken by members of the project team unless otherwise noted.



## **Public Outreach Meetings**

**Municipal Advisory Group Workshop  
August 22nd, 2012  
Nassau County Legislative Chamber**

**Civic Focus Group Meeting #1  
October 11, 2012  
Bethpage Public Library**

**Civic Focus Group Meeting #2  
October 25th, 2012  
HOFSTRA University Student Center**

**Civic Focus Group Meeting #3  
January 31st, 2013  
Nassau County Legislative Chamber**

**Baldwin Selected Station Workshop  
October 29, 2013  
Baldwin Senior High School**

**Lynbrook Selected Station Presentation  
November 4, 2013  
Lynbrook Village Hall**

**Valley Stream Selected Station Open House  
November 7, 2013  
Valley Stream Community Center**

# Contents

## Project Statement

PAGE 4

## Executive Summary

PAGE 5

## Section I: Introduction

PAGE 11

## Section II: Evaluation & Selection Process

PAGE 29

## Section III: Opportunities for Sustainable Development

PAGE 53

## Section IV: Piloting Sustainable Development

PAGE 103

# Project Statement

As our residents and business owners continue to recover and rebuild from the devastating effects of the Nation-wide economic downturn and Superstorm Sandy, the collective decisions of our local and regional agencies made today will strengthen the community fabric and underscore the resiliency of Nassau County for generations to come.

The NY-CT Sustainable Communities Initiative has the potential of revitalizing Nassau's downtowns. This Initiative could change the landscape of Nassau County and begin to reenergize our communities. The County is dedicated to working with communities to establish locally-preferred and accepted development propositions and station area access improvements which meet the Partnership for Sustainable Communities Six Livability Principles and realize transit-supported development within the area surrounding the Long Island Rail Road station.

This is a win-win for residents and business owners alike as it combines the use of existing spaces, helps downtown business development while creating jobs and providing affordable and vibrant places for our young people to live. These initiatives along with the partnerships fostered with local municipalities, civic groups and business chambers will create jobs and opportunities in our local cities, towns and villages and keep Nassau County's economy moving forward.



Nassau County Executive

# Executive Summary

The Nassau County Infill Redevelopment Feasibility Study (NCIRFS) is one of sixteen projects advanced by the New York-Connecticut Sustainable Communities Initiative (Sustainable NYCT). This initiative, funded through a United States Department of Housing and Urban Development (HUD) Sustainable Communities Regional Planning Grant, seeks to generate opportunities for communities across the region to plan for and implement strategies to create livable communities. The Partnership for Sustainable Communities, an interagency partnership of HUD, United States Department of Transportation and the Environmental Protection Agency, has developed six overarching principles to define livability. In Nassau County, a goal of the NCIRFS is to reduce reliance on the automobile and establish new land use and economic development structures that embrace multi-modal opportunity and promote growth that is economically, socially and environmentally sustainable.

With these goals in mind, 21 station areas in three towns, comprising 16 villages and hamlets, were evaluated to determine how each could encourage transit-supported development (TSD) strategies based upon the principles that HUD has set forth. The first phase of this study involved the analysis of twenty-one LIRR stations in Nassau County, to understand their desire and readiness to implement transit-supported development strategies as well as the potential local and county-wide impact of implementing TSD at select stations. This analysis ultimately resulted in the selection of three pilot projects that will help illustrate how Long Island communities can implement sustainable TSD.

BETHPAGE  
HICKSVILLE  
CARLE PLACE  
MINEOLA  
WESTBURY  
BALDWIN  
BELLMORE  
FREEPORT  
COUNTRY LIFE PRESS  
GARDEN CITY  
MERRILLON AVENUE  
NASSAU BOULEVARD  
HEMPSTEAD  
LAKEVIEW  
LYNBROOK  
MERRICK  
ROCKVILLE CENTRE  
VALLEY STREAM  
WANTAGH  
HEMPSTEAD GARDENS  
WEST HEMPSTEAD

## Project Team & Stakeholders

### Collaboration & Communication

The project team members included Sustainable NYCT, Nassau County Department of Public Works (DPW), and a consultant team led by Parsons Brinckerhoff (PB). While the role of Sustainable NYCT was to ensure that the project met all the requirements of the Sustainable Communities Regional Planning Grant, Nassau County DPW and PB collaborated to develop and put into motion the selection process that involved the active participation of the municipalities and civic groups of all the 21 station areas in the study. The participating municipalities and civics constituted the Municipal Advisory Group (MAG) and the Civic Focus Group (CFG), respectively. Each had an integral role in assessing the readiness and desire for TSD within each station area, as well as providing key insights into existing conditions.

As a result, this report is the product of multiple channels of collaboration and communication across regional, county, and municipal borders. Shared ideas and open dialogue between all team members and stakeholders was a high priority throughout the duration of this project.



MAG participants in action.



CFG participants in action.

## Outreach & Engagement

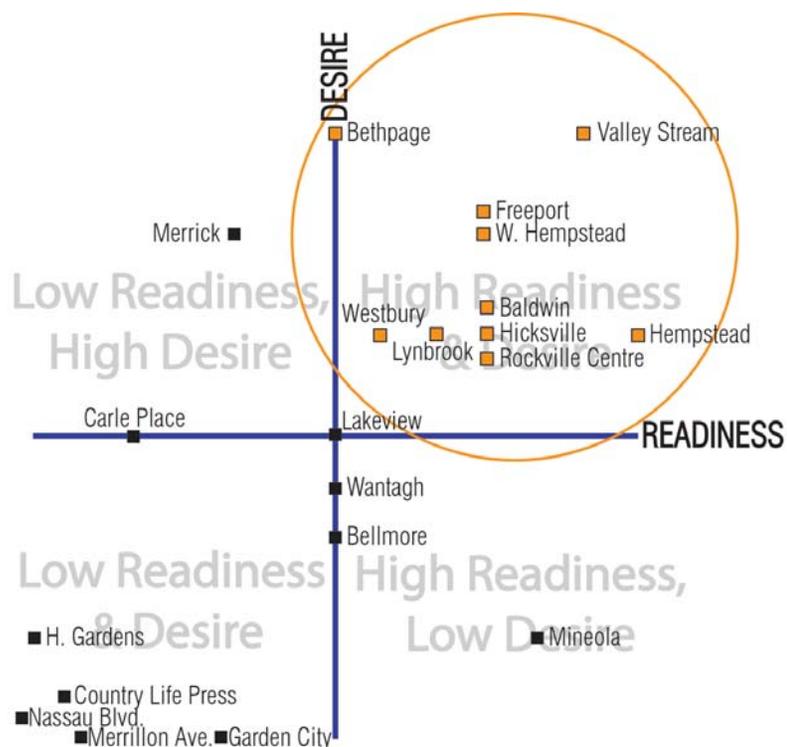
Stakeholder engagement was a critical component of the station evaluation and selection process. Key stakeholders included two core groups who provided the primary evaluation for phase 1 of the project:

### Municipal Advisory Group (MAG)

Municipal leaders, advisors, and administrative staff for all of the Hamlets and Villages which comprise the 21 stations in this study.

### Civic Focus Groups (CFG)

Chambers of commerce, local community and civic organization leaders representing each of the 21 station areas.



## Phase 1: Desire & Readiness (21 Stations)

### Do YOU want TSD?

Members of both the Municipal Advisory and Civic Focus Groups assessed their and their constituencies relative desire for TSD within the station area and engaged with the team in a discussion of what TSD would look like in their station area.

### Is your station TSD Ready?

Each group was asked to evaluate their station area based on the following four characteristics:

**Physical Suitability:** The right built environment can make a station area an easier place to implement livable development by providing the right “bones” for new development and limiting the need for reconstruction of infrastructure. Is the station area physically suited to support livable development?

**Public Sector Readiness:** Having the right regulatory framework in place is an important factor in both the feasibility and potential timeframe for implementing transit-supported development. Has the public sector has taken the necessary steps to make the station area development ready?

**Developer Interest:** In the end, most development is done by the private sector or through public-private partnerships. Have developers expressed interest in sites in the station area?

**Leadership in Place:** One of the most significant factors in successful livable development is, quite simply, *people*. Whether as individuals or part of a larger institution, people can make or break a successful development project, depending on their attitude towards public/private partnerships, innovative solutions, and problem solving. Is leadership currently mobilized or could leadership be mobilized in support of livable development?

## Phase 2: Impact & Influence (7 Stations)

### Local Economic Impact & Opportunity

Local economic impact and opportunity considers the local benefits TSD would bring to a station area community if selected. This criterion is meant to closely examine the impact and opportunities at a local level. This evaluation qualitatively measured the economic challenges and opportunities for each station area, with respect to eight site-specific conditions.

**Site Assembly:** The ease of assembling parcels of land with the right size and conditions to for a new development.

**Market Feasibility:** The presence of sufficient demand to warrant additional development at the selected station.

**Zoning:** The potential for relatively dense, mixed use development to be constructed near the station under current zoning laws.

**Site Encumbrance:** Freedom of potential development sites from encumbrances including liens, deed restrictions, easements, encroachments and licenses which could slow or block development.

**Financial Feasibility:** The ability for the proposed project to be financed either through public or private means, or a combination thereof.

**Public Infrastructure:** The presence of well-maintained infrastructure including roads, transit, parking and utilities to support development.

**Catalysis:** The potential for the target development area to generate development / developer interest on adjacent sites.

**Municipal Costs/Benefits:** The balance of the municipal costs (increased demand for municipal services, such as schools and infrastructure, etc.) and public benefits (e.g. new tax revenue and jobs).

### Success as a County-Wide Pilot

In addition to bringing community benefits to the specific station area selected, each project is intended to be a pilot to help promote TSD in the County and the region. This evaluation qualitatively evaluated how effectively a pilot project within each station area would promote TSD development within the County. In other words, it evaluates what the development potential of one station area means for the other station areas throughout Nassau County.

**Replicability:** The project should provide a replicable process that helps illustrate how to overcome common barriers to implementing TSD in Nassau County.

**Ability of the County to effect change:** There should be a clear role for the County and the County should feel that it is in a position where it can effect positive change in order to move the project forward.

**Probability of success:** The ability to implement the project selected within a reasonable time frame is critical to its ability to showcase implementability and effect broader change.

# Selected Stations

## From 21 to 3

The three station areas selected represent those stations which the County feels not only meet all of the requisite criteria for TSD, but will most effectively illustrate to other communities how TSD can be successful elsewhere in the County and throughout the region.

The three station areas are:



### Baldwin

Strategies for making Main Street connections and strengthening the downtown



### Lynbrook

Zoning overlay and rebranding strategies to reimagine a longstanding downtown



### Valley Stream

Strategic development to connect the station area with downtown and realize TSD

# Station Area Plans

For the three selected stations, the project team worked directly with the municipalities, civic organizations, and communities of Baldwin, Lynbrook, and Valley Stream to develop preliminary station area plans that will help spur TSD projects in each of the three station areas. While the specific nature of the station area plans differ for each station given their respective development context, community desires, and existing plans, the primary goal of these final deliverables is to link TSD planning to TSD implementation. These station area plans will create the necessary channels of communication between all appropriate constituents and provide the communities with the tools needed to realize development on the ground.

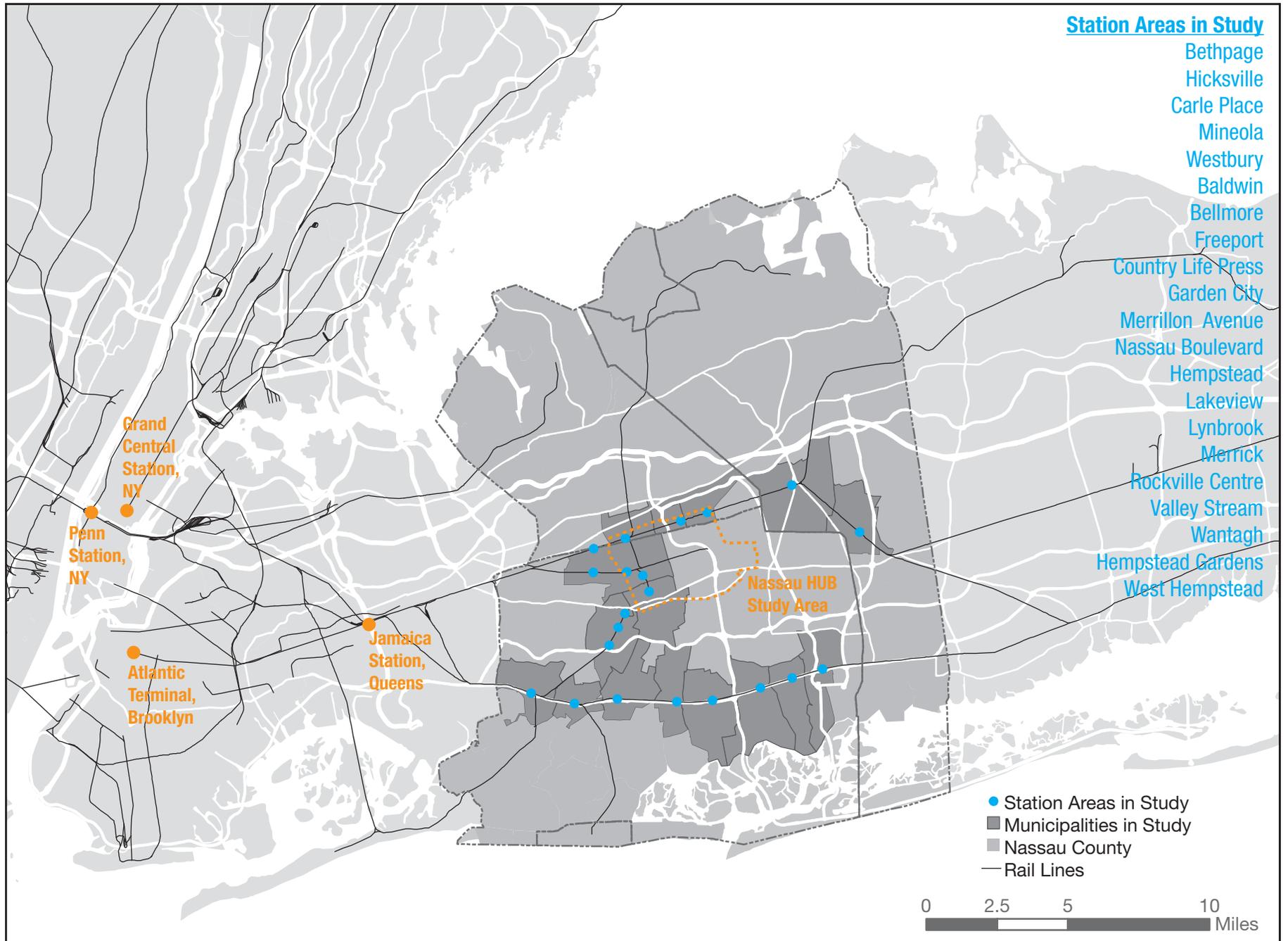


Freeport's downtown, rich in character and history.

## Section I

# Introduction

This report describes the process used to target transit-supported development opportunities in pilot communities in Nassau County. It is a product of research into existing conditions, local plans and projects, development activity and economic opportunity in 21 station areas serving the County. Through this process, community leaders, government officials and County representatives worked together to create a shared vision for transit-supported development opportunity for each station area. While many stations were deemed appropriate for transit-supported development, this report identifies three pilot projects that best exemplify the opportunities for sustainable development that exist throughout Nassau County and Long Island. The end result is a blueprint for cultivating opportunities for sustainable development that can be replicated within the county and a process that can be implemented wherever transit-supported development is warranted.



## Project Background

The **Nassau County Infill Redevelopment Feasibility Study (NCIRFS)** is one of ten place-based projects advanced by the New York-Connecticut Sustainable Communities Initiative (Sustainable NYCT). This initiative, funded through a United States Department of Housing and Urban Development (HUD) Sustainable Communities Regional Planning Grant, seeks to generate opportunities for communities across the region, to plan for and implement strategies to create livable communities. HUD has developed six overarching principles to define livability:

- Provide more transit choices
- Promote equitable, affordable housing
- Enhance economic competitiveness
- Support existing communities
- Coordinate policies and leverage investment
- Value Communities and Neighborhoods

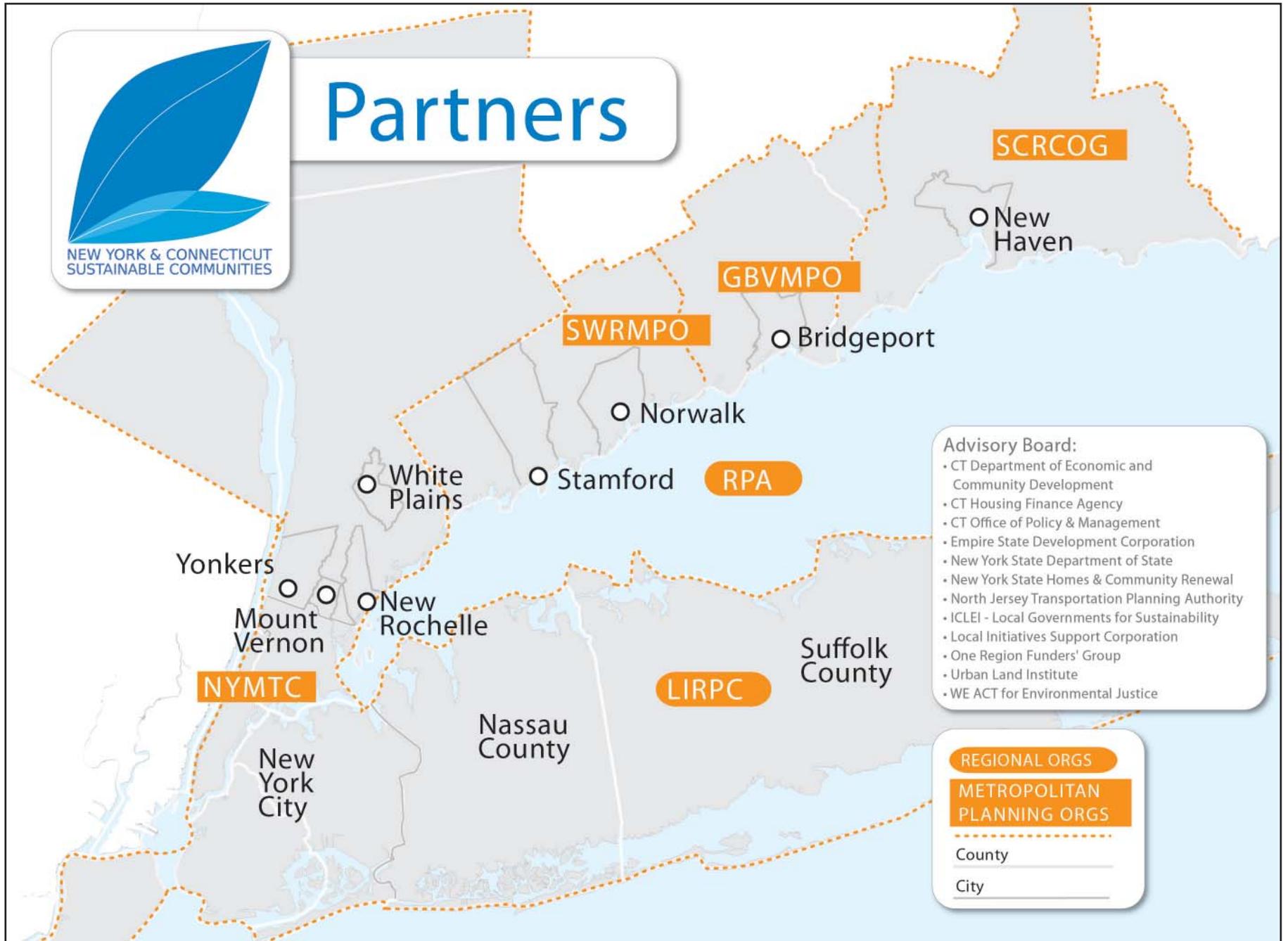
In Nassau County, the primary goal of the NCIRF is to reduce reliance on the automobile and establish new land use and economic development structures that embrace multi-modal opportunity and livability enhancements that are economically, socially, and environmentally sustainable.

NCIRF has established the following goals for Nassau County to serve the needs of current and future populations by:

- fostering transit-supported development and transit accessibility,
- improving our economic competitiveness,
- diversifying the county's housing stock,
- reducing our auto dependence, and
- lowering our carbon footprint.

With these goals in mind, 21 Long Island Rail Road (LIRR) station areas in three towns, comprising sixteen villages and hamlets, were evaluated to determine how each location could encourage contextual transit-supported development strategies based upon the principles that HUD has set forth. This report presents the first phase of this study, which involved the analysis of 21 LIRR stations in Nassau County in order to understand their desire and readiness to implement transit-supported development (TSD) strategies and projects. This analysis ultimately resulted in the selection of three pilot projects that could illustrate how communities could implement sustainable TSD. In making this selection, the County assembled a diverse set of stakeholders, including town and municipal representatives, members of chambers of commerce, and civic organizations from each of the hamlets and villages represented. These local representatives were asked to provide input on current plans and projects, desire and readiness for station-area redevelopment, along with recommendations regarding future land use, economic, transportation, and environmental policy.

**All of the stations areas analyzed in this report receive the benefit of being included in this assessment of opportunities for sustainable development within the entire of Nassau County.** This assessment is intended to advocate for the cultivation of these opportunities and will be presented to Sustainable NYCT and the federal Sustainable Communities Partnership, which includes HUD, the U.S Department of Transportation (DOT), and the Environmental Protection Agency (EPA). This report will better position Nassau County's station areas for future federal funding aimed at promoting and advancing America's most sustainably minded communities.



The regional locations of the NY-CT Sustainable Communities partner organizations.

## Project Partners

### Sustainable NYCT

Sustainable NYCT is a bi-state collaboration of cities, counties and regional planning organizations. This initiative, funded with a \$3.5 million HUD Sustainable Communities Regional Planning Grant, integrates housing, economic development, transportation and environmental planning at a regional and local scale.

The goal of Sustainable NYCT is to reposition the New York-Connecticut region to fully harness its transportation assets and innovation capabilities in order to: better position the region in an increasingly competitive global environment; build on the area's strong foundation of energy efficiency; and, become as equitable as it is efficient. Sustainable NYCT's primary focus is to leverage the most extensive and robust transit system in the nation to develop livable communities with mixed-income housing and employment at key nodes along the MTA Metro-North Railroad and MTA Long Island Rail Road network. Additional information on the program can be found at [www.SustainableNYCT.org](http://www.SustainableNYCT.org)

### Nassau County

This study was managed by Nassau County's Department of Public Works in an effort to identify those communities most in need of assistance in realizing their shared visions for the sustainable future of their LIRR station areas and to create more meaningful relationships with all the towns, municipalities, chambers, and civics within their jurisdiction. Through this process, Nassau County is looking to spur economic development and create more livable communities throughout the County.

### Municipalities

The Municipal Advisory Group (MAG), constituting representatives from the municipalities for each village or hamlet within the study area, played a key role in identifying the opportunities for sustainable development within each station area. By sharing their past and ongoing efforts to better the station areas they represent, the MAG ensured that the interests and goals of the municipalities were heard while providing key insight into the existing conditions of each station area. Their participation led to the identification of key opportunities where partnerships between the municipalities, towns, and the County could help advance sustainable development and livability.

### Local Chambers and Civics

The Civic Focus Group (CFG), constituting members of the chambers of commerce and civic organizations from each village or hamlet, were essential in learning the shared community visions for each station area and whether or not these visions considered sustainable development as part of their plans. Meeting with the CFG from each station area enabled the project team to confidently identify opportunities for sustainable development that fell in line with the desires of the community and addressed their concerns head on. Participation from the CFG allowed the County insight into those issues that are prevalent across communities and help them in their quest to make Nassau a more sustainable, livable, and economically prosperous place overall.



Downtown Valley Stream, Jamaica Avenue

## Why Sustainable Communities in Long Island? Why Now?

Long Island has long served as a haven for families looking to escape the congestion of New York City and achieve a lifestyle of home-ownership and access to beaches, parks, open space and the many singular amenities that Long Island has to offer. Much of the early growth in Nassau County was defined by the Long Island Railroad (LIRR). The location of downtowns and Main Streets in towns and villages throughout the County reflect the importance of the LIRR and the convenient connection it affords to the economic engine of New York City. The availability of the automobile and the expansion of parkways in the early part of the 20th century opened thousands of acres of farmland to development. This resulted in the shift from concentrated station area development to automobile-dependent sprawl development that, in time, would contribute to significant local and highway congestion and increased commuting costs that have challenged the viability of the local economy and quality of life.

This is a story that has been played out across our American suburbs over the past century. Much of the land around large metropolitan areas has been built up, marching outward in rings (or spokes) of new development focused along highways, rail lines and arterial corridors. The heyday of suburban development was profitable and created ample opportunities for people to live the American dream of a house with a backyard, excellent schools, and two or more automobiles per household. As the rings have expanded, the first generation suburbs have generated suburbs of their own, pushing farther away from urban cores.

Long Island is fortunate in many respects. Well established downtowns have anchored its commercial and community life. As a result, although development has significantly altered the appearance of the island, much of the original character that makes it such an attractive place to live and work remains intact, though it is ever more fragile. It has largely maintained its economic prosperity during this period of growth. It continues to offer the

amenities that families prize when considering where to live - excellent schools, access to high-paying jobs, recreation, safety and security and a sense of place that one can take pride in.

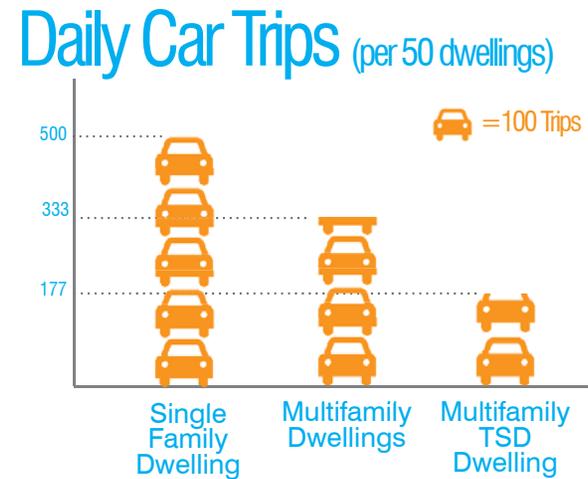
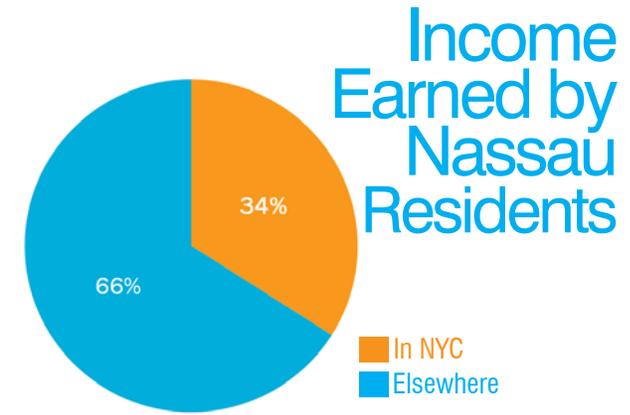
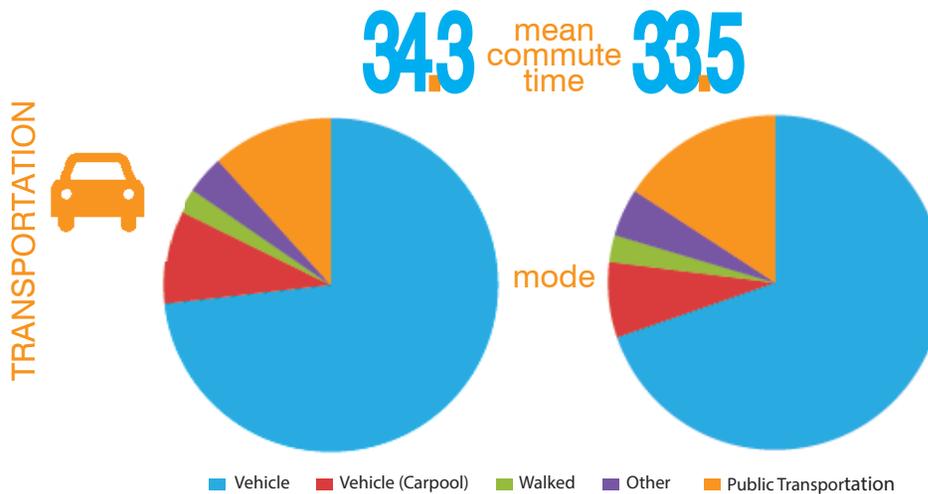
Much has changed in the last fifty years. The growth in population is stressing limited infrastructure, resource needs are outpacing financial capabilities, and inequities in service availability and delivery are straining communities and exacerbating economic and racial divides. These effects are increasing social and political tensions in many parts of the Island. Open space continues to disappear at a rapid pace, threatening some of the essential natural resources necessary for sustaining the island.

Across the nation, the fundamental structures of suburban development are being reconsidered. Increasing unwillingness and/or inability of the public sector to continue to pay the infrastructure and maintenance costs of sprawl is a key driver. The cause and effect relationship between growth patterns and climate consequences is another. The livability principles set forth by HUD seek to balance automobile reliance with new transit options in order to reduce auto trips and re-orient development to locations where transit is accessible.

Nassau County faces an uncertain future. It is clear that the development approach of the 20th century will not sustain Long Island in the 21st century. The communities in Nassau County will need to re-invent their approach to traffic and transit, development, energy use, infrastructure and preservation of increasingly scarce natural resources. The belief that humans are able to make a difference in the battle against climate change, coupled with a growing understanding that we can no longer sustain the growth patterns predicated on access to inexpensive fossil fuels, are leading many communities to rethink their futures to respond to changing conditions.



Traffic on the Long Island Expressway. Image source: hungeree.com



Sources: 2000 & 2010 US Census Data.

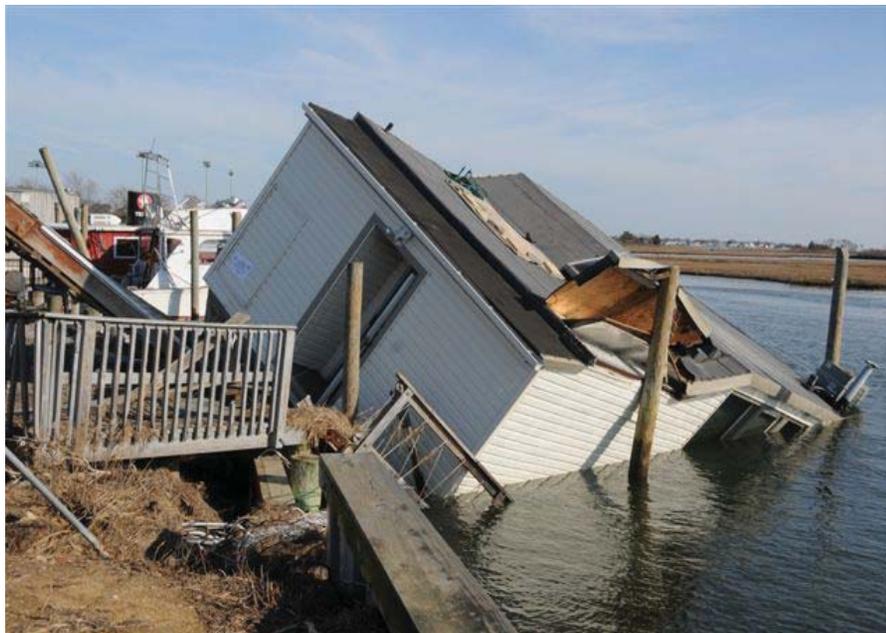
"Effects of TOD on Housing, Parking, & Travel." Report 128. Washington, D.C: Transit Cooperative Research Program, National Research Council. 2008.

"Places to Grow: An Analysis of the Potential for Transit-Accessible Housing and Jobs in Long Island's Downtowns and Station Areas." Regional Plan Association, January, 2010.

"How the Long Island Rail Road Could Shape the Next Economy." Long Island Index, January, 2013.



Images taken by Nassau County DPW staff during the post-Hurricane Sandy recovery effort, fall 2012 through winter 2013.



# Why Sustainable Communities in Long Island? Why Now?

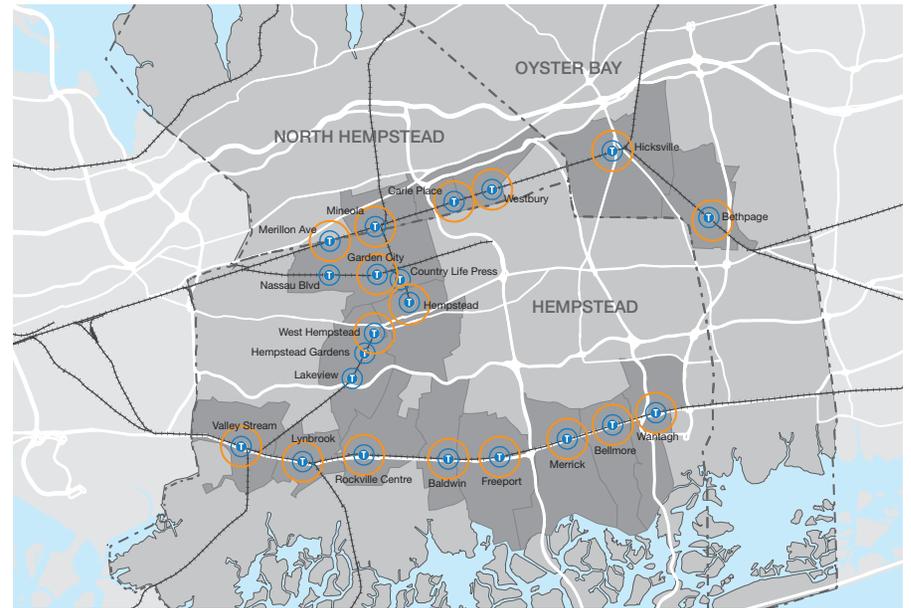
## Storm Resiliency Relative to Sustainable Communities

Recent climate events - Superstorm Sandy and Hurricane Irene - have brought into clear focus the magnitude of the challenges we face in this region as we seek strategies to respond to the effects of climate change. These storms illustrated that solutions will need to garner support and buy-in across physical and operational jurisdictions. Long Island communities will need to act as a region to promote protection strategies and infrastructure investment to effectively implement limited funding in a manner that promotes development while also building resilient communities.

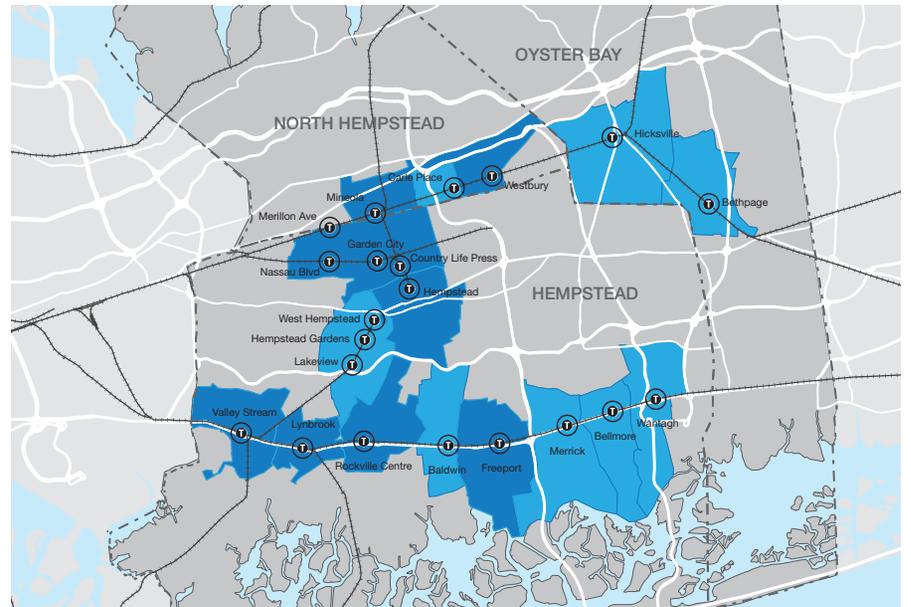
## Planning Visions – Engineering Solutions

Unlike cities, where government structure affords an opportunity to set comprehensive policy, Long Island is a “home rule” region with local town and county representation working together with a myriad of government structures and organizations to manage the region. While very effective in addressing local issues, the very construct and nature of these layers of jurisdiction, hinder regional strategic thinking. A key goal of Sustainable NYCT is to coordinate and collaborate with the many diverse communities within the region in order to create new structures for planning, development and, conversely, preservation, that can become accepted approaches within local communities. Change does not come easily or quickly and partnerships are integral to converting laudable concepts into tangible actions, especially when those actions impact the economy and quality-of-life of existing communities. In keeping with the goals of Sustainable NYCT, Nassau County is looking for pilot projects that will synthesize the thinking that is already aligning around TSD and illustrate how TSD can be implemented to the benefit of local communities and the region.

Station	Locality	Town	Incorp. Status	LIRR line
Bethpage	Bethpage	Oyster Bay	no	Ronkonkoma
Hicksville	Hicksville	Oyster Bay	no	Port Jefferson / Ronkonkoma
Carle Place	Carle Place	North Hempstead	no	Port Jefferson
Mineola	Mineola	North Hempstead	yes	Port Jefferson
Westbury	Westbury	North Hempstead	yes	Port Jefferson
Baldwin	Baldwin	Hempstead	no	Babylon
Bellmore	Bellmore	Hempstead	no	Babylon
Freeport	Freeport	Hempstead	yes	Babylon
Country Life Press	Garden City	Hempstead	yes	Hempsted
Garden City	Garden City	Hempstead	yes	Hempsted
Merrillon Avenue	Garden City	Hempstead	yes	Port Jefferson
Nassau Boulevard	Garden City	Hempstead	yes	Hempsted
Hempstead	Hempstead	Hempstead	yes	Hempsted
Lakeview	Lakeview	Hempstead	no	West Hempstead
Lynbrook	Lynbrook	Hempstead	yes	Babylon / Long Beach
Merrick	Merrick	Hempstead	no	Babylon
Rockville Centre	Rockville Center	Hempstead	yes	Babylon
Valley Stream	Valley Stream	Hempstead	yes	Long Beach / Far Rockaway
Wantagh	Wantagh	Hempstead	no	Babylon
Hempstead Gardens	West Hempstead	Hempstead	no	West Hempstead
West Hempstead	West Hempstead	Hempstead	no	West Hempstead



Ⓣ 1/4 mile station area      ○ downtown as defined by LI Index (1/2 mile from downtown center)



Ⓣ 1/4 mile station area incorporated village      ■ unincorporated Hamlet      ■ in study area

## Project Context

### The Study Area

The study area for this project was adapted from the Nassau HUB Transit Study regional study area and was also identified by the New York Metropolitan Transportation Council (NYMTC) as a desired growth area in its 2009 regional plan. The study area consists of 21 station areas in Nassau County.

The study area includes stations in eight incorporated villages and eight unincorporated hamlets in the three Nassau County Towns of North Hempstead, Hempstead, and Oyster Bay. The status of “incorporated” or “unincorporated” is relevant to the study. While incorporated villages in the county have control over local land use regulation, unincorporated villages are regulated by the town in which the hamlet is located. Pilot projects need to address how TSD can be achieved in both contexts, and the selection of at least one station in an unincorporated hamlet is essential. The intent of this project is to identify specific viable, and catalytic transit-supported development projects in the three station areas selected. For the purpose of this study, “station area” was defined as the 1/4 mile surrounding the LIRR station, representing roughly a five minute walking distance. While the 1/4 mile radius is a suitable proxy for the five minute walk at the regional scale for planning and design surrounding each station, the built environment and street grid will need to be examined more carefully. In particular, barriers to movement such as elevated rail, large blocks and wide roads lacking safe crossings for pedestrians such as Sunrise Highway, will heavily influence the actual and perceived accessibility of the station to pedestrians.

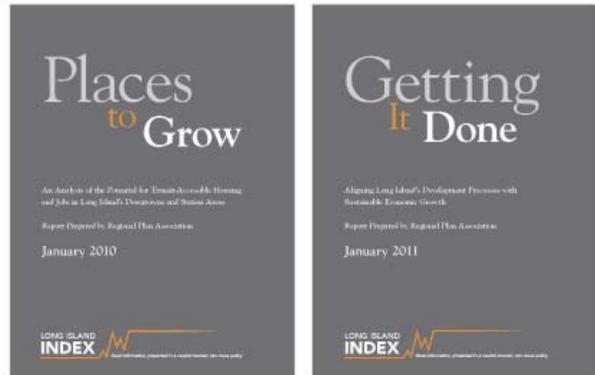
This definition of the “station area” is more focused than the definition used in the LI Index “Places to Grow” report, which looked at the 1/2 mile radius around stations and downtown centers. The smaller focus area emphasizes specific potential development sites that could effectively leverage their proximity to transit to encourage similar transit-supported development opportunities in the larger 1/2 mile radius. While most of the stations are located at the downtown center of the villages or hamlets, this is not true of all stations. And while many could support further development, it is not

necessarily appropriate in each station area, and the nature of development in each station area needs to be consistent with the specific surrounding context. **This study will seek to differentiate stations that both warrant and desire transit-supported development, recognizing that there is no “one-size fits all” solution to promoting transit-supported growth.**

The diversity of conditions associated with each station area is significant. Stations are located on six LIRR lines, with varying degrees of service frequency stemming from single or multiple lines feeding each station. The relatively large range of service frequency as well as length of ride to major transit hubs and employment centers among the different station areas will directly impact development strategies for each station area.

In addition to transit use characteristics, government structure, adjacent land use and development patterns, parking infrastructure, topography, amenities and public realm conditions will all factor into the analysis of transit support opportunity at each station. Some stations are centered within highly developed mixed-used corridors, while others are set within primarily residential low density neighborhoods. Transit-supported development strategies will take all of these factors into consideration to appropriately match development to local context.

# Prior Studies & Future Plans



2010

2011



2012

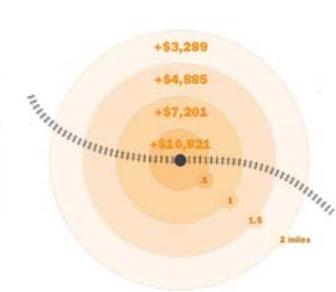
2013

2018



**Estimated completion of Double Track**

2019



source: RPA's *Rail Rewards: How LIRR's Grand Central Connection Will Boost Home Values*

source: Individual covers and graphics from Long Island Index, various reports

## Prior Studies & Future Plans

This project builds and expands upon past studies, future plans, and local advocacy and constituency building for transit-supported economic growth in the region. The independent research of the Long Island Index (the “Index”) the Regional Plan Association (RPA), as well as planning and visioning work of civic organizations, local advocacy groups and municipal agencies across the Island, provide a foundation for identifying and implementing opportunities for infill development in Nassau County downtowns around LIRR stations.

The 2010 Long Island Index report “Places to Grow” identified a strong need for housing and jobs on Long Island for the following reasons:

- LI has a persistent shortage of work-force and rental housing
- Even if the size of LI’s population and employment base stay the same, the region will still need new homes, offices and stores to replace obsolete structures and address the needs of a changing population and economy
- An expanding economy is needed to hold down property taxes and broaden prosperity
- The report makes a strong case for transit-accessible jobs and housing, and estimates that Long Island has approximately 8,300 acres of surface parking, vacant land, and open space with the potential for redevelopment in over 150 downtowns and rail station areas. Eight of the station areas within the NCIRFS area were identified as having “high” potential for infill development.
- Tying in with broader regional planning policy, the 21 station study area for NCIRFS is recognized as a desired growth area by the New York Metropolitan Transportation Council (NYMTC) and is identified as crucial to promoting economic development for the County. The County’s Job Creation & Retention Plan, “Accelerate Nassau Now,” focuses heavily on the Nassau HUB, which lies at the heart of the study area as a key location for job growth in the county.

In addition to county plans, major ongoing projects for the Long Island Railroad are designed to enhance the potential and desirability of development around all 21 stations in the study area.

East Side Access, scheduled to be completed in 2019 will provide commuters with direct access to the east side of Manhattan, reducing commute times from Long Island to Manhattan by an average of 18 minutes and as much as 42 minutes a day. Once in place, the MTA projects that tens of thousands of new passengers will be added to the LIRR ridership. With many stations at or near capacity for parking, new strategies for increasing access to stations will be needed to satisfy the needs of new ridership. Strategies for new development around stations and better multi-modal access will reduce the burden and costs of creating new elevated parking structures to accommodate LIRR ridership growth, along with encouraging additional transit-supported development that could increase the tax base in these communities. Appropriately scaled transit supported development will reduce parking demand from automobiles and create opportunities for financing new station area parking while reducing the necessity of automobile trips.

TSD should also be viewed for its potential to generate economic growth. Both the RPA, in its 2013 report entitled *Rail Rewards: How LIRR’s Grand Central Connection Will Boost Home Values*, and the Long Island Index report, *How the Long Island Rail Road Could Shape the Next Economy*, discuss the economic benefits of TSD. RPA anticipates an increase of \$11,000 in residential property values within a half mile of LIRR stations as a result of East Side Access and the connections to new employees and employers that it creates. Cumulatively, The RPA anticipates that East Side Access will raise home values by \$4.7 billion. This is consistent with other areas of the country that are witnessing increased property values in close proximity to transit. With the coming improvements to the LIRR, planners, developers, stakeholders, and municipal and community leaders should strive to include more housing within Long Island’s station areas.



Above: LIRR passengers board the train at the Mineola station.  
Below: A new mixed-use development near the West Hempstead station.



Above: A long-standing vacant site in downtown Freeport.  
Below: A newly installed bike-share station in Long Beach.



## Transit Supported Development for Nassau County

### What is Transit-Supported Development?

TSD promotes livability by orienting land use development to respond to increased mobility options. TSD is designed to increase access to, and encourage the use of, alternative modes of transportation to the automobile. While proximity to transit is key, this proximity is only a part of the TSD equation. By locating new jobs and housing near transit, TSD can reduce travel times to and from these origins and destinations and other origins and destinations accessible to transit. This formula results in better access to jobs for residents near the station and access to more qualified employees for employers near the station. Transit-supported development projects incorporate the following six goals:

- Relative Increase in Density
- Mix of Uses
- Compact Pedestrian-Oriented
- Active Defined Center
- Limited, Managed Parking
- Public Leadership

Ultimately, TSD promotes access and use of public transportation and commuting by designing mixed use, defined downtown areas.

### The Importance of Transit-Supported Development to Nassau County

Long Island has long served as a residential neighbor to New York City. While communities were first established along the Long Island Railroad lines, a growing population and the introduction of the automobile continued to push development away from LIRR stations to relatively inexpensive available land. This expansion, in turn, has led to increases in traffic and congestion that place pressure on existing infrastructure, energy use, and natural resources, and has placed an economic strain on many residents that are at the mercy of volatile oil prices and increasing commuting times.

Throughout this growth, Nassau County has retained the original character that first drew residents to the area. TSD in communities that are desirous of and can support additional growth will ensure Nassau County continues to remain an attractive place to live.

Increased LIRR ridership in Nassau County will capitalize on existing services and ongoing investments into the LIRR, along with reducing dependence on car travel. Nassau residents will benefit from reduced congestion and commute times, access to new employment centers and improved local air quality.

TSD can improve local mobility within the larger framework by creating a more livable, attractive, and sustainable community. More compact downtowns with a greater mix of uses create pedestrian-oriented, active communities with residents who may choose to take the train and buses more often due to convenience. In addition to attracting new residents, TSD can attract new businesses to Nassau County that are eager to take advantage of the influx of high-skilled workers and improved access to public transportation. This program will combine housing and transportation costs, saving money where it matters and growing the local economy at the same time.



A new neighborhood-scaled development being built just north of Merrick station.

## Section II

# Evaluation & Selection Process

The goal of this process was to identify three site-specific pilot projects within a quarter mile of LIRR stations located in the study area in order to promote station access and transit-supported development. The aim was not only to identify those stations most ready or most in need of TSD, but also to select projects that will help catalyze and promote TSD in the region. The selected pilot projects provide a **replicable process** that illustrates how to **overcome common barriers** to implementing TSD in Nassau County and together adequately represent the varied land use, demographic, jurisdictional and transit-supportive characteristics of Nassau County.

## Overview

While only three stations could be selected for the final phase of this project, this evaluation process and its results can serve as a valuable resource and planning tool for all of the station areas included. The selection process enabled municipal leaders and civic/community groups in each station area to:

- Define what TSD means in relation to their station area,
- Gauge their individual and their constituents relative desire for TSD as they define it, and
- Self evaluate their own station area readiness for TSD, identifying key opportunities and critical challenges specific to their station area.

Everyone benefitted in this process. All stations underwent a thorough evaluation of readiness that will help each station area assess the path it needs to take to attract new, locally-preferred development in the future. This effort sets forth development principles that all station areas desirous of TSD can benefit from as each station area proceeds towards redevelopment in their own appropriate context. The process identified specific opportunities and challenges to TSD for each station area, and in most cases identified specific actions needed to improve the development profile and strategize specific next steps to enhance readiness that each station area can apply. Those representing station areas that are not desirous of further development will benefit by better understanding the costs and benefits of TSD, reassuring themselves that the existing development structure in and around their station is appropriate to their community and by addressing public realm improvements (i.e. pedestrian safety improvements) that could and should be taking place in their station area to promote greater multi-modal access separate and apart from any plans for private development in the station area.

## A Two Phase Process

This evaluation process took place in two phases.

### Phase 1 Analysis

During Phase 1, government officials, local community organizations, and other stakeholders evaluated each site in terms of readiness and desire through a series of interactive workshops. The project team supplemented this outreach with independent research and analysis of existing conditions, past and current reports and plans, and site visits. Based on this analysis and multiple rounds of stakeholder input, the project team identified station areas that showed both a strong desire and adequate readiness for TSD. Seven shortlisted stations that exhibited both high desire and a high level of readiness were advanced to the Phase 2 analysis.

### Phase 2 Analysis

In Phase 2, shortlisted sites were evaluated based on the site and project potential for positive local economic impact and its potential as a County wide pilot project to provide a precedent for or to catalyze TSD projects within additional station areas. Phase 2 took into account, simply stated, both the local (i.e within the station area proper) and County-wide opportunities that each potential pilot project represented.

## Stakeholder and Public Outreach

Stakeholder involvement played a seminal role in the selection process. The RPA, through a separate contract, hired a public engagement team to assist the county in the outreach process. This team partnered with the County and the project team to conduct four facilitated workshops involving all 21 station areas in order to effectively gauge readiness and desire within the community. These meetings were accompanied by the distribution of questionnaires, follow-up meetings and calls with stakeholders, providing a variety of forums and opportunities for individual input to ensure participation and a commitment to open dialogue and honest engagement. Stakeholder and public outreach involved meetings with two core groups of constituents during Phase One of the evaluation process, the municipal advisory group (MAG) and the civic focus group (CFG).

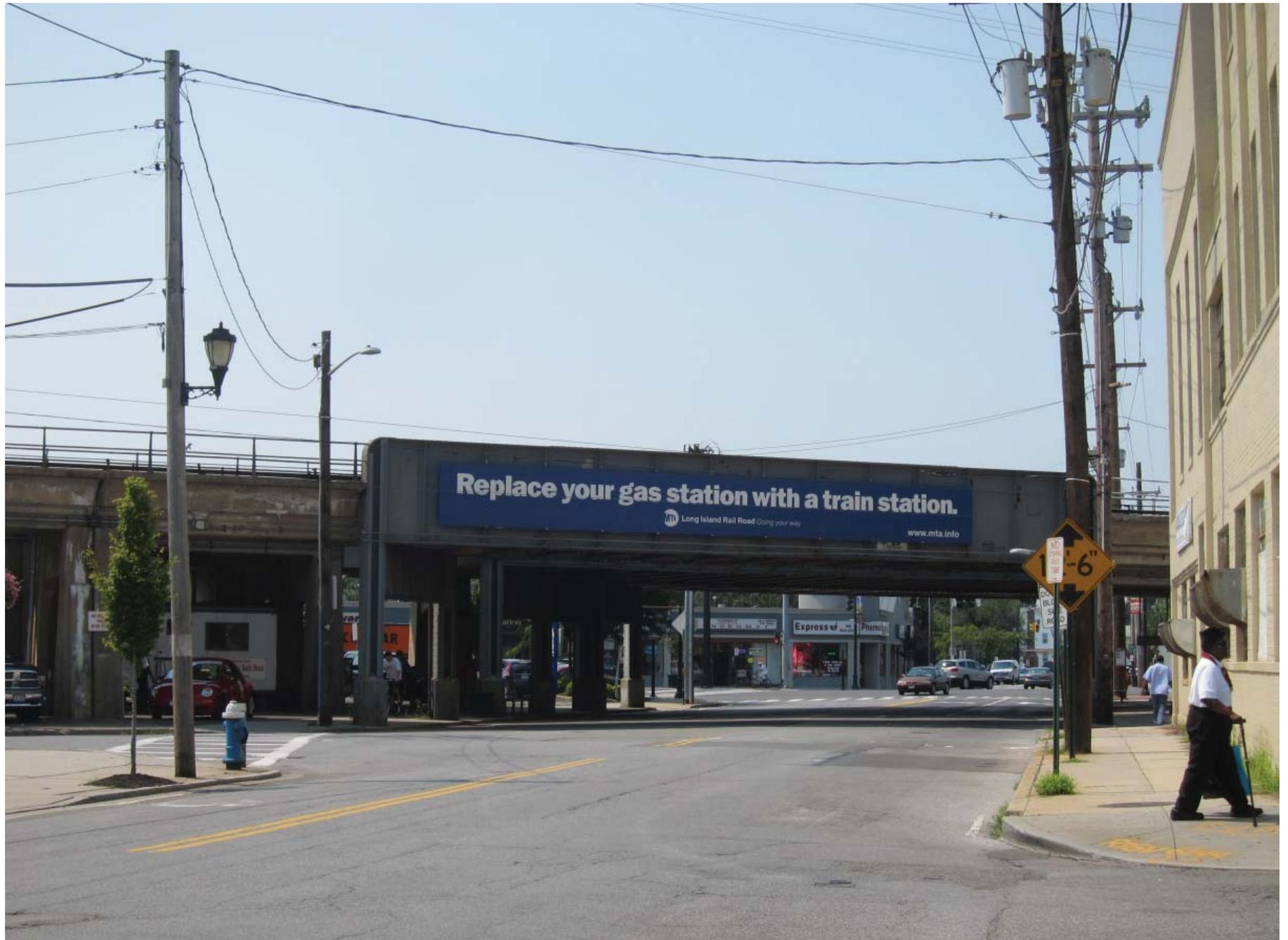
## Municipal Advisory Group

The MAG consisted of municipal leaders, advisors, and administrative staff for all of the Hamlets and Villages which comprise the 21 stations in this study. In the summer of 2012, the project team conducted a workshop with all MAG representatives, introducing them to the project's goals and engaging them in the Phase 1 evaluation process.

## Civic Focus Group

The CFG consisted of chambers of commerce, local community and civic organization leaders representing each of the 21 station areas. The project team met with the CFG over the course of three facilitated workshops which took place between October 2012 and January 2013. Each meeting followed the same format, with the project team introducing the attendees to the principles and advantages of sustainable development and TSD, followed by break-out groups where representatives from individual station areas worked collaboratively to evaluate their readiness and desire for TSD, identify opportunities and challenges for each station and discuss shared visions for the community.

In addition to the formal meetings and engagement tools, the County welcomed both the MAG and CFG to engage in a separate dialogue with project officials to discuss potential partnership opportunities. Many station area representatives took the County up on its offer, which allowed for a more private conversation about the readiness, desire, and potential projects within their station areas. These dialogues also helped the project team identify those station areas that were truly desirous of TSD as many actively put forth their candidacy for selection given the purposes of this project.



A LIRR billboard near the "Feather Building" in Lynbrook touts the benefits of taking the train instead of driving.

## Ensuring a diversity of participants and projects

To ensure an appropriate mix of development types and locations the following screening criteria were considered during each phase of the selection process:

- The three sites selected will each be at different station areas
- At least one of the three sites selected will be in an unincorporated hamlet
- At least one of the three sites will be in an incorporated village
- Varying commercial and residential densities and development types will be selected (aka single site, infill redevelopment)
- The team will NOT select a station area where successful site specific TSD plans are actively moving forward or where the County is already undertaking a similar feasibility study, avoiding the pursuit of duplicative activities

These criteria ensure that the study includes a variety of types of station areas in the final selection and that assistance will go to station areas in need of support, thus heightening the likeliness that any livable development pursued will be realized. Additionally, it was important for the final selection to include at least one unincorporated station area to ensure that this distinction does not preclude a station area from being selected.

## Phase 1: Readiness & Desire

### The Evaluation Criteria

#### Readiness

Readiness was evaluated by the following four factors.

#### Physical Suitability

The appropriate built environment makes TSD easier to implement at station areas by providing the right foundation for new development, limiting the need for reconstruction or costly expansion of infrastructure. Physical suitability is determined by the existing physical conditions around the station area. A physically suitable station area would feature existing conditions which include:

- a mix of uses, either horizontally or vertically;
- a compact, pedestrian-oriented built environment;
- a parking strategy that limits parking footprints and integrates parking strategy into its larger development context;
- highly connected and well-integrated street networks;
- well-connected parks and open space;
- direct and effective connections to an associated activity node;
- available infrastructure capacity;
- available land suitable for redevelopment;
- underutilized sites or marginal land uses; and
- strong public transit ridership.

#### Public Sector Readiness

Having the right regulatory framework in place within the station area is an important factor in both the feasibility and potential timeframe for implementing transit-supported development. The extent to which the public sector has taken, or is ready and willing to take the necessary steps to make the station area development ready is critical in moving transit-supporting development forward. Public sector readiness is largely determined by the presence of:

- current zoning which allows for mixed-use and relatively higher density housing;
- current local plans which call for downtown mixed-use development;
- incentives for development or financing;
- plans that generate dialogue and consensus towards transit-supported land use structures;
- funding allocated for non-motorized transportation or open space improvements;
- funding allocated for other infrastructure improvements in the station area.

## Developer Interest

In the end, development that will take place in the community to support transit will mostly be undertaken by the private development community. Catalytic projects to support growth around stations are often realized through public-private partnerships. Communities may have plans and visions for redevelopment, but if they are not consistent with developer interests, attractive to developers or consistent with current regulatory structures in place to allow for development, a key ingredient to successful implementation is missing. Developer interest is largely determined by the realized presence of:

- local officials receiving inquiries about development, purchase, or permitting redevelopment within the station area;
- parcels of land within the station area being optioned or sold;
- privately-led master planning or plan changes underway in the station area;
- new development recently completed, in construction, or about to go into construction in or around the station area;
- recent developments in the station area that satisfy livability principles for development.

## Local Leadership

Perhaps the most significant factor in successful livable development in the local context is quite simply, people. Whether as individuals or part of a larger institution or organization, people can make or break a successful development project. Individual or community attitudes towards public/private partnerships, innovative solutions, and problem solving can impact their support of a project. It is therefore critical that local leadership can be mobilized in support of livable development. Existing and capable leadership is largely determined by the presence of:

- evidence of public support for mixed-use and downtown redevelopment and investment in and around the station area;
- local stakeholder or advocacy groups organized around supporting downtown redevelopment or transportation improvements;
- leaders in local government who are either championing or supporting downtown redevelopment and investment;
- leadership groups actively meeting to discuss and/or plan for improvements;
- a lack of organized local resistance or overwhelming obstacles to planning within the community.



A break-out group at a CFG workshop.

## Desire

Desire was defined as the *want* for TSD in the station area as expressed by stakeholders including both public sector leaders and local civic organizations, chambers of commerce and other community organizations. Desire for TSD was determined by the following factors:

### Participation

Attendance and participation in the stakeholder meetings, by municipal leaders, chambers of commerce, and civic organizations throughout the project, including completion of the TSD readiness questionnaire. Any follow-up correspondence submitted by stakeholders to the County was also taken into consideration.

### Expressed Desire

The stated desire and/or support for TSD from a broad spectrum of government, civic, business and community leaders within a given station area neighborhood. Particular attention was given to those communities who contacted the County directly with an expressed interest in being selected for the purposes of this study.

## Identifying Opportunities

### Questions asked of MAG and CFG attendees

**Is there an opportunity for transit-supported development at this station area?**

**If so, what type of development would you like to see? What should it look like and where (sites/parcels) would you like to see it?**

**What is needed to make such development happen?**

**How could the County or Regional Consortium help you to make this happen? What other partners do you need?**

## Engagement Tools

### TSD Readiness Questionnaire

The primary engagement tool used by the project team during this outreach phase was the **TSD Readiness Questionnaire**. The questionnaire was an essential tool in engaging both the MAG and CFG in evaluating each station area's readiness for TSD. The questionnaire first outlined what was meant by readiness and subsequently asked specific questions in order to evaluate the categories of physical suitability, public sector readiness, developer interest, and leadership in place with regard to each station area. To identify opportunities for sustainable development, the questionnaire asked the following open-ended questions:

- Is there an opportunity for transit supported development at this station area?
- If so, what type of development would you like to see? What should it look like and where (sites/parcels) would you like to see it?
- What is needed to make such development happen?
- How could the County or Regional Consortium help you make this happen? What other partners do you need?

Overall, the TSD Questionnaire allowed the MAG and the CFG to both evaluate their station areas in terms of readiness and identify where they thought the best opportunities for TSD existed. The readiness questionnaire also helped all participants come to a shared definition of what "Transit Supported Development" meant for their station area, allowing participants to discuss and express their relative desire for TSD as defined for their station area. At each meeting, the CFG worked collectively within each break-out group to answer the questions posed by the questionnaire. The MAG was also given the opportunity to formally submit their responses to the County.

### Nassau County Infill Redevelopment Feasibility Study



## Transit Supported Development Readiness Questionnaire

This questionnaire is designed to help you evaluate how ready for transit supported development your station is, and what might be needed to stimulate such development if it is desired. We would like to know your opinion on the following questions:

*Is there an opportunity for transit supported development at this station area?*

-

*If so, what type of development would you like to see? What should it look like and where (sites/parcels) would you like to see it?*

-

*What is needed to make such development happen?*

-

*How could the county or regional consortium help you make this happen?*

-

*What other partners do you need?*

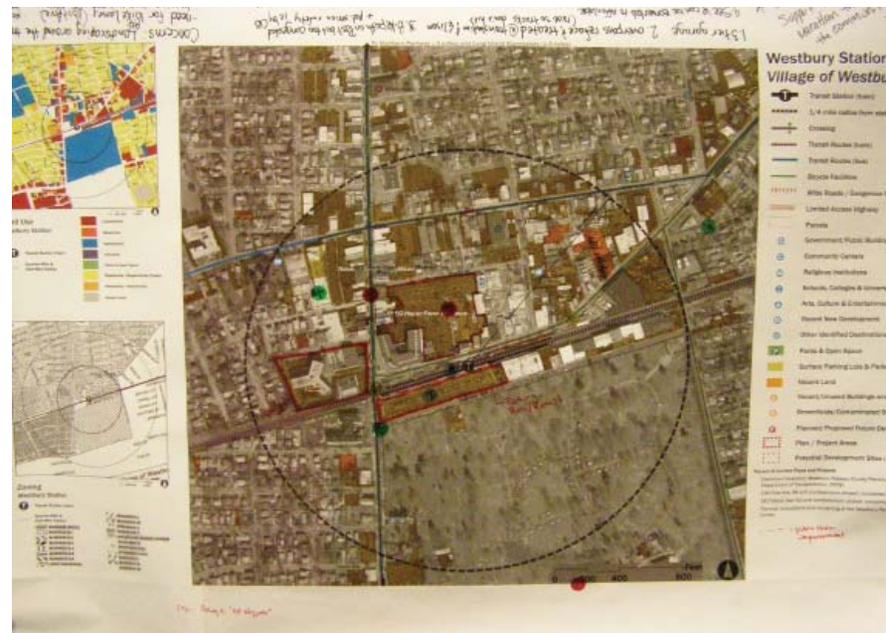


**PARSONS  
BRINCKERHOFF**

The cover page of the TSD Readiness Questionnaire, which was distributed to both the MAG and the CFG.

## Existing Conditions Maps

In addition to the TSD Readiness Questionnaire, the MAG and CFG representatives for each community had the opportunity to sketch their visions, mark up their preferred sites for sustainable development, and lay out their concerns on an existing conditions map of their station area. This enabled the MAG and CFG to provide input to create the up-to-date existing conditions maps found in Section III of this report while also allowing the representatives from each group to clearly identify the opportunities and constraints for key sites with their station areas. This process resulted in 21 existing conditions maps that, while sometimes cluttered with mark-ups and sticky dots, were always informative.



Existing conditions maps for Westbury and Bethpage, as marked up by their civic groups at their respective CFG meetings.





Various scenes from the MAG and CFG meetings and workshops.



## Meetings & Workshops

The MAG and CFG workshops used the tools described above to enable each stakeholder group to evaluate their own station areas readiness and desire for TSD.

The MAG workshop helped gauge MAG members' relative interest in TSD within their station area (i.e desire), but also provided valuable insight on local environments, community assets and opportunities, as well as barriers or impediments to redevelopment (i.e readiness). Many members of the MAG used this meeting to share their municipal visions for their communities and to open an ongoing dialogue with the County. MAG members completed the TSD readiness questionnaire either at the meeting, or submitted their responses to the county after conferring with other municipal leaders and staff.

The CFG met over the course of three facilitated workshops, each focused on a different sub-set of the station areas. Each meeting followed the same format. In break-out groups, representatives from individual station areas worked collaboratively to evaluate their readiness and desire for TSD, using the TSD questionnaire as a guide. Each group was asked to collectively evaluate their station area's readiness and desire for TSD, as well as identify those specific sites where they would like to see sustainable development occur. Site-specific conditions, challenges and opportunities were identified on the existing conditions maps of the quarter-mile station area provided to each break-out group. At the conclusion of the workshop, each group presented their findings, evaluations, visions, and potential projects to all the attendees.

It is important to note that the CFG organizations listed are only those that were able to attend scheduled CFG meetings. The project team made every effort to engage all civic groups representative of the 21 stations in the study area and all were invited to participate in the study.

### MAG Members

**Town of Hempstead • Town of North Hempstead • Town of Oyster Bay • Village of Freeport • Village of Garden City • Village of Lynbrook • Village of Mineola • Village of Rockville Centre • Village of Valley Stream**

### CFG Attendees

**Baldwin Civic • A Better Baldwin • Bellmore Chamber of Commerce • Bellmore Civic • Bethpage Public Library • Bethpage Chamber of Commerce • Birchwood Knolls • Central Park Historical Society • Community League of Garden City • Envision Valley Stream • Islamic Center of Long Island • Kimmel Housing Development • LICF Housing Board • South Merrick Civic • Merrick Park Association • North & Central Merrick Civic • Nassau County Minority Caucus • Hempstead Boys and Girls Club • Hicksville Chamber of Commerce • Hicksville Commercial Council • St. Ignatius Hicksville • Lakeview Civic • Lakeview EDC • Long Island Hispanic Chamber of Commerce • Rockville Centre EDC • Uniondale • Westbury Chamber of Commerce • West Hempstead Civic • West Hempstead CDA**

## Results

Using the results of the workshops and the existing conditions analysis, the project team assessed each station area's relative readiness and desire for TSD. The ability of stakeholders, civic associations and chambers, and the municipality responsible for each station area to present a compelling case of need, readiness, desire, and commitment to work together to implement TSD within Nassau County was paramount to their inclusion in the final selection. While some station areas had high readiness and low desire, other areas exhibited opposite results. The criteria of readiness and desire were considered of equal importance in evaluating the station areas.

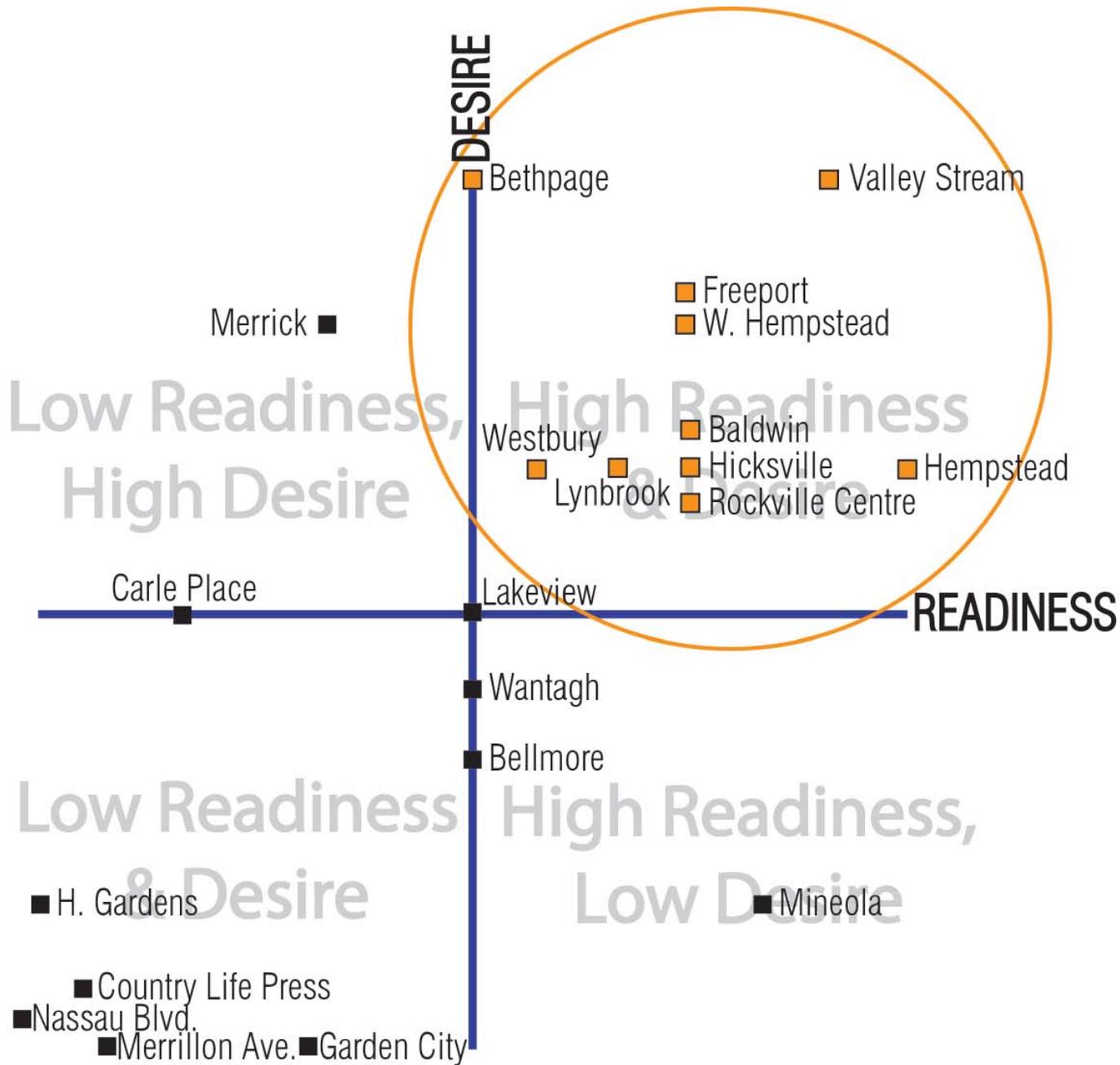
The relative readiness and desire for TSD is summarized in Figure 2.1 on the following page. Based on this evaluation, those stations exhibiting both high desire and readiness for TSD were identified as "priority stations," meaning that those ten stations are most suited for TSD development in the near term. It is important to note that stations with high desire and low readiness – or low desire and high readiness – that were not considered for the purposes of this study at this time may still be suitable for TSD in the future. The results of the outreach and evaluation performed as a part of Phase 1 may serve as a valuable tool for identifying opportunities and next steps should those communities consider TSD in the years ahead.

The ten priority stations were then vetted to ensure that they fell in line with the predetermined selection criteria, as outlined on page 33. The result was the identification of seven stations, constituting a shortlist of stations for consideration as pilot studies. These stations and their associated potential pilot projects and development partners are listed in Figure 2.2.

It should be noted that three station areas, Bethpage, Hempstead, and Rockville Centre evaluated well in terms of readiness and desire, but were not considered for the pilot projects based on the predetermined selection criteria established by the project team. In the case of Bethpage and Hempstead, both station areas have ongoing TSD-related efforts in which the County or municipality are involved. Bethpage's ongoing market and revitalization study in partnership with the County meant that any further partnership between the two parties risked duplicating efforts to enhance the station area environment. In Hempstead, active TSD efforts are ongoing. Recent rezoning and selection of a master developer is moving TSD forward in downtown Hempstead; there is no clear method or means as to how the County could aid the Village in realizing its vision for the station area and a risk of duplicating efforts. In the case of Rockville Centre, the project team viewed the village's station area as a successful example of an existing TSD within Nassau County. With many instances of higher density, mixed use developments surrounding the Village's station, Rockville Centre is well established as a livable community. In many ways, these three station areas, along with Mineola, are pioneers of TSD within Nassau County. While they were not selected for the purposes of this study, their existing successes and active TSD projects will serve both their communities and their neighboring communities well.

Any of the resulting seven shortlisted station areas are strong candidates for meaningful sustainable development that can be replicated within Nassau County. While this study calls for the selection of only three, these station areas should be considered the best examples of the opportunities that exist for the creation of livable and sustainable communities within the County's borders.

FIGURE 2.1: READINESS & DESIRE EVALUATIONS



**FIGURE 2.2: SHORTLISTED STATIONS AS A RESULT OF PHASE 1**

Station Area	Type of Development	Potential Development Partners
<b>Baldwin</b>	Mixed-use (retail, commercial, residential), design guidelines along Grand Avenue, market/site feasibility study for assembling and developing cluster of vacant sites	Chambers, residential civics, Action Coalition, Town of Hempstead, council members
<b>Freeport</b>	Commercial and/or community buildings, projects identified in the Building Better Freeport plan	Civics, chambers, Village of Freeport
<b>Hicksville</b>	Mixed-use (retail, residential, office), improved parking strategy	Civics, chambers, Town of Oyster Bay, project teams currently compiling market study, parking study and master plan
<b>Lynbrook</b>	Mixed-use (residential & retail), improved parking strategy	Civics, chambers, Village of Lynbrook
<b>Valley Stream</b>	Hotel (market feasibility / development strategy) or residential, structured parking, complete streets and development strategy for Rockaway Avenue	Village of Valley Stream, LIRR, NYSDOT, Village Board of Trustees, Village Clerk
<b>Westbury</b>	Retail, hotel, affordable senior housing, parking & traffic strategy	Village of Westbury, LIRR, chambers, civics
<b>West Hempstead</b>	Mixed-use, residential, complete streets, design guidelines	Town of Hempstead, civics

## Phase 2: Local Economic Impact & Power as a County-wide Pilot

The second phase of the station selection process evaluated the seven shortlisted station areas based on their potential positive local economic impact and power as a County-wide pilot project. While the seven shortlisted stations all have the appropriate levels of readiness and desire in place to pursue TSD, for this study, only three could be selected. In this context, it was important to identify those station areas where sustainable development was not only possible and desired, but where it would have the most meaningful impact and influence on both local and County-wide scale. In addition, given the purpose and parameters of this study, it was important to identify those locations where development opportunities were directly related to the transit opportunities. Some station areas had available development sites where the development opportunity was not necessarily significantly connected with the station and transit options. TSD at its core is development that is shaped and structured by its relationship with transit, either through its approach to parking, the connection it creates for transit riders, or the way in which the relationship with transit shapes the economic opportunity. It was important to identify pilots which would exemplify these relationships.

## The Evaluation Criteria

### Local Economic Impact Evaluations

Local economic impact and opportunity considers the local benefits TSD would bring to a station area community if selected. This criterion is meant to closely examine the impact and opportunities at a local level. This evaluation qualitatively measured the economic challenges and opportunities for each station area, with respect to eight site-specific conditions.

**Site Assembly:** Site assembly speaks to the number of sites and diversity of owners involved in the targeted development area. If the targeted development area is comprised of one site owned by a private developer, site assembly will be viewed as a neutral condition with respect to fostering development at the site. If this single site is owned by a public entity or a private entity that has publically expressed interest in development, site assembly will be viewed as an opportunity for development. If the targeted development area is comprised of multiple sites with different owners, site assembly will be difficult and presents a challenge to fostering meaningful development at the station area.

**Market Feasibility:** Market feasibility addresses whether, on a qualitative basis, there is sufficient demand to warrant additional development at the selected station. If on a qualitative basis there is significant demand but limited supply for a specific use, such as higher density residential, market feasibility will be viewed as an opportunity. If on a qualitative basis it is determined that there is no market demand for a specific use, market feasibility will be viewed as a challenge.

**Zoning:** Current zoning at the site will be assessed to determine whether it fosters or limits additional development at the site. If the site's zoning allows for high-density mixed-use development, typical of transit-supported development, then zoning will be viewed as an opportunity. If on a qualitative basis there is determined to be market demand for development but the projects are not moving forward because of the current zoning, then zoning would be viewed as a challenge.

**Site Encumbrance:** If an entity has placed a significant claim, limitation or liability on a portion of the targeted development area that prevents future development then site encumbrance would be viewed as a challenge to fostering new development, as the encumbrance would need to be resolved before development can move forward. Encumbrances can include liens, deed restrictions, easements, encroachments and licenses which could be placed by prior owners or prior development proposals. If no encumbrances exist on the site, then the site would be viewed as free and clear and could be ready for development.

**Financial Feasibility:** Financial feasibility speaks to the ability for the proposed project to be financed either through public or private means, or a combination thereof. If on a qualitative basis, the development is viewed as high risk or unlikely to be successful, the financial markets may be unwilling to provide sufficient funds or the cost to borrow will be too high for financial viability. Typically, if there are minimal challenges from the other site conditions, the financial feasibility should not present a challenge. However, as was common during the Great Recession, if macro-economic conditions make the financial intuitions risk adverse, financing can be difficult for even the safest projects.

**Public Infrastructure:** Public infrastructure considers the condition of the roads, public transit, parking areas and utilities that are currently servicing the area. If the in-place infrastructure is able to support the future development then the public infrastructure will be considered an opportunity for the site. If significant improvements need to be made to the roadwork or other infrastructure, public infrastructure will be perceived as a challenge.

**Catalysis:** If the target development area can influence development on adjacent sites then site condition will be view as an opportunity. For example, if the current site is a car wash and converting it into a walkable retail complex will spur future development of adjacent sites, the site will be viewed as a catalyst for positive change.

**Municipal Costs/Benefits:** Every project brings costs to the municipality with respect to increased demand for municipal services, such as schools and infrastructure, but it also generates public benefits in the form of new tax revenue and jobs. A hotel typically generates more benefits than costs for a municipality as it produces tax revenue without increasing demand for schools. Whereas, a single family development is viewed to generate more costs than benefits for a municipality, as the new property taxes usually do not cover the increased demand for schools and other municipal services. If on a qualitative basis the municipal benefits are deemed to outweigh the municipal costs, then the site will be viewed to have an opportunity for development. If on a qualitative basis the anticipated program is perceived to have more municipal costs than benefits the development could be challenged.

For each site condition category, the station area received an evaluation of either poor, fair, good, or great. All seven evaluations were then taken into consideration to calculate a final evaluation of the same nature.

## Power as a County Wide Pilot

In addition to bringing community benefits to the specific station area selected, each project is intended to be a **pilot project**, to help promote TSD in the County and the region. This evaluation qualitatively evaluated how effectively a pilot project within each station area would promote TSD development within the County. In other words, it evaluates what the development potential of one station area means for the other station areas throughout Nassau County. The following three factors were considered to evaluate a pilot project potential:

**“Replicability”:** The project should provide a replicable process that helps illustrate how to overcome common barriers to implementing TSD in Nassau County.

**Ability of the County to effect change:** There should be a clear role for the County in the project and the County should feel that it is in a position where it can effect positive change in order to move the project forward.

**Probability of Success:** The ability to implement the project selected within a reasonable time frame is critical. This effort is not intended to be a planning study, but rather provide an implementation strategy for realizing a specific transit-supported development that moves forward recommendations made in previous planning studies and helps catalyze transit-supported development in Nassau County and Long Island. To this end, the ability to implement the project and the relative time frame for implementation will be considered in its selection.

It was the task of key Nassau County representatives and staff to evaluate the power of each of the seven shortlisted stations as a County-wide project. The nature of these criteria relied heavily on the unique knowledge of Nassau County officials in order to evaluate each station properly.



The recently completed structured parking facility at Hicksville Station.

## Results

All shortlisted stations were evaluated according to the criteria described. Figures 2.3 and 2.4 on the following pages summarize the results of the Phase 2 analysis.

Based on these results, all shortlisted stations areas received an overall Phase 2 evaluation of good to great, with the exception of Freeport and West Hempstead, whose overall Phase 2 evaluations fell between fair to good. In the case of Freeport, existing conditions, the lack of an immediately viable development site and political will led to lower consideration points. In the case of West Hempstead, while there is great potential for development opportunity and some clear need to improve the two major commercial corridors that service the community, the infrequency of rail service at the West Hempstead station, coupled with the current zoning and lack of a clear development partner at candidate development sites, contributed to the modest evaluation of West Hempstead. The station areas of Freeport and West Hempstead, while not selected for the purposes of this study, are strong candidates nonetheless. They should continue to plan for and work towards sustainable development as both communities have the desire in the form of active civic organizations engaged in promoting economic development and enhancing the quality of life their communities as well as the readiness to consider strategic redevelopment.

The results of the Phase 2 analysis were presented to the County for review and final selection of three station areas and pilot projects.

<b>Stations Shortlisted During Phase 2</b>
<b>Baldwin</b>
<b>Hicksville</b>
<b>Lynbrook</b>
<b>Valley Stream</b>
<b>Westbury</b>

FIGURE 2.3: LOCAL ECONOMIC IMPACT EVALUATIONS

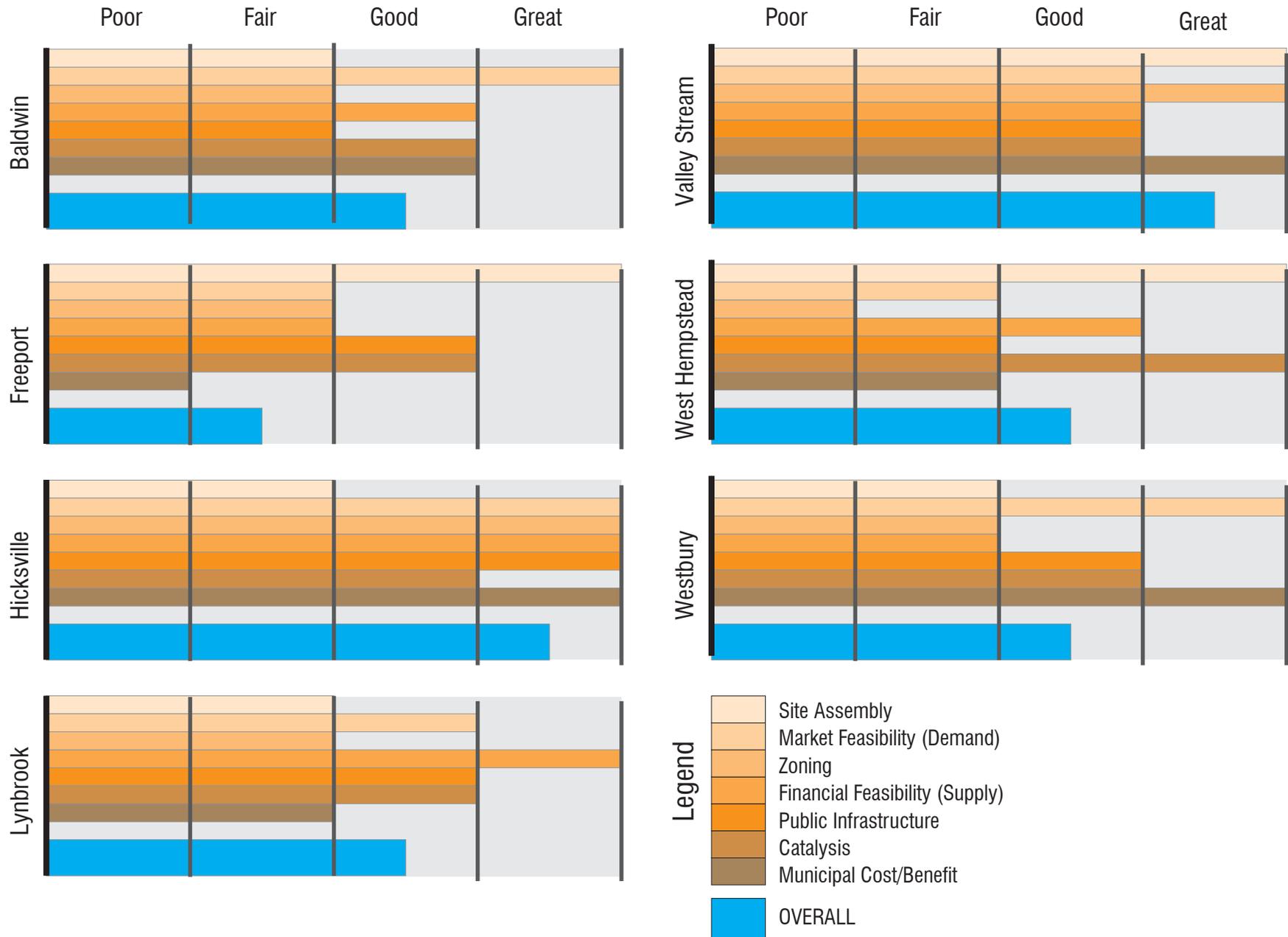
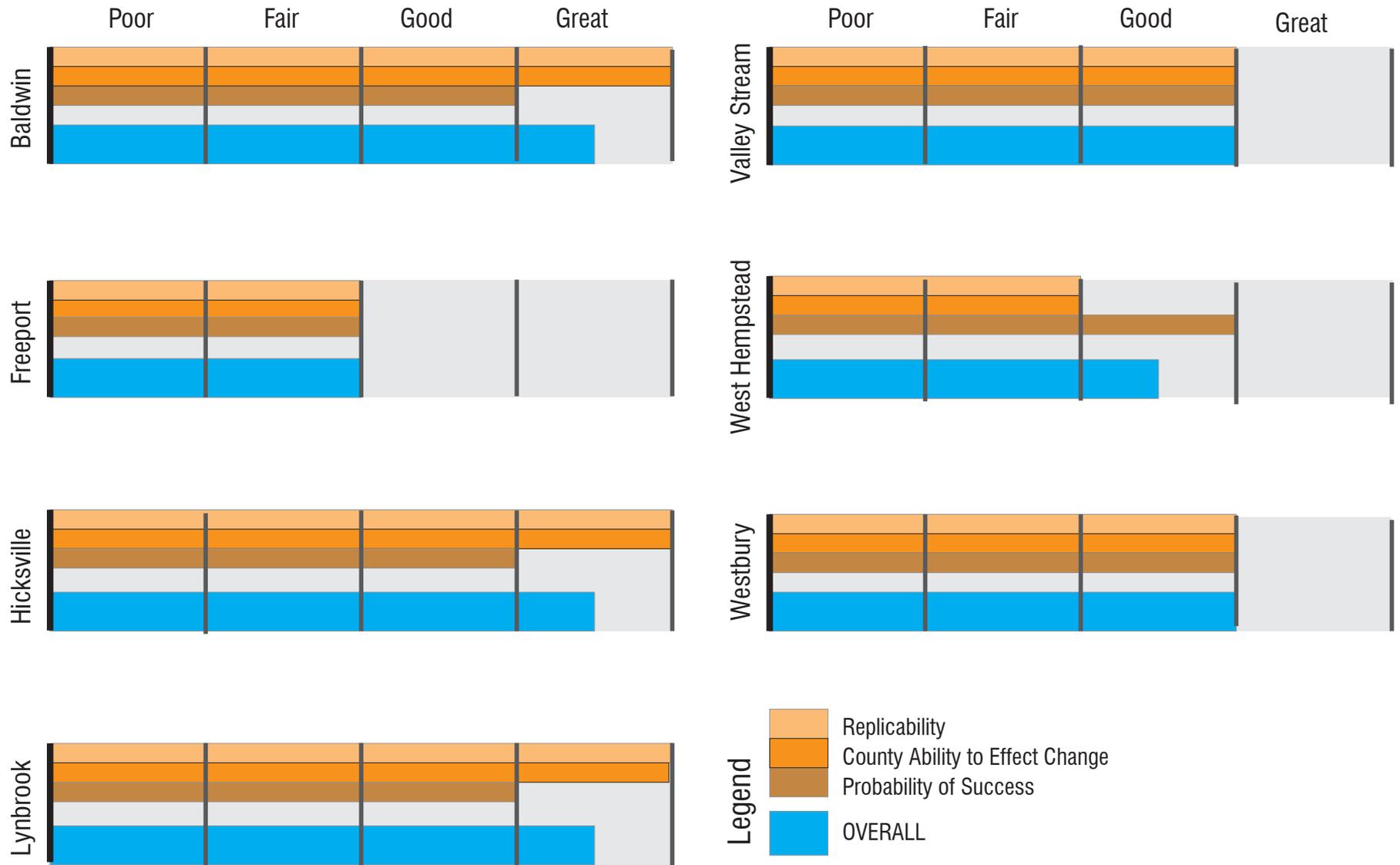


FIGURE 2.4: POWER AS A COUNTY-WIDE PILOT EVALUATIONS





Riders waiting to board NICE buses at Hempstead's Rosa Parks Transit Center.

### Section III

# Opportunities for Sustainable Development

This study involved the evaluation of twenty-one LIRR station areas within Nassau County in order to select the three station areas most feasible for transit supported development (TSD) and the creation of a strong, results-oriented partnership between the County and the three selected station areas' municipal and local stakeholder representation. The selection process itself provided the opportunity to learn a great deal about the 21 station areas involved. Through sites visits, the study of past reports and plans, close examination of existing conditions, and outreach to the municipalities, civic associations and business chambers for each of the areas, the project team created comprehensive station profiles of each of the original 21.



The facade of the Rockville Centre station platform.

FIGURE 3.1: DAILY WESTBOUND RIDERSHIP NUMBERS (2006)

STATION	RIDERSHIP
Baldwin	2,744
Bellmore	2,800
Bethpage	2,988
Carle Place	290
Country Life Press	493
Freeport	1,236
Garden City	427
Hempstead	948
Hempstead Gardens	171
Hicksville Station	5,584
Lakeview	421
Lynbrook	1,746
Merillon Avenue	632
Merrick	3,381
Mineola	2,496
Nassau	372
Rockville Centre	2,209
Valley Stream	1,754
Wantagh	2,353
Westbury	1,255
West Hempstead	154

## Station Profiles for the 21 Station Areas in this Study

Each station profile in this section represents a synopsis of what the project team learned during the site evaluation process. The team gained key insight not only into the existing conditions of the station areas and the opportunities and challenges that each presents, but also the future visions of each community and the ways in which these visions may be realized. Be it through street beautification, pedestrian safety improvements, mixed-use development, or design guidelines, each station area presented the need for unique context sensitive solutions as each community strives for a higher level of livability and economic prosperity.

These profiles serve as a means not only to document the opportunities, challenges, and shared visions of these communities individually, but also provide the forum to delineate these same factors that permeate Nassau County. By evaluating each individual station area in terms of their readiness and desire for transit-supported development and livability enhancements, the project team found common themes that define the County as a whole, allowing the selection of those station areas that provide the best opportunity for successful, livable development within the selected station areas in the near term and in years to come. These common opportunities for sustainable development are discussed on the following pages.

Regardless of readiness or desire, there are opportunities for sustainable development at each and every station area in this study and including those station areas that were not shortlisted. In documenting these opportunities, the project team hopes to identify those improvements that would most benefit each station area in a meaningful and effective manner in the hope that they may be realized in the future.

### Station Profile Data Sources

All ridership statistics referring to 2006 average morning westbound passengers refers to inbound commuters travelling on the weekdays between the peak AM hours of 6:00am to 9:59am. All ridership information was provided by the Long Island Rail Road, based on its 2006 Origin/Destination Study.

All statistics referring to municipality population statistics were taken from the 2010 US Census.

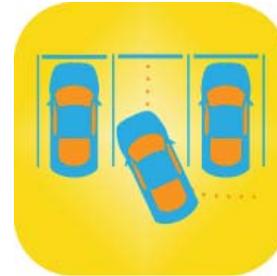


At-grade platforms at Bethpage Station.

## Universal Opportunities for TSD Enhancements

### Enhanced Parking Strategies

Identifying smarter, more sustainable parking strategies is an important step in building more livable communities. With less land lost to surface parking, more land can be dedicated to bike lanes, mixed-use developments, and park space. Enhanced parking strategies also promote better station access, ensuring that passengers can get from their cars to their trains or buses easily and, most importantly, safely.



### Complete Streets

Streets aren't just for cars. They're for pedestrians, cyclists, and transit users. They can enhance irrigation and drainage, encourage the use of alternative transportation, and serve as a place where people gather. A complete street balances convenience and safety for all users, not just those behind the wheel.



### Pedestrian Safety

Crosswalks, traffic lights, wider sidewalks, greenscapes; these elements encourage people to get out and walk. And when people get out and walk, they drive less, they take public transportation, they stop into stores, and they get more exercise. Pedestrian safety also involves traffic calming and designing streets in order to encourage safe driving. Everyone is a pedestrian, and everyone deserves safer streets.



## Mixed-Use Development

By having residents, offices, small businesses, or institutions located together, communities can achieve greater economic prosperity. Enhanced pedestrian activity, revitalization of downtown areas, efficient use of land and infrastructure, a heightened sense of community - all are achieved through the simple act of sharing.



## Infill and Repurposing

Fill in the empty spaces. It's a simple concept that goes a long way. By giving vacant or underutilized properties new life and strategically introducing new developments in established communities, smart infill can reduce traffic congestion, save open space, and strengthen the overall fabric of our communities.



## Sustainable Residential Development

Whether it's workforce housing, senior housing, or a hotel to serve as a home away from home, the residential needs of a community are perhaps the most important. The right residential development just a few steps away from a train station or a bus stop can act as the heart of a sustainable community.



## Recreation and Public Spaces

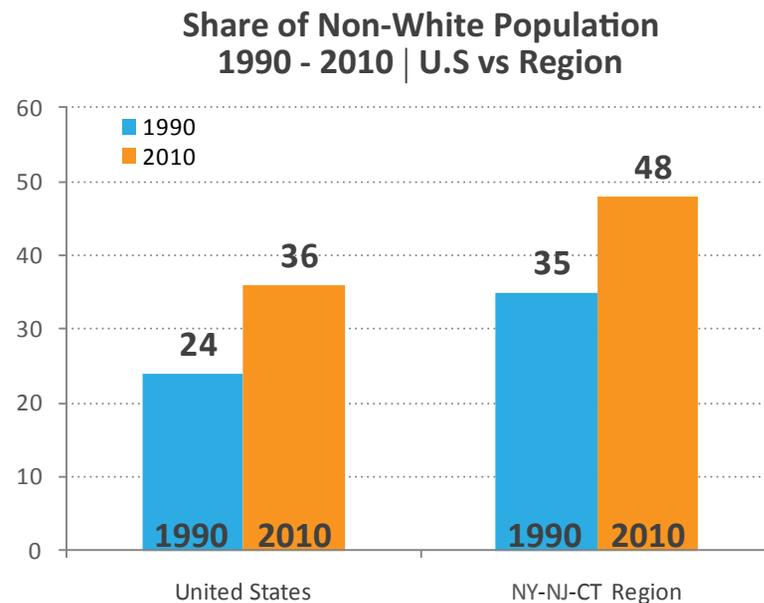
Be it through a community center, public parks, ball fields, or just a sturdy public bench, giving communities a place to be a community – to get together and celebrate their neighborhood – goes a long way in building a livable downtown.



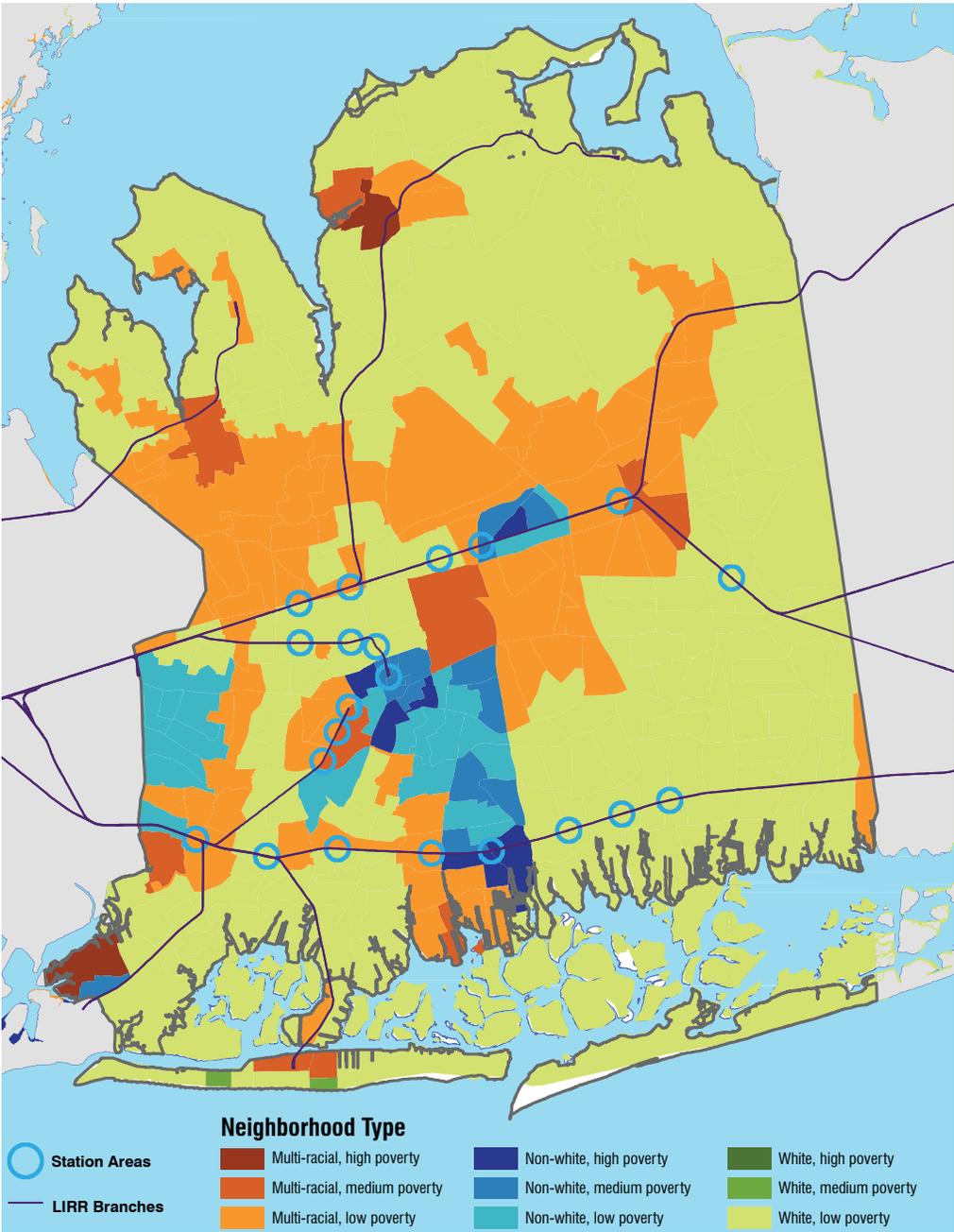
## Consistency with NY-CT Sustainable Communities Fair Housing and Equity Assessment

One of the greatest assets of transit-supported development in Nassau County is its ability to provide families of varying income levels the opportunity to access public transportation, jobs, high-quality schools and a myriad of local services and community assets. The findings of this report support the New York-Connecticut Sustainable Communities Consortium’s draft Fair Housing and Equity Assessment (FHEA) by encouraging local communities to think broadly about nurturing mixed-income and racially-integrated communities in areas of opportunity, as well as highlighting the potential for specific projects in the studied transit-served areas that will further the fair housing goals of Nassau County and the Sustainable Communities Consortium.

This report seeks to provide a snapshot of the potential for new multiple-family residential development and other complementary uses in transit-served areas through the preparation of station area profiles found in this section, Section III. In particular, this study has identified specific corridors and parcels in transit-served locations that are either planned for redevelopment or are considered by local officials and/or community members as suitable for redevelopment. To serve as best-practices, several case studies are provided in Section IV, each demonstrating various programs and initiatives of local governments to attract new mixed-income multiple family developments. For example, a case study from the City of University Place, Washington, leveraged a municipally-funded complete streets and traffic calming improvement project to attract 100 units of new multiple-family housing adjacent to Bridgeport Way. Examples of municipal initiatives that have created requirements for mixed-income residential development can be found closer to home in the zoning codes of the City of Glen Cove and the Villages of Farmingdale and Great Neck. In addition to these case studies, the FHEA provides strategies to support mixed-income housing and expand economic opportunity in different types of transit-oriented neighborhoods.



Source: 2010 U.S Census Demographic Profile, as referenced by [www.sustainablenyct.org](http://www.sustainablenyct.org).



Nassau County is a diverse in both race and socioeconomics, particularly in Hempstead.

# Baldwin Station • Town of Hempstead

## Unincorporated. Babylon Branch.

The hamlet of Baldwin has one LIRR station, which is located within the Hamlet’s primary commercial district. LIRR 2006 ridership statistics denote that the station averaged 2,744 passengers traveling westbound in the morning (peak AM hours). The station itself is situated just north of Sunrise Highway, which creates the need for pedestrian safety improvements and traffic calming along this busy corridor.



Pedestrian safety improvements are needed along Grand Avenue.

In its 2010 report, Places to Grow, the Long Island Index identified Baldwin as a downtown station area with high potential for growth and development. Some examples of TSD currently exist south of the station area along Grand Avenue, creating a need to connect that successful development with more activity within the station area itself, possibly through complete streets improvements. The high number of vacant parcels within Baldwin’s downtown area presents a number of specific sites for mixed-use development, lessening the automobile-dependency that has come to define both the residential and commercial design of the hamlet. While current zoning and site assemblages could prove challenging, they are by no means insurmountable, particularly given that there is a Transit-Oriented Development overlay district in the Town of Hempstead zoning code. Baldwin is ready for TSD. Coupled with both the civics’ and municipality’s out-spoken desire for Baldwin’s downtown to become a true local destination, a successful TSD project within this station

area could serve as a catalyst for further investment and development throughout the rest of the Baldwin commercial district, making Baldwin a strong candidate for selection given the purposes of this study.

### Recent/ongoing plans & studies

- Large Scale Redevelopment Plan for Downtown Baldwin, Town of Hempstead, 2010
- Grand Avenue Urban Renewal Plan, Town of Hempstead, 2007
- Inclusion in the Town of Hempstead Visioning Community, Town of Hempstead/Nassau County Visioning IMA, 2012
- Baldwin Needs Revitalization, Baldwin Civics Association, [www.facebook.com/baldwin-needsrevitalization](http://www.facebook.com/baldwin-needsrevitalization), ongoing

	POOR	FAIR	GOOD	GREAT
community desire	[Progress bar: 90% GOOD, 10% GREAT]			
physical suitability	[Progress bar: 100% GOOD]			
public sector readiness	[Progress bar: 70% GOOD, 30% GREAT]			
developer interest	[Progress bar: 70% GOOD, 30% GREAT]			
leadership in place	[Progress bar: 90% GOOD, 10% GREAT]			
overall	[Progress bar: 80% GOOD, 20% GREAT]			

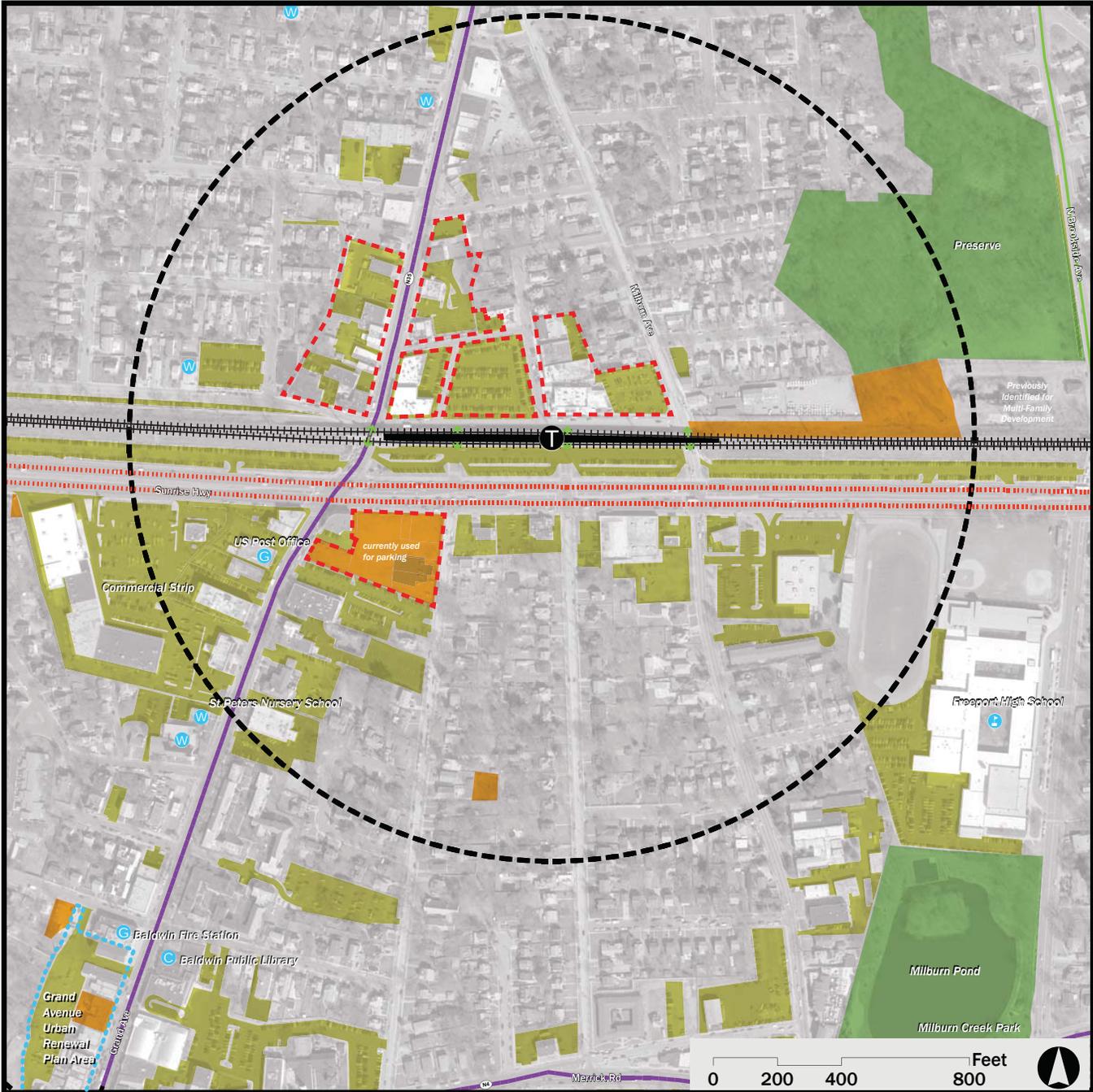
- Empty Storefronts Committee, Baldwin Chamber of Commerce, ongoing

### Potential projects



# Baldwin Station Town of Hempstead

-  Transit Station (train)
-  1/4 mile radius from station
-  Crossing
-  Transit Routes (train)
-  Transit Routes (bus)
-  Bicycle Facilities
-  Wide Roads / Dangerous Crossings
-  Limited Access Highway
-  Parcels
-  Government/Public Buildings
-  Community Centers
-  Religious Institutions
-  Schools, Colleges & Universities
-  Arts, Culture & Entertainment
-  Recent New Development
-  Other Identified Destinations
-  Parks & Open Space
-  Surface Parking Lots & Parking Structures
-  Vacant Land
-  Vacant/Unused Buildings and Soft Sites
-  Brownfields/Contaminated Sites
-  Planned/Proposed Future Development
-  Plans / Project Areas
-  Potential Development Sites



To Merrick Road

# Bellmore Station • Town of Hempstead

## Unincorporated. Babylon Branch.

The hamlet of Bellmore has one LIRR station which - like many of the station areas along the Babylon branch – is located off of Sunrise highway and is within the hamlet’s central business district. The station runs east to west, parallel to Sunrise Highway, and is situated within the local street grid. Based on 2006 LIRR ridership statistics, the station averaged 2,800 passengers travelling westbound during peak AM hours, putting it on par with similar-sized stations such as Baldwin. Compared to other similar stations, however, Bellmore has a relatively solid commercial base, with a higher than average business occupancy rate. In general, the station area itself is built-out, presenting opportunities for TSD growth through redevelopment at higher density as opposed to obvious new development sites.

Like nearby station areas Wantagh and Merrick, Bellmore is a traditional, single-family suburban community. That being said, there is some opportunity for infill within the Hamlet’s downtown, which is already a walkable area along Bedford Avenue, in close proximity to the station area. In conversations with the civics and chambers of this community, there was not always agreement on the types of development and levels of density they would like to see. While certain amenities would be welcomed, such as a new sports complex and an improved parking strategy, no specific project has yet to surface through the Hamlet’s leadership. Still, Bellmore is a community with



Bellmore’s station area boasts a walkable downtown core.

a lot of pride and civic involvement, with yearly gatherings such as “Movies at the Train Station” and the Bellmore Street fair acting as strong representations of an active downtown.

While Bellmore may not exhibit the physical suitability needed for the purposes of this study, its vast similarities to other stations along the Babylon branch enable the Hamlet to stand to benefit from the improvements of its neighboring station areas.

	POOR	FAIR	GOOD	GREAT
community desire			██████████	
physical suitability			██████████	
public sector readiness		██████████		
developer interest		██████████		
leadership in place			██████████	
overall	██████████			

## Potential projects



# Bellmore Station Town of Hempstead

-  Transit Station (train)
-  1/4 mile radius from station
-  Crossing
-  Transit Routes (train)
-  Transit Routes (bus)
-  Bicycle Facilities
-  Wide Roads / Dangerous Crossings
-  Limited Access Highway
-  Parcels
-  Government/Public Buildings
-  Community Centers
-  Religious Institutions
-  Schools, Colleges & Universities
-  Arts, Culture & Entertainment
-  Recent New Development
-  Other Identified Destinations
-  Parks & Open Space
-  Surface Parking Lots & Parking Structures
-  Vacant Land
-  Vacant/Unused Buildings and Soft Sites
-  Brownfields/Contaminated Sites
-  Planned/Proposed Future Development
-  Plans / Project Areas
-  Potential Development Sites



# Bethpage Station • Town of Oyster Bay

## Unincorporated. Ronkonkoma & Montauk Branches.

The hamlet of Bethpage has many qualifying features that make the hamlet a place with high potential. Bethpage has one LIRR station, which averaged 2,988 passengers travelling westbound during peak AM hours in 2006. Running on a diagonal (NW to SE) between the Hicksville and Farmingdale stations, the Beth-page station interrupts the surrounding street grid to the north. The Hamlet features a compact, walkable downtown in close proximity to the station, just a short distance from the recreational activities available at Bethpage State Park.

In May, 2012, Nassau County initiated a separate project intended to analyze the retail market and revitalization potential of downtown Bethpage. The main goal of this revitalization project is to attract and maintain business within the station area. The shared community vision for Bethpage is one with a safe, pedestrian-friendly downtown with complete streets upgrades and an improved parking strategy. The hamlet is not looking for any large scale developments; rather they have a strong mutual interest in making their downtown an overall more appealing place for businesses to thrive. The intersection of Stewart Avenue and the LIRR tracks sees a lot of pedestrian traffic as it is the connection between the station and commuter parking and the central business district



The conditions at the intersection of Railroad Avenue and Stewart Avenue make for a dangerous crossing.

located along Broadway. Community representatives agreed that this is an unsafe intersection for pedestrians and needs to be addressed.

The potential for TSD within Bethpage’s station area certainly exists. Although the type of development the hamlet is looking for is smaller in scale than neighboring Hicksville, it is not any less valuable, entailing the type of livability improvements that could make Bethpage a successful partner for the purposes of this study.

### Recent/ongoing plans & studies

- Downtown Bethpage Retail Market and Revitalization Study, Nassau County DPW, ongoing
- Grumman Site Redevelopment Proposal, Hamlet of Bethpage, ongoing
- Superfund Site: 103 Grumman Road West, Bayer Oxy Hooker, 2012

	POOR	FAIR	GOOD	GREAT
community desire	[Full bar]			
physical suitability	[Full bar]			[Empty]
public sector readiness	[Full bar]		[Empty]	[Empty]
developer interest	[Full bar]	[Empty]	[Empty]	[Empty]
leadership in place	[Full bar]			[Empty]
overall	[Full bar]			

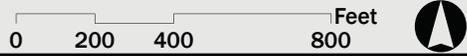
### Potential projects





### Bethpage Station Town of Oyster Bay

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Carle Place Station • Town of North Hempstead

## Unincorporated. Ronkonkoma & Port Jefferson Branches.

The hamlet of Carle Place has one LIRR station, located to the south of a neighborhood-scale commercial district and is surrounded by well-established single family neighborhoods. Due to this location, and proximity to heavy ridership stations – Mineola and Westbury, the station itself has modest ridership numbers, averaging 290 westbound morning commuters in 2006. The Carle Place station built in 1987 runs parallel to Westbury Avenue and is incorporated into the local street grid. Despite the community’s primarily residential character, the station area boasts a small but strong commercial base within its downtown. The community is essentially comprised of single-family neighborhoods, neighborhood-scale retail and larger commercial big-box operations along Glen Cove Road and Old Country Road.

Due to the quaint, residential character of the station area, Carle Place’s does not exhibit the physical suitability for new development. The station area is nearly built-out, with little room for infill development. Overall, while Carle Place is a successful station area with a strong commercial presence and clean, well-maintained single-family neighborhoods, it may not be a suitable candidate for selection given the purposes of this study.



There is little room for infill near Carle Place station.

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]		[Grey bar]	[Grey bar]
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]		[Grey bar]	[Grey bar]
developer interest	[Blue bar]		[Grey bar]	[Grey bar]
leadership in place	[Blue bar]	[Grey bar]	[Grey bar]	[Grey bar]
overall	[Orange bar]		[Grey bar]	[Grey bar]

## Potential projects



# Carle Place Station Town of North Hempstead

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Country Life Press Station • Village of Garden City

## Incorporated. Hempstead Branch.

Country Life Press is one of five LIRR stations within the Village of Garden City, along with Garden City, Merillon Avenue, Nassau Boulevard, and Stewart Manor. All but Stewart Manor are included in this study. The Country Life Press station has a typical LIRR ridership among this group of five stations, with an average of 493 morning passengers travelling westbound in 2006. Running north to south alongside St James Street, the Country Life Press Station sits within the greater street grid. Along with neighboring Garden City, the station area of Country Life Press is located near the Village’s thriving downtown commercial district and features the highest level of development activity, soon to be further strengthened by the arrival of the Doubleday Court condominiums in close proximity to the station itself, scheduled for completion in fall 2013.

While these developments certainly evince that the readiness in Country Life Press is suitable for TSD, the municipality and the community are satisfied with the level of development in these station areas as it currently stands. The construction of Doubleday Court condominium development is an enhancement to the overall livability of Country Life Press as it adds to the diversity of housing types and land uses around in the station area.



Country Life Press station is accessed via quiet and calm streets.

While the potential for livability improvements to Country Life Press through targeted infill is strong, the recent successes in this area remove Country Life Press from consideration as a strong candidate for inclusion in this study.

### Recent developments

- Double Day Court, 54-unit condominium on Franklin Avenue, planned for completion by fall 2013

	POOR	FAIR	GOOD	GREAT
community desire	■			
physical suitability	■	■		
public sector readiness	■			
developer interest	■			
leadership in place	■			
overall	■			

### Potential projects



# Country Life Press Station Village of Garden City

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Freeport Station • Village of Freeport

## Incorporated. Babylon Branch.

The Village of Freeport has one LIRR station, located on Sunrise Highway near the central business district. The station averaged 1,236 west-bound morning commuters in 2006, much less than neighboring stations Baldwin (2,744) to the west and Merrick (3,381) to the east. These ridership numbers are surprising given Freeport’s large population, which numbered 42,860 residents in 2010, much greater than Baldwin’s 24,033 or Merrick’s 22,097. These numbers speak to Freeport’s strong potential to expand on the Village’s already active commercial base with the addition of TSD, possibly by introducing mixed-use development or a hotel. Land use around the station area is already diverse, making any such development well in line with the character of the community. The Freeport Station track, running parallel to Sunrise Highway, is incorporated into the larger street grid.

Additionally, Freeport residences were heavily affected by Superstorm Sandy. The possibility of new housing typologies and strategies that bring more residential development into the downtown could spur additional investment and mixed-use development. While the station area’s close proximity to the Nautical Mile and Jones Beach are certainly attractions, sustainable development within Freeport could be supplemented by residents relocating from the waterfront closer to the station. Freeport’s candidacy is further strengthened by the several developable parcels that ex-



Freeport’s station area and downtown features an active commercial base and main street.

ists in within the station area, highlighted by the large “old bank building” site between the station area and Sunrise Highway, which is currently in litigation.

The community of Freeport is anxious to see their station area realize its full potential as a high density commercial destination along Nassau County’s south shore. While barriers exist, such as the Village’s existing zoning laws, Freeport has the readiness and desire to successfully implement sustainable development that acts as a pilot project for the rest of the County.

### Recent/ongoing plans & studies

- Building a Better Freeport: The Master Plan for the North Main Street Corridor and Station Area of the Village of Freeport, 2012

	POOR	FAIR	GOOD	GREAT
community desire	■			
physical suitability	■			
public sector readiness	■	■		
developer interest	■			
leadership in place	■	■		
overall	■			

### Potential projects



# Freeport Station Village of Freeport

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites

To Industrial Park (.25 miles)  
 To Coast and Jones Beach:  
 Meadowbrook Parkway (.5 miles)  
 Jones Beach (7 miles; N88)

To Industrial Park (.25 miles)  
 To South Shore Waterfront:  
 South Main Street Waterfront (.2 miles)  
 Nautical Mile / Woodcliffe Ave Waterfront (1.4 miles; N62)  
 Water Taxi to Point Lookout and other destinations (2 miles)



# Garden City Station • Village of Garden City

## Incorporated. Hempstead Branch.

Garden City station is one of five LIRR stations within the Village of Garden City, along with Country Life Press, Merillon Avenue, Nassau Boulevard, and Stewart Manor. All except for Stewart Manor are included in this study. The Garden City station LIRR ridership is typical of the five stations, with an average of 427 morning passengers travelling westbound in 2006. The Garden City Station is located in between, and parallel to, 6th and 7th streets, in unison with the street grid. As far as Nassau County station areas go, the Garden City station is located in a generally single-family residential neighborhood away from the Village’s commercial district centered around Franklin Avenue and Seventh Street. The station area, however, is located within walking distance to a variety of land uses, most notably the Garden City Public Library, the Garden City Middle School and the Garden City Hotel.

Needless to say, the station is located in the heart of the Village and is well served by a variety of uses that suit the neighborhood character well. Infill within this station area would need to be strategically planned and placed in order to fit in with an already vibrant neighborhood character. While some planners have considered introducing adaptive reuse to a handful of the station areas underutilized buildings, the notion has had little traction with the Village’s community and leadership.



Land use around Garden City station falls in line with the station area’s neighborhood character.

Of all the Village of Garden City station areas within this study, the Garden City station is mostly likely where TSD would be most useful, but it is certainly not where it is most needed.

	POOR	FAIR	GOOD	GREAT
community desire	■	■	■	■
physical suitability	■	■	■	■
public sector readiness	■	■	■	■
developer interest	■	■	■	■
leadership in place	■	■	■	■
overall	■	■	■	■

## Potential projects



# Garden City Station Village of Garden City

-  Transit Station (train)
-  1/4 mile radius from station
-  Crossing
-  Transit Routes (train)
-  Transit Routes (bus)
-  Bicycle Facilities
-  Wide Roads / Dangerous Crossings
-  Limited Access Highway
-  Parcels
-  Government/Public Buildings
-  Community Centers
-  Religious Institutions
-  Schools, Colleges & Universities
-  Arts, Culture & Entertainment
-  Recent New Development
-  Other Identified Destinations
-  Parks & Open Space
-  Surface Parking Lots & Parking Structures
-  Vacant Land
-  Vacant/Unused Buildings and Soft Sites
-  Brownfields/Contaminated Sites
-  Planned/Proposed Future Development
-  Plans / Project Areas
-  Potential Development Sites

Recent & Current Plans and Projects



# Hempstead Station • Village of Hempstead

## Incorporated. Hempstead Branch.

At 53,891 residents, the Village of Hempstead is not only the most populated in our study area, it is the most populated Village in the state of New York. The one LIRR station within the Village is located adjacent to the Rosa Parks Hempstead Transit Center, an intermodal facility that connects the LIRR with several Nassau Inter-County Express (NICE) bus routes. The station itself averaged 948 westbound morning passengers in 2006. Relocated to its current location in 1943, the Hempstead Station is integrated into, though disrupts, the surrounding local street grid. Given the presence of the Transit Center, Hempstead’s station area has received a good amount of interest from developers looking to capitalize on the location, headlined by the Metro 303 apartment complex. The community, on the other hand, has expressed a desire to corral this attention into a comprehensive vision plan that leverages development to address their shared vision for the future of their station area that celebrates the diversity of the community.

This desire for more comprehensive development of the Hempstead station area is addressed through the Village’s Downtown Vision and Comprehensive Development Plan Update as well as the Village Board’s partnership with Renaissance Downtowns – Urban America (RDUA) to create a master developer agreement, which includes the



Hempstead’s Rosa Parks Intermodal Transit Center has brought significant developer interest to the station area.

provision of TSD and infill. This agreement was recently deemed by the Long Island Regional Planning Council a “project of regional significance.”

The future of Hempstead’s station area is actively taking shape, with or without assistance from the County. As a flagship station within Nassau County, Hempstead’s success in achieving a higher level of livability will go a long way in providing a good example for TSD for the rest of the County.

### Recent/ongoing plans & studies

- Downtown Vision and Comprehensive Plan Update, Village of Hempstead, 2012
- Renaissance Downtowns – Urban America (RDUA)/Village of Hempstead Master Developer Agreement, ongoing

### Recent developments

- Metro 303 apartment complex, 2011

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]			[Grey bar]
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]			[Grey bar]
developer interest	[Blue bar]			[Grey bar]
leadership in place	[Blue bar]			[Grey bar]
overall	[Orange bar]			

## Potential projects



# Hempstead Station Village of Hempstead

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Hempstead Gardens Station • Town of Hempstead

## Unincorporated. West Hempstead Branch.

Hempstead Gardens is one of three LIRR stations in the Hamlet of West Hempstead, along with Lakeview and West Hempstead. All three are included in this study. Of the three, Hempstead Gardens averaged the median number of 2006 morning westbound passengers at 171. Running alongside Woodfield Road, the Hempstead Gardens Station and track is integrated into the larger surrounding street grid to the west, which is interrupted to the east by the Hempstead Golf & Country Club and Hempstead Lake State Park. The character of the station area is primarily a single-family residential neighborhood with little room for infill. That being said, the community has expressed a desire to see some small commercial developments happen within their station area as so few currently exist in the immediate vicinity.

Of the three West Hempstead LIRR station areas, Hempstead Gardens exhibits the least room for infill. However, livability within Hempstead Gardens could still be improved with minor developments that give the residents here some small conveniences that complement the presence of the station.

Given the character of the station area, Hempstead Gardens may not be the best candidate for the purposes of this study. However, the station area certainly stands to benefit from the development potential of nearby West Hempstead.



Land use around Hempstead Gardens station is well spoken for.

	POOR	FAIR	GOOD	GREAT
community desire	■		■	■
physical suitability	■			■
public sector readiness	■	■	■	■
developer interest	■			■
leadership in place	■			■
overall	■		■	■

# Hempstead Gardens Station Town of Hempstead

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Hicksville Station • Town of Oyster Bay

## Unincorporated. Ronkonkoma & Port Jefferson Branches.

The hamlet of Hicksville lies at the center of Nassau County. Located at the intersection of two branch lines, its LIRR station is the busiest in Nassau County, averaging 5,584 westbound morning commuters in 2006. Hicksville Station runs parallel to W John Street and Duffy Avenue and fits within, but remains isolated from, the surrounding grid. While unincorporated areas pose certain challenges to comprehensive land use planning, this is not the case for Hicksville. The station area's strong physical suitability for TSD has garnered much attention over the years, most evinced by the Town of Oyster Bay's \$3M commitment to revitalization efforts within the Hamlet. With all the planning going on, the community is still eager to see shovels in the ground. While some developments, such as the nearby two-story municipal parking structure, have been realized, the station area still has a vast amount of underutilized and vacant lots prime for infill.

The community is eager to see Hicksville benefit from livability enhancements. The station area is in need of an improved traffic circulation and access plan, while new commercial developments near the platform, such as an office building, could easily reap the benefits of this busy transit hub. Additionally, the parking lots around the station are near capacity, creating a need for enhanced parking strategies to alleviate the strain.



There is precedence for larger scale development within Hicksville's station area.

The opportunities for livability improvements at Hicksville's station area are vast and varied, making it a strong candidate for the purposes of this study. At present, stakeholders are at a critical juncture for laying out the future of Hicksville's station area and it is important that the hamlet receives any help it may need in getting plans off the ground.

### Recent/ongoing plans & studies

- Downtown Hicksville Revitalization Action Plan, Hicksville Chamber of Commerce and Community Council, 2010

### Recent developments

- \$100M Commitment for LIRR to improve Hicksville Station, ongoing

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]			[Grey bar]
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]		[Grey bar]	[Grey bar]
developer interest	[Blue bar]			[Grey bar]
leadership in place	[Blue bar]			[Grey bar]
overall	[Orange bar]			[Grey bar]

- \$3M Commitment from the Town of Oyster Bay to support downtown revitalization efforts, ongoing

### Potential projects



# Hicksville Station Town of Oyster Bay

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Lakview Station • Town of Hempstead

## Unincorporated. West Hempstead Branch.

Lakeview is one of three LIRR stations in the Hamlet of West Hempstead, along with Hempstead Gardens and West Hempstead. All three are included in this study. Of the three, Lakeview averaged the highest number of 2006 morning west-bound passengers at 421. Lakeview Station is incorporated into the existing street grid, crossing Woodfield Road and running parallel to Hempstead Gardens Drive. Like the Hempstead Gardens, the character of the station area is primarily a single-family residential neighborhood with little room for infill. While Lakeview has the highest percentage of land use dedicated to single family residences of the three, there still remain opportunities for TSD and similar infill projects. The station area recently had plans for a senior housing project scrapped due to site safety issues. Additionally, the tenant of the Eagle Avenue Middle School has plans to vacate the building in 2013, leaving it need of a new purpose. Coupled with an underutilized industrial lot just to the north of the station, there are several key sites within Lakeview's station area that suit TSD.

The hamlet is anxious to receive the support needed to realize their hopes for development within the Lakeview station area. They have the developer interest needed but are looking for the Town's support to help put the final pieces in



The Lakeview community is amenable to small scale commercial development.

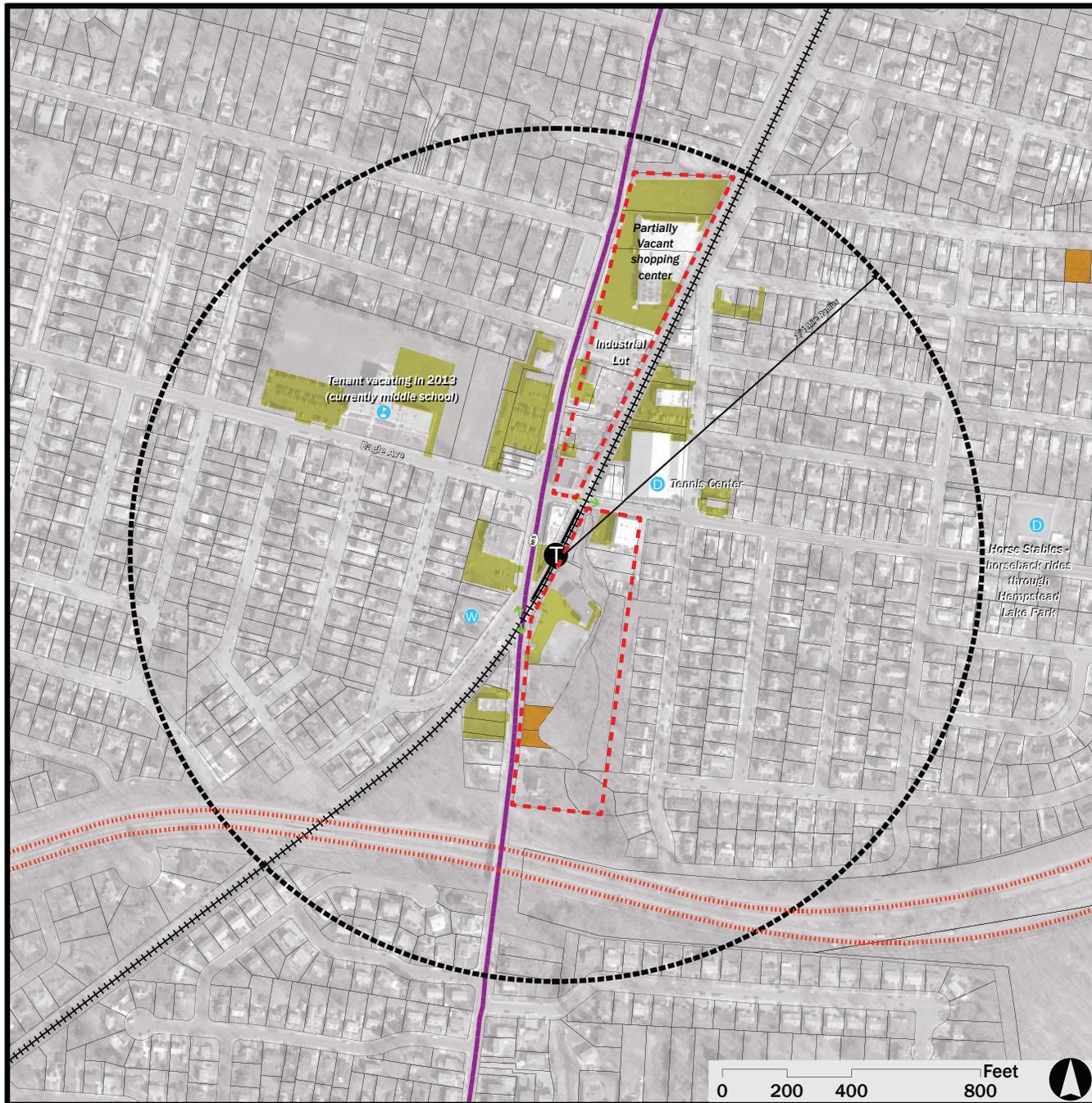
place to make Lakeview a good example of how livability enhancements can add value to even the smaller, more residential station areas.

For these reasons, Lakeview is a good candidate for the purposes of this study. While the opportunities and sites are not as clear as they are in the West Hempstead station area, Lakeview could provide a good pilot project for similarly characterized station areas.

	POOR	FAIR	GOOD	GREAT
community desire	■		■	■
physical suitability	■			■
public sector readiness	■	■	■	■
developer interest	■			■
leadership in place	■		■	■
overall	■		■	■

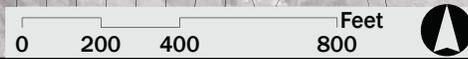
## Potential projects





## Lakeview Station Town of Hempstead

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Lynbrook Station • Village of Lynbrook

## Incorporated. Babylon & Long Beach Branches.

The Village of Lynbrook has two LIRR stations, Westwood and Lynbrook. Lynbrook Station, the only station included in this study, is located in the Village’s central business district in close proximity to Sunrise Highway. The station has strong ridership numbers, averaging 1,746 west-bound morning passengers in 2006. Lynbrook Station runs along Sunrise Highway, integrated into the surrounding, informal street grid. Land use around the station area is well balanced, with a fair amount of single-family/two-family residences mixing with commercial, community, and multi-family properties. With all the varied uses, however, development potential within Lynbrook’s downtown station area seems to focus on one building: the so called “feather building.” This former factory lies vacant at the center of Lynbrook’s otherwise active downtown. The building’s location adjacent to the station makes it the ideal site for a mixed-use development, an idea of which the community is in favor, or even repurposing it into a hotel, one proposal that has been entertained in the past.

The presence of a specific site and project gives TSD within Lynbrook’s station area a high probability of success. Coupled with the redevelopment vision for the station area presented in RPA’s 2009 report, *Lynbrook USA: Downtown Revitalization*, the potential for livability enhancements within Lynbrook is high. The addition of a successful



Lynbrook’s “feather building” (right) presents an ideal site for mixed-use development near the station.

mixed-use project in the “feather building” could spur the redevelopment of other vacant parcels along key streets within the station area, leading to a domino effect that not only benefits the Village but other similar stations within Nassau County. If jointly developed with a complete streets and pedestrian safety plans for Sunrise Highway, Broadway, and Atlantic Avenue, Lynbrook could provide the ideal pilot project.

Overall, Lynbrook is a strong candidate for the purposes of this study. Improvements to Lynbrook’s station area stand to benefit not only the Lynbrook community, but similar station areas across Nassau County as well.

### Recent/ongoing plans & studies

- Village initiated condemnation of former Mangrove Feather Company building, vacant since 2008

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]		[Grey bar]	[Grey bar]
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]			[Grey bar]
developer interest	[Blue bar]		[Grey bar]	[Grey bar]
leadership in place	[Blue bar]			[Grey bar]
overall	[Orange bar]			

- Lynbrook USA: Downtown Revitalization, Regional Plan Association, 2009

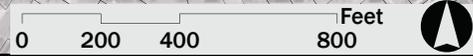
### Potential Projects



## Lynbrook Station Village of Lynbrook



- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
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- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Merillon Avenue Station • Village of Garden City

## Incorporated. Oyster Bay, Ronkonkoma & Port Jefferson Branches.

Merillon Avenue is one of five LIRR stations within the Village of Garden City. The Merillon Avenue station has the highest average LIRR ridership amidst this group, with an average of 632 morning passengers travelling westbound in 2006. The Merillon Avenue Station runs alongside Atlantic Avenue to the North and Main Avenue to the South, sitting in unison to the larger street grid. As with the other Garden City stations, Merillon Avenue’s station area is primarily single-family residences.

The large exception to this predominant land use is the strip of underutilized commercial and light manufacturing sites to the east of the station along Atlantic Avnue. These sites present the best opportunity for TSD infill within Merillon Avenue’s station area as they are in close proximity to the station, are out of character with the surrounding neighborhood, and currently have several vacancies.

Of the four Garden City station areas, Merillon Avenue may present the best opportunities for meaningful TSD. While the character of this infill would need to be modest in scale to suit the character of the surrounding neighborhood, it would none-the-less be a valuable addition to the station area and serve the community well.



Light manufacturing sites near Merillon Avenue station provide opportunities for targeted infill.

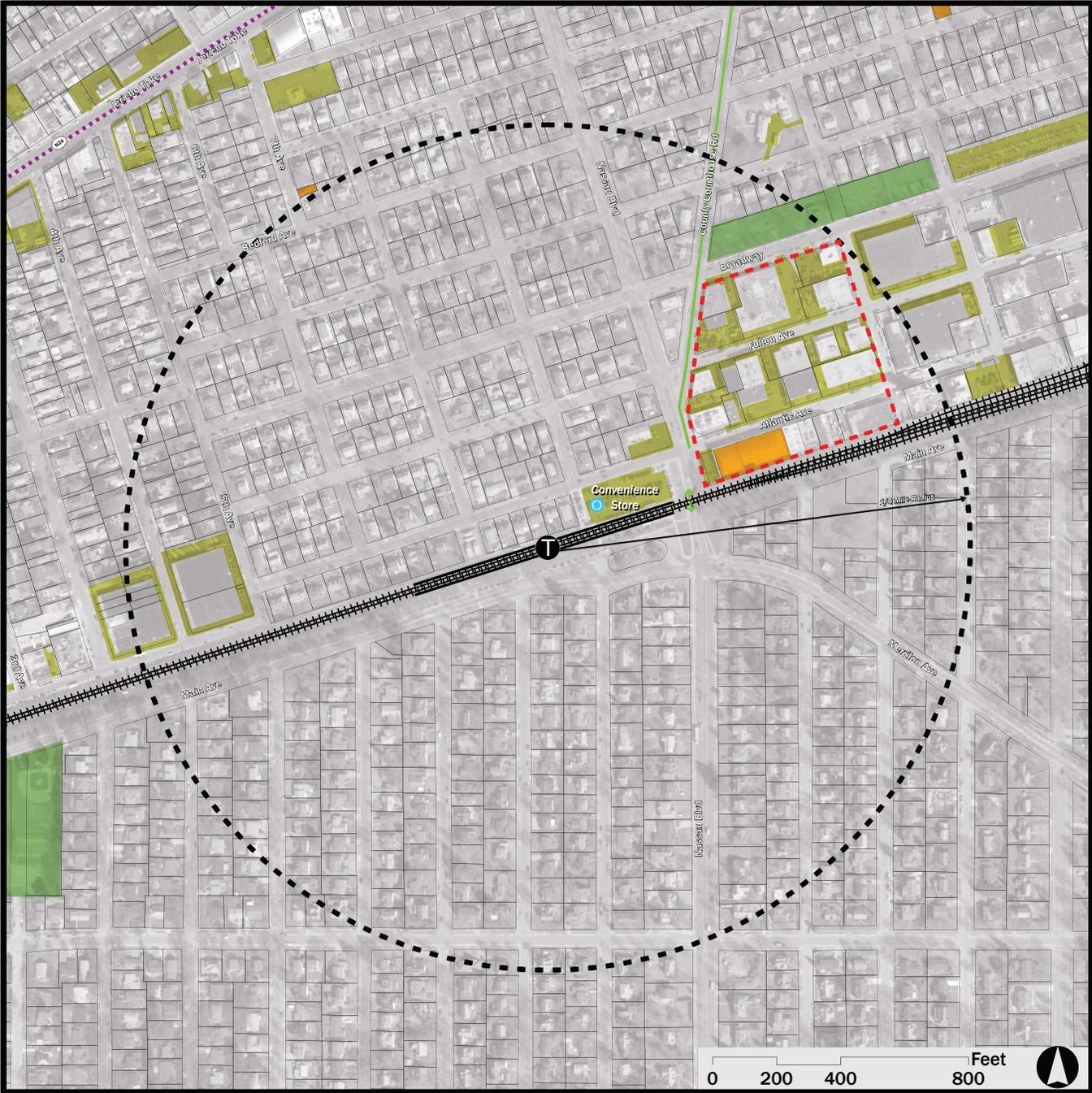
	POOR	FAIR	GOOD	GREAT
community desire	■			
physical suitability	■	■		
public sector readiness	■			
developer interest	■			
leadership in place	■	■		
overall	■			

## Potential projects



# Merillon Ave Station Village of Garden City

-  Transit Station (train)
-  1/4 mile radius from station
-  Crossing
-  Transit Routes (train)
-  Transit Routes (bus)
-  Bicycle Facilities
-  Wide Roads / Dangerous Crossings
-  Limited Access Highway
-  Parcels
-  Government/Public Buildings
-  Community Centers
-  Religious Institutions
-  Schools, Colleges & Universities
-  Arts, Culture & Entertainment
-  Recent New Development
-  Other Identified Destinations
-  Parks & Open Space
-  Surface Parking Lots & Parking Structures
-  Vacant Land
-  Vacant/Unused Buildings and Soft Sites
-  Brownfields/Contaminated Sites
-  Planned/Proposed Future Development
-  Plans / Project Areas
-  Potential Development Sites



# Merrick Station • Town of Hempstead

## Unincorporated. Babylon Branch.

The hamlet of Merrick has one LIRR station, located within the central business district. In 2006, Merrick averaged 3,381 westbound morning commuters, more than both its proximate Babylon branch station counterparts Bellmore (2,800) and Baldwin (2,744). Located adjacent to Sunrise Highway, the station is situated within the surrounding street grid, yet the station area is in dire need of pedestrian safety improvements along the intersection of the highway and Merrick and Hewlett Avenues, the two streets that frame and run perpendicular to the station platform. In addition to complete streets and pedestrian safety improvements, the community is amenable to new mixed-use, higher density developments within its station area downtown.

Merrick’s station area falls in line with the prototypical station area along the southern shore of the County in that Sunrise Highway disrupts the connectivity of its downtown to adjacent residential neighborhoods. The community is actively seeking to remedy this problem both through newer, more livable developments and safer, more appealing streets. In response to their inclusion in this study, the North and Central Merrick Civic Association issued a report on development of a business district around the Merrick station. The report listed pedestrian safety, mixed-use development, and improved parking solutions – all



The Merrick community is amenable to complete streets improvements to their commercial corridors.

done with input from the public – as the top three improvements the community would like to see happen to their station area.

Due to the presence of these ubiquitous challenges and opportunities, Merrick is a good candidate station area for the purposes of this study. Enhancements at Merrick could easily be recreated at other similar station areas along the County’s south shore and within the Hamlet.

### Recent/ongoing plans & studies

- Zoning application for existing office building, 2012
- Report on Development of a Business District Around Merrick Train Station, North and Central Merrick Civic Association, 2012

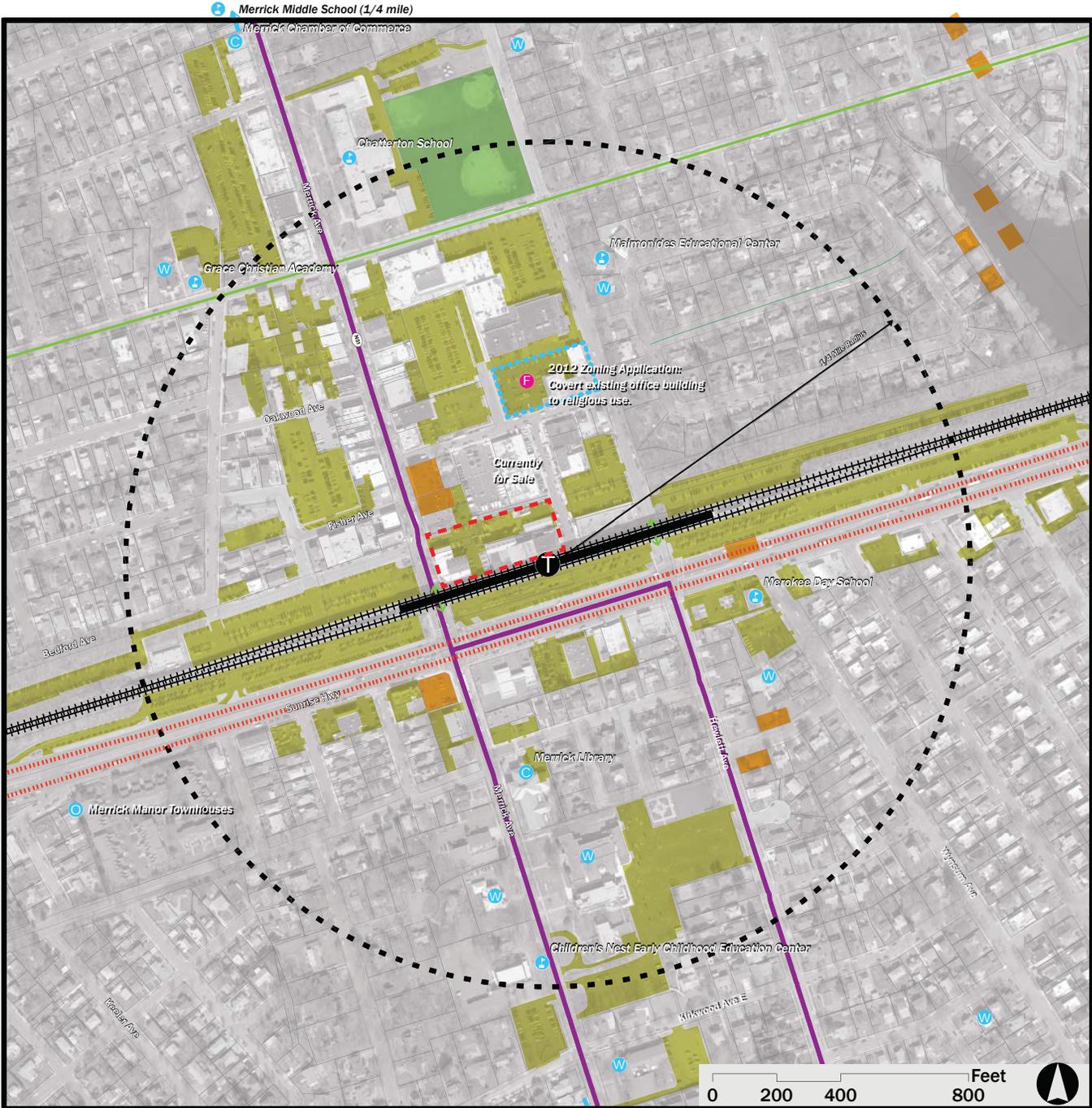
	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]			[Grey bar]
physical suitability	[Blue bar]		[Grey bar]	[Grey bar]
public sector readiness	[Blue bar]	[Grey bar]	[Grey bar]	[Grey bar]
developer interest	[Blue bar]	[Grey bar]	[Grey bar]	[Grey bar]
leadership in place	[Blue bar]			[Grey bar]
overall	[Orange bar]		[Grey bar]	[Grey bar]

### Potential projects



# Merrick Station Town of Hempstead

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



To Merrick Road (1/4 mile) and South Shore (3/4 mile)

# Mineola Station • Village of Mineola

## Incorporated. Babylon Branch.

The Village of Mineola has one LIRR station, which is located in the center of its downtown district and is adjacent to a relatively new intermodal center. The station averaged 2,496 westbound morning passengers in 2006 and is supported by the presence of Winthrop University Hospital, which occupies a large number of the sites to the north of the station. The station runs between 1st Avenue to the North, and Old Country Road to the South, dividing the surrounding street grid. With a higher density, a strong transit presence, and a permanent institutional fixture, Mineola has had its fair share of developers interested in its station area. Over the past several years, there have been three major residential project proposals, with the Churchill apartment complex including ground floor retail - approved by the Village in 2012 and receiving economic assistance from the Nassau County Industrial Development Authority.

TSD isn't going to happen in Mineola; it's happening. While the Village is amenable towards additional development, particularly the provision of a true "village square" near to the station, the future of Mineola is taking shape without any needed assistance from the County under this initiative. That being said, with all these new developments taking place, traffic and parking shortages have emerged at the forefront of the Village's concerns, leaving the door open for complete streets and circulation strategies within the area.



Mineola's Intermodal Center has spurred significant developer interest within the Village's downtown.

The Village of Mineola has already established the planning and policy framework, such as its innovative "Development Incentive Bonus" Overlay District", needed to create successful TSD. For this reason, Mineola is not a suitable candidate for the purposes of this study, but the successes of the Mineola station area are sure to prove valuable to the County as a whole.

### Recent/ongoing plans & studies

- The Village of Mineola Comprehensive Master Plan, Village of Mineola, 2005
- Revitalizing Communities Award, Vision Long Island, 2006

### Recent developments

- Mineola Intermodal Center, 2006
- Winston & Churchill mixed-use apartment complexes, approved in 2012

	POOR	FAIR	GOOD	GREAT
community desire	■			
physical suitability	■■■■			
public sector readiness	■■■			
developer interest	■■■			
leadership in place	■			
overall	■			

## Potential projects





## Mineola Station Village of Mineola

-  Transit Station (train)
-  1/4 mile radius from station
-  Crossing
-  Transit Routes (train)
-  Transit Routes (bus)
-  Bicycle Facilities
-  Wide Roads / Dangerous Crossings
-  Limited Access Highway
-  Parcels
-  Government/Public Buildings
-  Community Centers
-  Religious Institutions
-  Schools, Colleges & Universities
-  Arts, Culture & Entertainment
-  Recent New Development
-  Other Identified Destinations
-  Parks & Open Space
-  Surface Parking Lots & Parking Structures
-  Vacant Land
-  Vacant/Unused Buildings and Soft Sites
-  Brownfields/Contaminated Sites
-  Planned/Proposed Future Development
-  Plans / Project Areas
-  Potential Development Sites



# Nassau Boulevard Station • Village of Garden City

## Incorporated. Hempstead Branch.

Nassau Boulevard is one of five LIRR stations within the Village of Garden City. The Nassau Boulevard station has the lowest average LIRR ridership among this group, with an average of 372 morning passengers travelling westbound in 2006. The station runs east to west alongside North and South Avenue, sitting in unison to the surrounding street grid. As with the other Garden City stations, Nassau Boulevard’s station area is primarily single-family residences. A large portion of the station’s passengers access nearby Adelphi University, which runs shuttles to and from the station. The station is also walking distance from the Garden City Country Club, which provides yet another amenity for the residents of this station area.

Nassau Boulevard provides a good example of a station area with potential for modestly-scaled and strategically placed TSD. Some of the community’s concerns revolve around the need for additional parking and enhanced pedestrian safety on the streets immediately surrounding the station, making the station area a good place for complete streets plan to help enhance livability.

Overall, while the sites available for infill are few, Nassau Boulevard presents some decent opportunities for TSD within the Village of Garden City. Strategic improvements within this station area could easily be replicated in the remaining three



Any infill within Nassau Boulevard’s station area would need to be small in scale.

station areas in the village and other predominantly single-family station areas throughout the County.

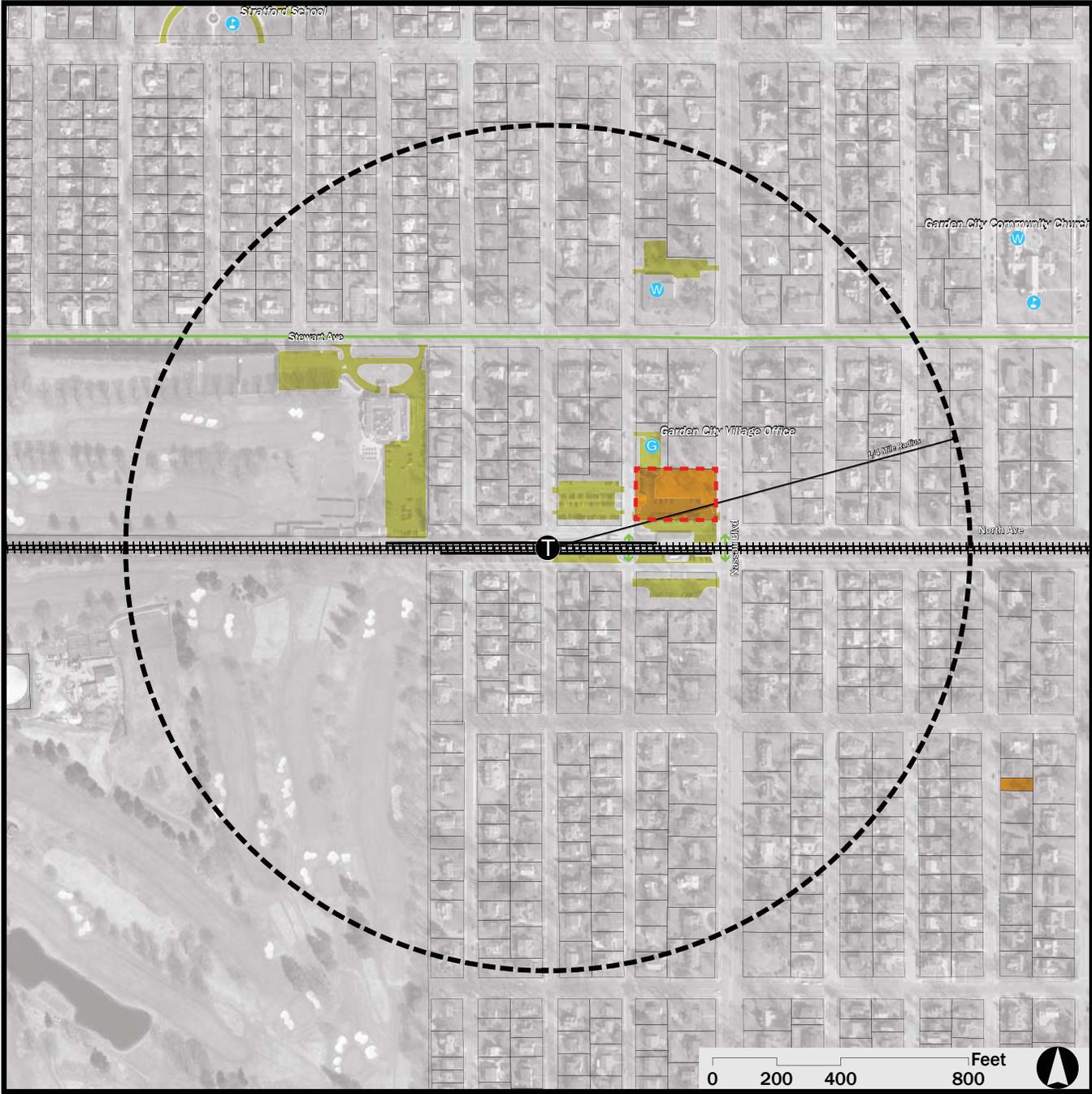
	POOR	FAIR	GOOD	GREAT
community desire	■			
physical suitability	■	■		
public sector readiness	■			
developer interest	■			
leadership in place	■			
overall	■			

## Potential projects



# Nassau Blvd Station Village of Garden City

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Rockville Centre Station • Village of Rockville Centre

## Incorporated. Babylon Branch.

Much like the other station areas along Sunrise Highway and the LIRR's Babylon branch, the Village of Rockville Centre has one LIRR station, located in the Village's central business district. The station receives a good amount of ridership, averaging 2,209 westbound morning passengers in 2006. The station area itself is an active downtown with a solid commercial base of primarily restaurants/pubs and neighborhood retail. While some vacancies exist, the current Village administration is actively trying to solicit developer interest and is succeeding overall. The recently completed Avalon Rockville Centre apartment complex is an example of a livable development within walking distance of the station that is successfully attracting residents.

With nearby hotels and active development plans, Rockville Centre is well on its way to becoming a more sustainable and livable place. While the community expressed a desire for more diverse development, such as a community center within the downtown area, the Village has the right leadership in place to steward the future vision for the station area.

With all the development successes Rockville Centre has had in recent years, such as the Avalon at Rockville Centre, there is no pressing need for additional TSD within this station area. A pilot project may better serve the County on the whole if located within a station area that is in more



TSD is already occurring within Rockville Centre's downtown.

need of assistance than Rockville Centre. That being said, Rockville Centre's initiative and push for livability enhancements serve as a good example for how successful these improvements can be within Nassau County.

### Recent/ongoing plans & studies

- Proposed streetscape improvement plan on Park Avenue from Lincoln Avenue to Hillside Avenue, 2012
- Village Downtown Master Plan, ongoing
- Street improvements along Maple Avenue, 2012

### Recent developments

- Avalon Rockville Centre Apartment Complex, 2012

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]			[Grey bar]
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]		[Grey bar]	[Grey bar]
developer interest	[Blue bar]			[Grey bar]
leadership in place	[Blue bar]		[Grey bar]	[Grey bar]
overall	[Orange bar]			[Grey bar]

## Potential projects



# Rockville Centre Station Village of Rockville Centre

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Valley Stream Station • Village of Valley Stream

## Incorporated. Long Beach & Far Rockaway Branches.

Bordering Queens, the Village of Valley Stream sits on the doorstep of New York City. The Village has two LIRR stations, Valley Stream station, which averaged 1,754 morning westbound passengers in 2006, and Gibson station, which is not included in this study. The station runs parallel to Sunrise Highway to the South, incorporated into the surrounding grid to the north, and separated from the grid to the south by the Edward Cahill Memorial Park. The Valley Stream station is ideally situated at the intersection of the Babylon and Far Rockaway branches, a good location for development centered around transit. While the Village has a solid commercial base and a good variety of land uses within their downtown, the Village is looking to spur even more development that takes advantage of its close proximity to New York City and JFK International Airport. While plans for a new mixed-use apartment complex were recently approved, both the Village and the community are actively pursuing a hotel development and have made strides in achieving one.

TSD within Valley Stream has a strong chance of success regardless of whether or not the County assists in realizing it. Recent changes to the Village's zoning code have made it increasingly feasible for interested developers to explore options for mixed-use and hotel developments within the station area and the Village recently adopted



There are strong opportunities for complete streets improvements within Valley Stream's station area.

a new downtown master plan that provides the framework for a more walkable and active downtown.

TSD is happening in Valley Stream and the Village is ready and desirous for further livability enhancements to their station area, making them a strong candidate for the purposes of this study. Success within Valley Stream - at one of the gateways to Nassau County - will benefit all those station areas that follow and the Village has taken all the right steps to make their vision a reality.

### Recent/ongoing plans & studies

- Village of Valley Stream Master Plan, 2011

### Recent developments

- Valley Sun apartment complex, approved in 2010

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]			[Grey bar]
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]		[Grey bar]	[Grey bar]
developer interest	[Blue bar]			[Grey bar]
leadership in place	[Blue bar]		[Grey bar]	[Grey bar]
overall	[Orange bar]			[Grey bar]

- Village approved plans and granted variances for the construction of 39 residential units, 2012
- Hawthorne Court apartment complex, completed in 2010
- Dutchgate senior housing complex, completed in 2012

### Potential projects



# Valley Stream Station Village of Valley Stream

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites



# Wantagh Station • Town of Hempstead

## Unincorporated. Babylon Branch.

The hamlet of Wantagh has one LIRR station, which had strong ridership in 2006, averaging 2,353 morning westbound passengers. The station runs prallal to Brooklyn Avenue to the North and Railroad Avenue to the South, situated in unison to the larger surrounding street grid. Like all Sunrise Highway station areas, Wantagh suffers from poor pedestrian safety around its station and the community has actively pushed for safer, more complete streets within this area. In development terms, Wantagh has a strong commercial base with a high occupancy rate, although most of the station area’s stores are located along Sunrise Highway and Merrick Road, not necessarily directly within the Hamlet’s downtown. The opportunity exists for targeted infill within the station area’s core and the community has expressed interest in mixed-use developments that promote walkability within their downtown.

While Sunrise Highway provides easily vehicular access to the station area, its current state presents a formidable barrier to true livable development within Wantagh’s station area and for every station area along the highway. The layout of Wantagh’s station area is ripe for complete streets, safe intersections, and smartly designed mixed-use development close to the station itself.

The opportunities for successful TSD exist within Wantagh. The challenge remains breaking away from traditional developments and pursuing



Pedestrian safety is a serious concern within Wantagh’s station area.

those that address the community’s needs more directly. Successful TSD within Wantagh would serve the community and similar stations within Nassau County well.

### Recent/ongoing plans & studies

- Image Committee of Wantagh, Wantagh Chamber of Commerce, ongoing

### Recent developments

- Retail center at 3340 Sunrise Highway approved, 2013

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]		[Grey bar]	[Grey bar]
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]		[Grey bar]	[Grey bar]
developer interest	[Blue bar]	[Grey bar]	[Grey bar]	[Grey bar]
leadership in place	[Blue bar]	[Grey bar]	[Grey bar]	[Grey bar]
overall	[Orange bar]		[Grey bar]	[Grey bar]

### Potential projects

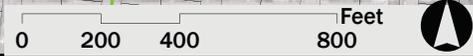




## Wantagh Station Town of Hempstead

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites

To Jones Beach Causeway (1/2 mile) and Jones Beach (5 miles)



# Westbury Station • Village of Westbury

## Incorporated. Ronkonkoma & Port Jefferson Branches.

Located in the center of Nassau County, the Village of Westbury has one LIRR station, located within its central business district. In 2006, the station averaged 1,255 westbound morning passengers. Located between Union Ave and Railroad Ave, the Westbury Station is integrated into the Westbury street grid. Westbury has an active downtown with few vacancies, but a major complaint among the community is the amount of truck traffic on Post Road, a major north/south arterial bisecting Nassau County, and the safety and convenience issues it creates. Any new developments within Westbury’s station area should incorporate traffic calming as part of its overall strategy.

The development landscape within Westbury is defined by Post Avenue that serves as its downtown, the two large condominium projects along Post Avenue and Maple Avenue that were both completed in 2006, and the recent renovation of the Village’s local theatre. Both the Village and the community are looking to build off of these successes and the general success of Westbury’s downtown. The Village has expressed interest in a parking structure near to the station to reduce the amount of land dedicated to surface parking, particularly those lots just to the south of the station, freeing up space for additional mixed-use development. The Village also mentioned the ongoing redevelopment of underutilized and vacant sites in a former light industrial area along the north



There are strong opportunities for mixed-use development near Westbury Station.

side of Union Avenue to the west of School Street. Civic and Chamber members stressed the importance of creating a “Main Street” feel on the sections of Post Ave and Maple Ave that enclose the commercial area just north of the station.

Westbury has the readiness and desire to realize successful TSD and livability enhancements within their station area, making it a strong candidate for the purposes of this study.

### Recent/ongoing plans & studies

- Downtown Inventory: Westbury, Nassau County Planning Commission, 2005

### Recent developments

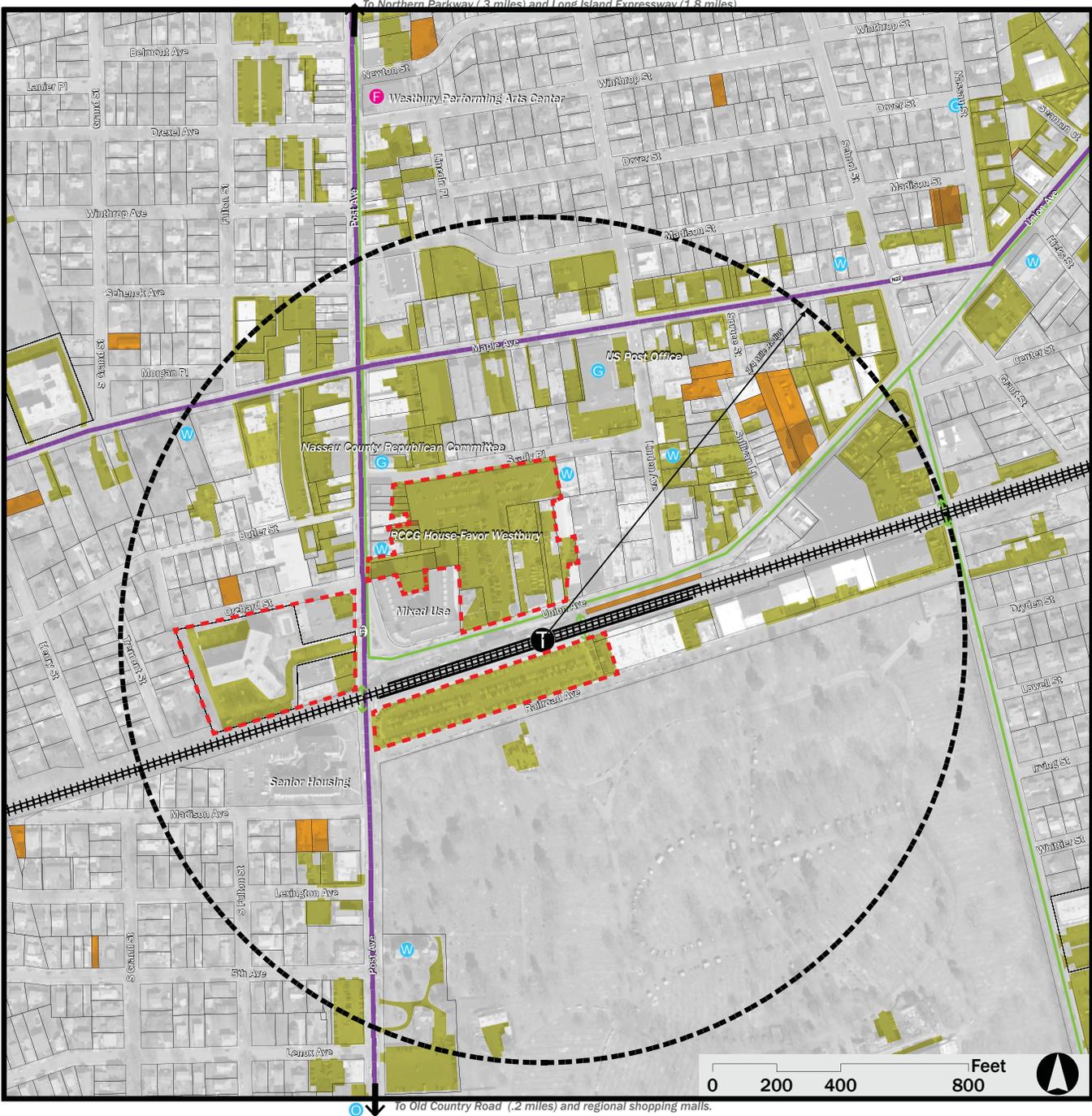
- 130 Post Road apartment complex, 2006
- 242 Maple Avenue apartment complex, 2006
- Westbury Theatre renovation, ongoing

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]			
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]			[Grey bar]
developer interest	[Blue bar]			[Grey bar]
leadership in place	[Blue bar]			[Grey bar]
overall	[Orange bar]			

- Downtown Inventory: Westbury, Nassau County Planning Commission, 2005

### Potential projects





# Westbury Station Village of Westbury

- Transit Station (train)
- 1/4 mile radius from station
- Crossing
- Transit Routes (train)
- Transit Routes (bus)
- Bicycle Facilities
- Wide Roads / Dangerous Crossings
- Limited Access Highway
- Parcels
- Government/Public Buildings
- Community Centers
- Religious Institutions
- Schools, Colleges & Universities
- Arts, Culture & Entertainment
- Recent New Development
- Other Identified Destinations
- Parks & Open Space
- Surface Parking Lots & Parking Structures
- Vacant Land
- Vacant/Unused Buildings and Soft Sites
- Brownfields/Contaminated Sites
- Planned/Proposed Future Development
- Plans / Project Areas
- Potential Development Sites

# West Hempstead Station • Town of Hempstead

## Unincorporated. West Hempstead Branch.

West Hempstead is one of three LIRR stations in the hamlet of West Hempstead, along with Hempstead Gardens and Lakeview. All three are included in this study. Of the three, West Hempstead averaged the fewest number of 2006 morning westbound passengers at 154. Running north to south and parallel to Woodfield Road, the West Hempstead station divides the street grid to the south. The station area boasts a large amount of land within the station area used for commercial purposes, anchored by the presence of National Wholesale Liquidators on a large parcel near the station. With several other large sites within the station area that the Hamlet is looking to repurpose, there are some key opportunities for TSD at West Hempstead.

The hamlet is actively pursuing these opportunities with the West Hempstead Urban Renewal Plan, which looks at the feasibility of a mixed-use land use scenario for the parcels surrounding the station. An apartment complex was recently completed adjacent to the station itself and its construction was a byproduct of new “transit-oriented housing zone” regulations adopted by the Town of Hempstead that encourages more livable development. The LIRR is considering restoring weekend service to the station because of its success. Both the Town and the community feel strongly about the development potential of their station area and are partnered in their vision for a



TSD is already occurring within West Hempstead's station area.

more livable environment around the station. The community is looking for help from the Town to designate West Hempstead as a strong potential growth area.

West Hempstead is a strong candidate for the purposes of this study. The station area has the right factors in place to make development within West Hempstead successful. TSD within this station area would provide a compelling case for TSD on an appropriate scale.

### Recent/ongoing plans & studies

- West Hempstead Urban Renewal Plan, Town of Hempstead, 2007
- New “Transit-Oriented Housing” zoning code, 2008

	POOR	FAIR	GOOD	GREAT
community desire	[Blue bar]			[Grey bar]
physical suitability	[Blue bar]			[Grey bar]
public sector readiness	[Blue bar]	[Grey bar]	[Grey bar]	[Grey bar]
developer interest	[Blue bar]			[Grey bar]
leadership in place	[Blue bar]			[Grey bar]
overall	[Orange bar]			[Grey bar]

### Recent developments

- Alexan at West Hempstead apartment complex, 2012

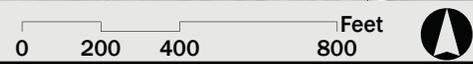
### Potential projects





## West Hempstead Station Town of Hempstead

-  Transit Station (train)
-  1/4 mile radius from station
-  Crossing
-  Transit Routes (train)
-  Transit Routes (bus)
-  Bicycle Facilities
-  Wide Roads / Dangerous Crossings
-  Limited Access Highway
-  Parcels
-  Government/Public Buildings
-  Community Centers
-  Religious Institutions
-  Schools, Colleges & Universities
-  Arts, Culture & Entertainment
-  Recent New Development
-  Other Identified Destinations
-  Parks & Open Space
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-  Vacant Land
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Baldwin Station

## Section IV

# Piloting Sustainable Development

A primary goal of this study is to select three suitable examples of sustainable development and station area livability enhancements that exist throughout Nassau County. Our approach seeks to designate three station areas that meet all of the requisite criteria for transit-supported development (TSD) and will most effectively illustrate to other communities how TSD can be successful elsewhere in the County and throughout the region. These three sites, selected from our review of representative stations, are both ready and willing to usher in a new era of sustainable development and station area livability enhancements within Nassau County, based on HUD's six livability principles: **provide more transit choices, promote equitable and affordable housing, enhance economic competitiveness, support existing communities, coordinate policies and leverage investment, and value communities and neighborhoods.**

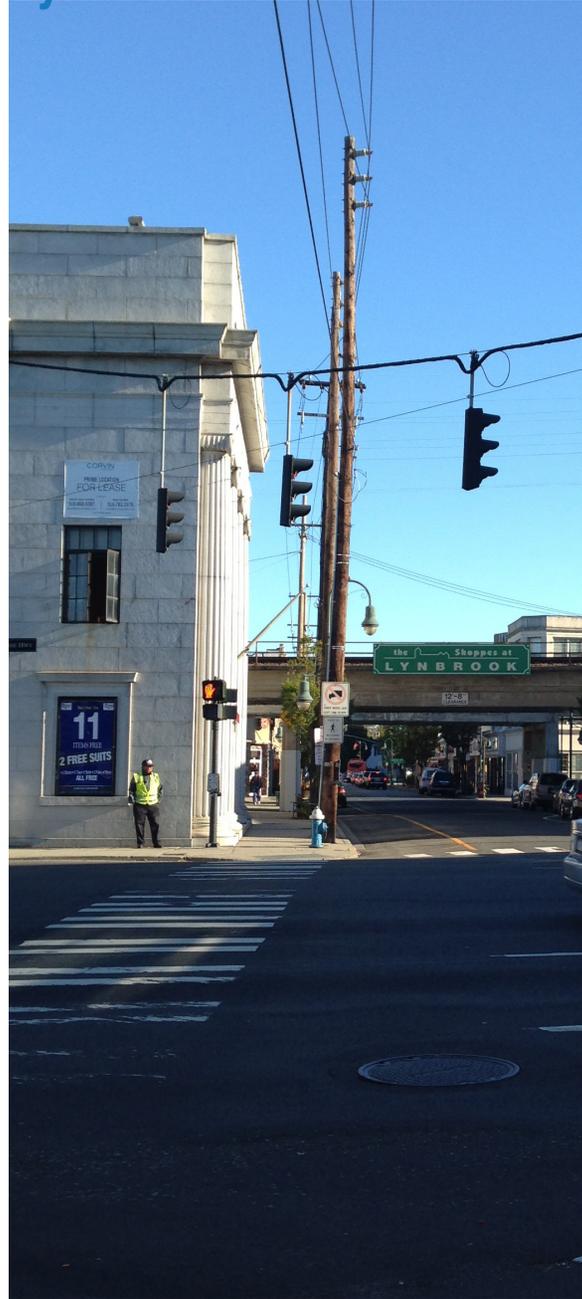


## Baldwin



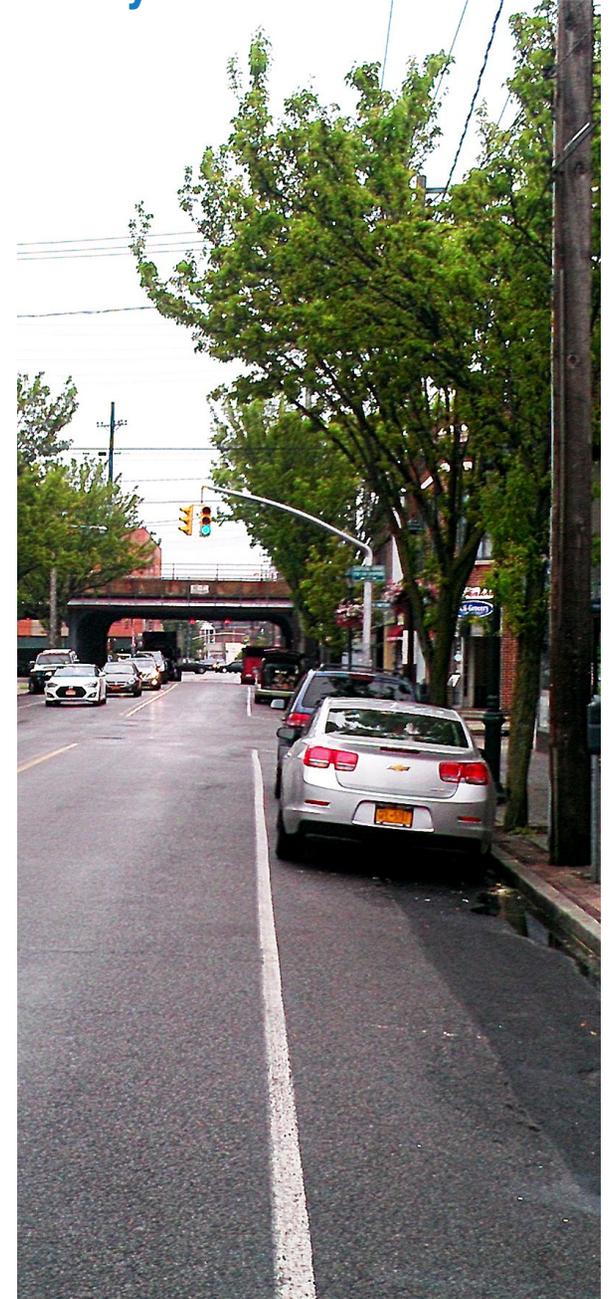
Baldwin's LIRR station parking lot.

## Lynbrook



Sunrise Highway near Lynbrook's LIRR station.

## Valley Stream



Valley Stream's Rockaway Avenue bisecting LIRR tracks.

## Three Pilot Station Areas

Nassau County selected three station areas that would provide valuable and replicable sustainable development pilot projects for the county. While the potential projects for all finalist station areas of Baldwin, Hicksville, Lynbrook, Valley Stream, and Westbury should be considered, the three discussed in this section provide the best opportunities to spearhead sustainable development in the near term. Based on public feedback, deliberations, knowledge of the political context, and evaluations conducted during the selection process, County administration decided to pursue partnerships with the following three station areas: ***Baldwin, Lynbrook, & Valley Stream.***

An integral component of the station area plans is a detailed assessment of how TSD will increase access to jobs, incentivize and facilitate use of public transit, and encourage mixed-income housing options. In line with the New York – Connecticut Sustainable Communities Consortium’s Fair Housing and Equity Analysis (FHEA), TSD encourages diversity and access to employment opportunity and fair housing options while promoting economic advancement in racially concentrated areas of poverty and areas of opportunity. The station areas selected in this study represent not only worthy pilots for TSD, but opportunities to realize the goals of FHEA within each community.



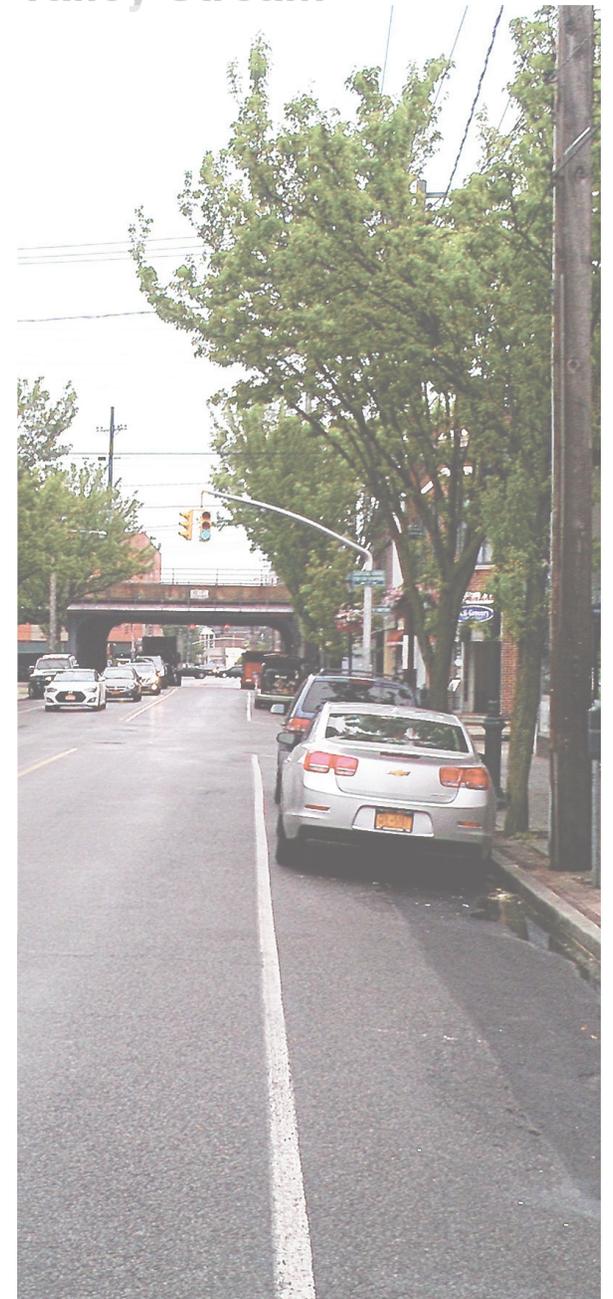
## Baldwin



## Lynbrook



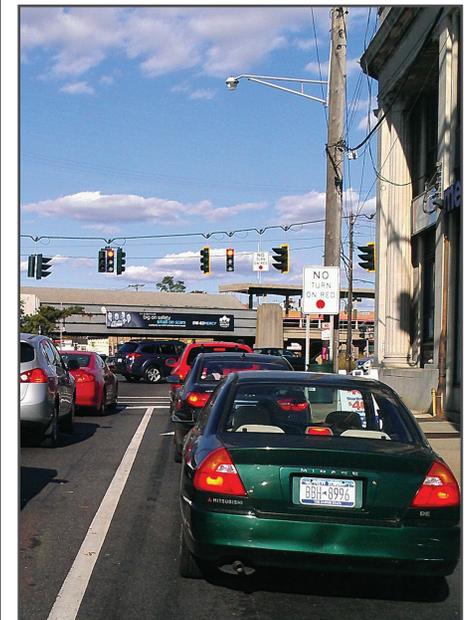
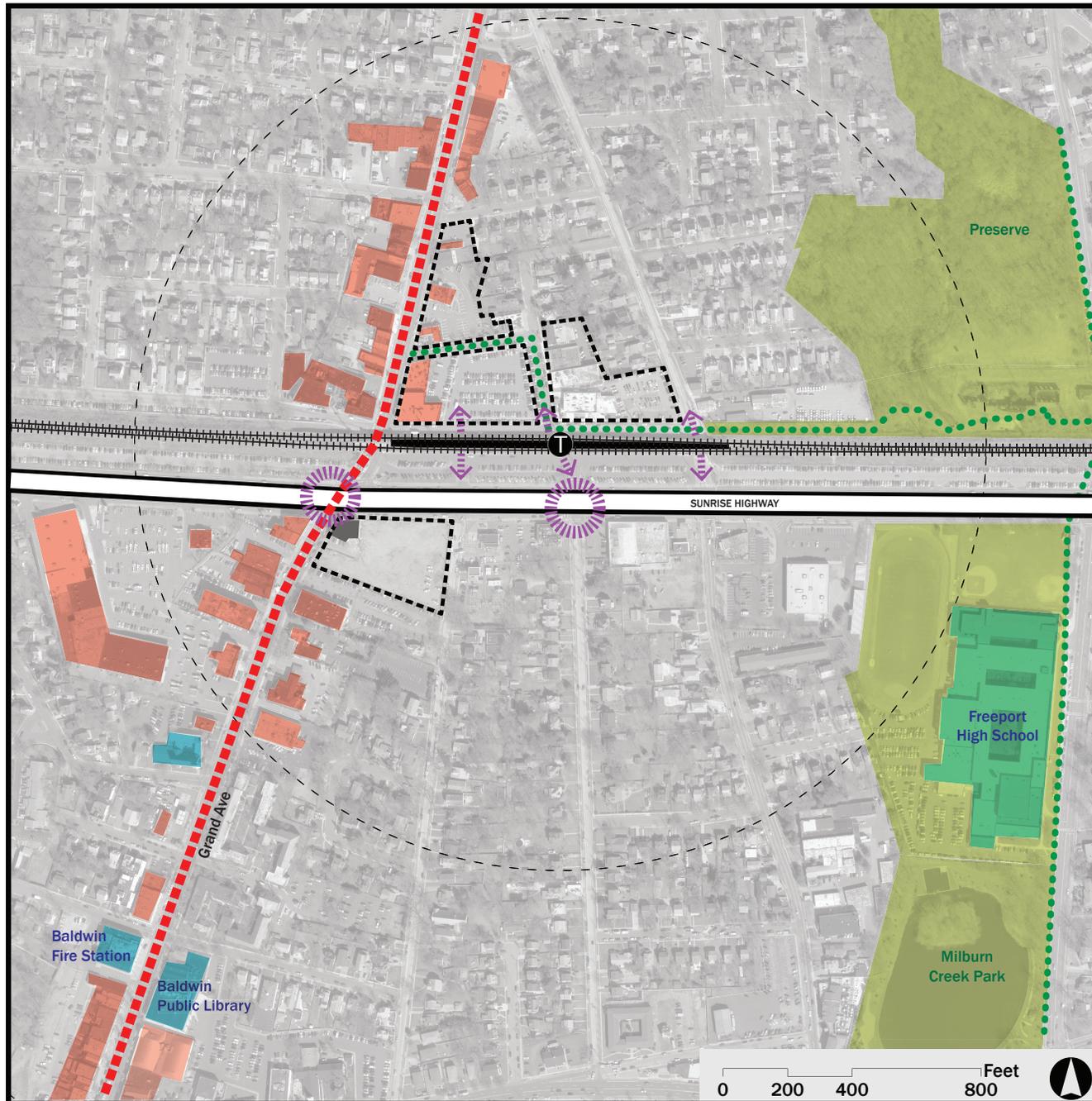
## Valley Stream



# Baldwin

## Complete Streets, Strong Downtown





Baldwin's Grand Avenue at Sunrise Highway.

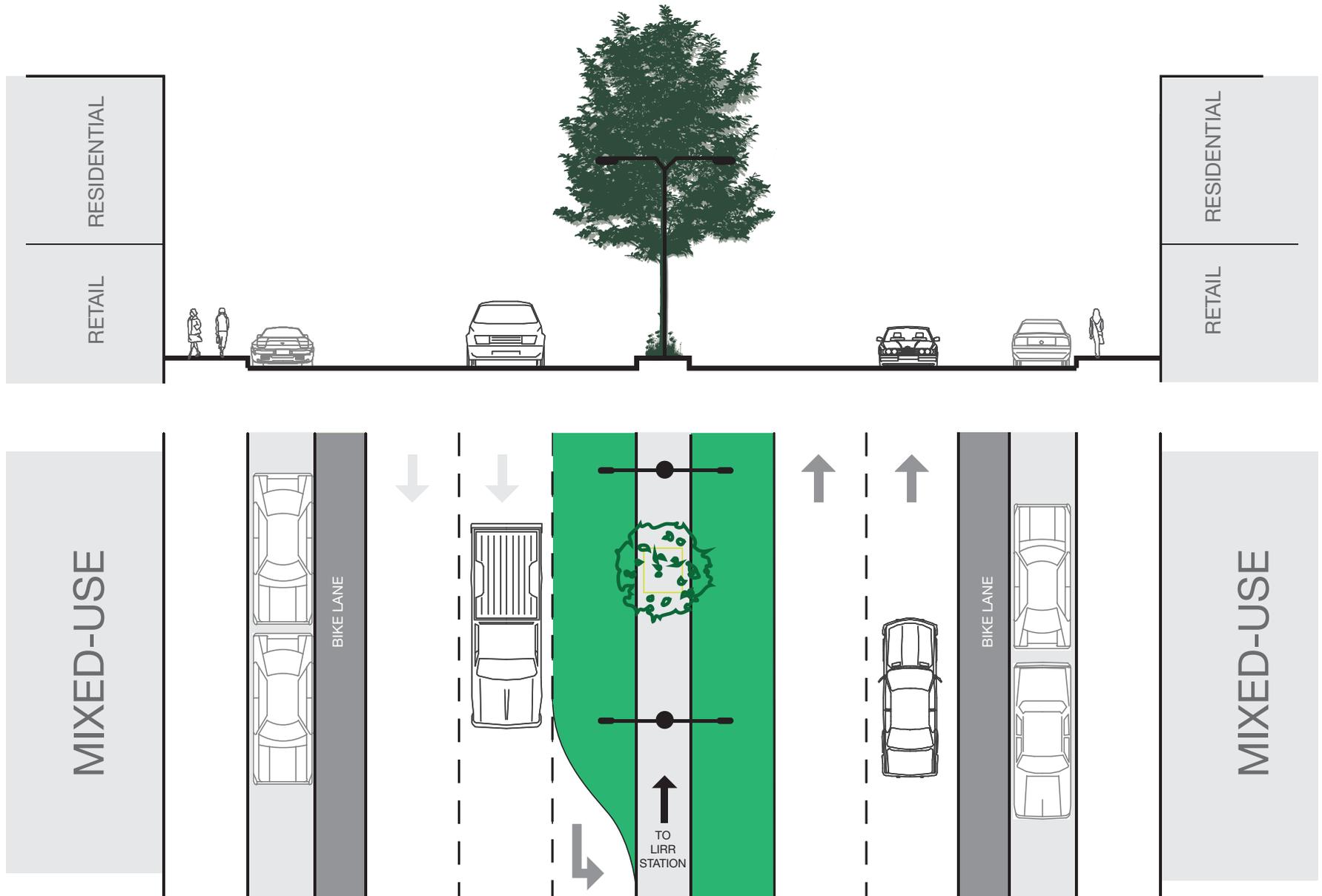
## Introduction

Baldwin Station parallels Sunrise Highway along the Long Island Rail Road (LIRR) Babylon Branch. Not only in Baldwin, but in workshops with the communities for all of the LIRR Babylon Branch stations, the project team heard the recurring theme from residents and business owners that Sunrise Highway is dangerous to pedestrian safety, and represented a significant barrier to connecting development opportunities north and south of the station area. The opportunity to develop complete street and pedestrian safety strategies for the crossing of Sunrise Highway is an important consideration at Baldwin Station. Improvements to the intersection of Sunrise Highway and Grand Avenue could translate into improvements for similar downtown intersections along the corridor and spur nodes of pedestrian-oriented development typologies— which are integral to the success of a station area’s downtown – throughout the County. Baldwin’s station area exhibits an interesting mix of uses but lacks an identity that would distinguish Baldwin as a destination.

The roadway network of Grand Avenue, Milburn Avenue, and Brooklyn Avenue, surrounding the municipal parking lot to the north of the LIRR station, coupled with “Main Street” scale of Grand Avenue, provides a foundation for a walkable district. There are key infill opportunities around the station that could support Main Street commercial use. The larger quarter mile area is a mix of residential uses with a pocket of industrial automobile-related services that front onto Brooklyn Avenue adjacent to the station. As a small commercial district with its primary retail on a busy and heavily trafficked street of Grand Avenue, the station area will struggle to bring in new tenants and higher rents unless the commercial district is expanded or connected to the retail corridor south of Sunrise Highway. The station area could serve as a new northern anchor, building off the activity that the station creates. A streetscape strategy for Grand Avenue, coupled with a safe crossing of Sunrise Highway, would draw more pedestrians to the corridor and to the station and increase activity along Grand Avenue, which would in turn increase commercial viability along the corridor. The commercial corridor culminates at Grand Avenue and Merrick Road and there have been ongoing attempts

to anchor this end of the commercial corridor with an urban renewal project. Any redevelopment at the southern end of the Grand Avenue commercial corridor should strive to complement the adjacent Baldwin Bowling Center and the Baldwin Public Library that together, serve as an anchor of the commercial corridor and a destination for those in the Baldwin community. Just to the south of the intersection of Grand Avenue and Merrick Road is Parsonage Creek inlet, Silver Lake and Silver Lake Park, providing recreational amenities in close proximity to the downtown. The major challenges to Grand Avenue remain the discontinuity of uses along the corridor which compromises density and walkability, the lack of pedestrian amenities to attract a larger population of users, the crossing of Sunrise Highway and the lack of a commercial center at the Baldwin station that would serve as the northern anchor to the corridor.

Baldwin’s desire and readiness for a mixed-use development to anchor its downtown complements the development occurring in the urban renewal plan area on Grand Avenue south of the station, making Baldwin an ideal pilot project. Additionally, Baldwin residents were some of those hardest hit by Superstorm Sandy in 2012, making the need for sustainable development – especially housing and neighborhood-scale businesses – that much more important for the future of the community. Furthermore, these potential improvements to Baldwin’s station area fall in line with the community’s shared vision for their downtown. In their feedback, civic organizations expressed a strong desire for a complete visioning plan for their downtown that focused on complete streets, mixed-use/multi-family developments, and the creation of a true “green” community that held sustainability in high regard.



A plan and section of typical complete street design features.

## Complete Streets Overview

### Complete Streets Design Guidelines

Complete streets are intended to create a “Main Street” feel along major community corridors, creating an attractive, safe, and active public realm that encourages people to drive less and walk, bike, and take the train or bus more often, enabling safe access for all users, not just the automobile. While there is no singular design prescription - as each instance should be designed in community context - complete streets may include wider sidewalks with ample plantings, bike lanes, clearly designated and frequent crosswalks with pedestrian signals, comfortable and accessible public transportation stops, and narrower travel lanes. Additionally, complete streets are typically accompanied by mixed-use buildings with street facing frontage, making it easy for a wide range of residents, shoppers and workers to walk and shop on their way to and from transportation stops.

With partnership from the State of New York, complete streets along Baldwin’s Grand Avenue will create the opportunity to realize a safe crossing along Sunrise Highway and easy access to the LIRR station. Additionally, complete streets would encourage landlords and tenants to take stock in their storefronts and maintain a certain aesthetic. If designed properly and within the appropriate scale and context, a complete Grand Avenue can serve as a catalyst for other land-use and building design initiatives in downtown Baldwin that would require the cooperation of the local property owners and the Town of Hempstead.

## Economic Benefits of Complete Streets

As part of the Baldwin Pilot Project, the project team identified three case studies where communities implemented a complete streets project that resulted in local economic benefits in addition to improvements to pedestrian safety. These findings suggest that a complete streets project would support further development along Grand Avenue and Baldwin in the following ways:

- **A small-scale complete streets project can produce long-term economic benefits while also strengthening municipal budgets.** A relatively small investment in complete streets can create long-running economic benefits while boosting sales tax receipts.
- **A complete streets project can help nearby local businesses withstand an economic downturn.** Streetscape improvements can help local retail withstand challenging economic conditions.
- **A complete streets project can be used as an effective base for broader economic redevelopment efforts.** Municipal leaders can use streetscape improvements to Grand Avenue as a way to set the stage for larger, more ambitious economic development efforts in the medium and long term.

In many examples, public sector investment into a complete streets project resulted in private sector returns, be it through the incentive of private land owners to maintain their properties or through the creation of a viable market where new businesses set up shop along the corridor and flourished.

## Existing Conditions

### Overview

Baldwin consists primarily of single-family residences, with several pockets of multi-family housing. Nearly 7 percent of the total population lives within the downtown station area. Zoning in the hamlet is governed by the Town of Hempstead zoning ordinance. While the majority of the hamlet is zoned for single-family residences, the Town of Hempstead ordinance features a floating residence zoning code that allows for higher density multi-family residences. This designation could be applied to any single parcel or assemblage of parcels having a certain minimum land area and located adjacent to public transit facilities or along a major thoroughfare and could serve as a vital tool for creating transit-supported development within downtown Baldwin.

Within the downtown, only 33 percent of existing commercial space is utilized. As a result Baldwin has one of the lowest commercial densities in all Nassau County downtowns. Given the availability of commercial space, coupled with the strong presence of downtown residents, Baldwin has substantial opportunities for sustainable infill development along Grand Avenue. While there are many vacancies along the corridor, there remain some small businesses with street-facing frontage, which provide precedent for the creation of a “Main Street” walkable environment.



Baldwin's car-oriented LIRR station.

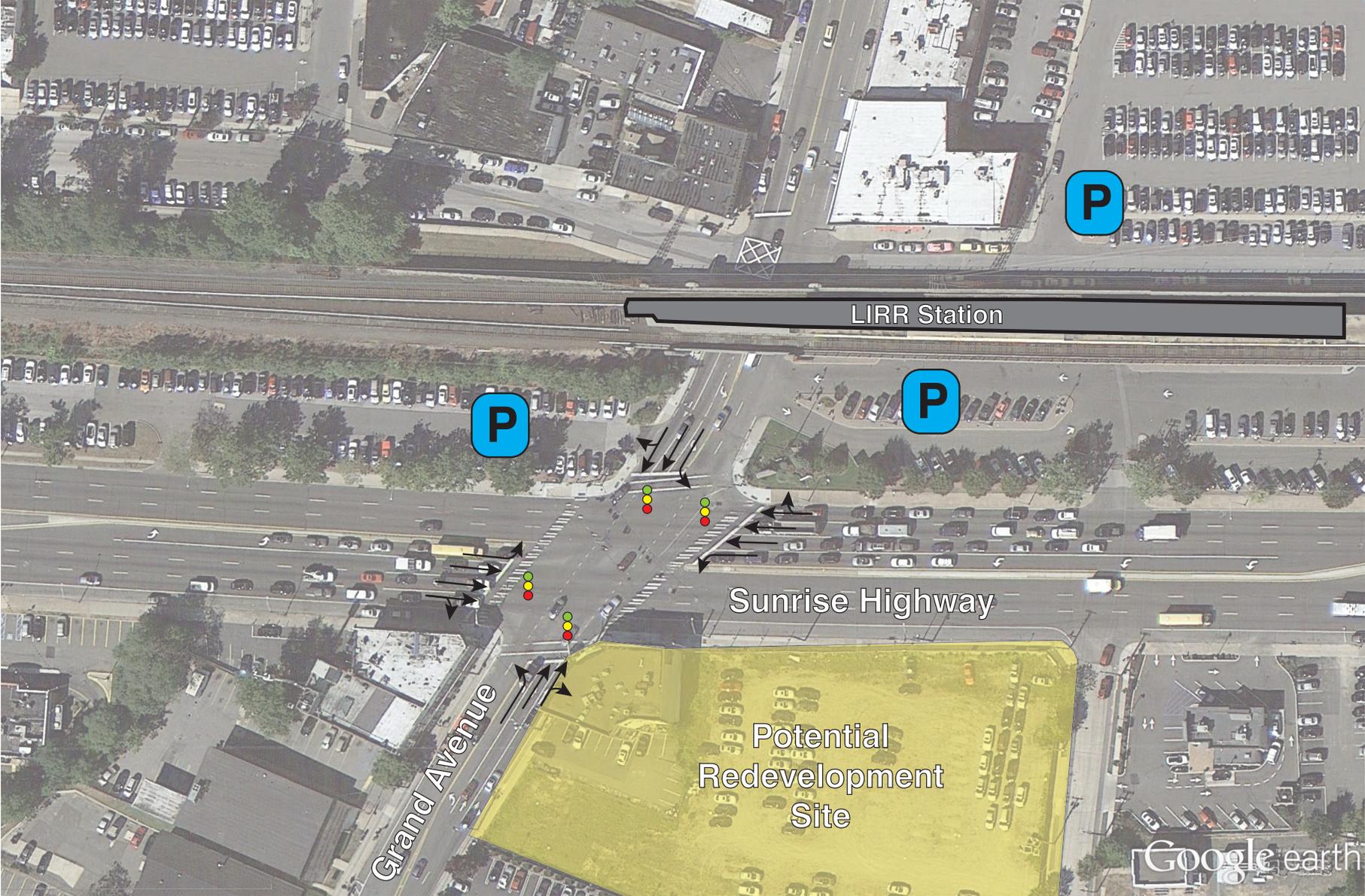
## Existing Conditions

### Demographics

A culturally diverse Long Island community, Baldwin is a prosperous hamlet located along Sunrise Highway on the South Shore of Nassau County that attracts middle-class families through its high quality of life and inclusive spirit. The LIRR connects the hamlet to Manhattan with fast and frequent service while nearby Jones Beach and Wantagh Park offer residents access to some of Long Island's premier outdoor destinations.

Selected Demographic Attributes	Baldwin, NY	Nassau County
<b>Population</b>	<b>32,203</b>	<b>1,343,698</b>
White	50%	72%
Black	34%	12%
Asian & Pacific Islander	5%	8%
Other	11%	8%
<b>Households</b>	<b>10,817</b>	<b>450,503</b>
Average Annual HH Income	\$115,853	\$118,295
% of HH below \$50K	24%	25%
% Owner-Occupied	82%	79%
% Renter-Occupied	18%	35%
Workforce Commuting to Major City	<b>38%</b>	<b>35%</b>
Distance from Midtown, New York City	<b>25 miles</b>	<b>Varies</b>

Note: Baldwin demographic data combines Baldwin and Baldwin Harbor U.S Census data.



Existing conditions at the intersection of Grand Avenue and Sunrise Highway.

## Existing Conditions

### Grand Avenue at Sunrise Highway

A key physical challenge facing the Baldwin station area is the Sunrise Highway/Grand Avenue crossing. The crossing is currently design-oriented towards cars and trucks and is dangerous for pedestrians who rely on streetlights and long, narrow crosswalks to traverse Sunrise Highway to get to the LIRR station and points north. The intersection is anchored on the two southern corners by decades-old masonry buildings, including the former Sunrise National Bank, and on the two northern corners by the LIRR station entrance and surface parking lots. These corners, if redeveloped appropriately, provide the physical blueprint for a strong central anchor to a complete Grand Avenue.

The Grand Avenue intersection with Sunrise Highway (NY 27) is located just south of the LIRR Baldwin Station. Grand Avenue is a two-way road with narrow lanes and parking along both sides of the road along much of the thoroughfare, making for a much more pedestrian-oriented experience with slower moving cars separated by parking from the sidewalks. Sunrise Highway mimics its name, a four-lane high-speed highway in both directions with intermittent on-street parking, curb cuts for cars and automobile oriented uses. As the aerial on the preceding page shows, the thoroughfare dominates the intersection and dictates the nature of the built environment around it. The irregular geometry of the intersection also increases the distance in the north/south pedestrian crossing.

There exists both the need and the potential to turn Grand Avenue from a left-behind main street into a sustainable, economically prosperous, and complete street. By following complete streets design guidelines, encouraging a strong north-south connection on either side of the LIRR station, and altering the street to be safe for pedestrians, cyclists, and drivers alike, a complete streets project along Grand Avenue that could bring substantial economic returns to the Baldwin community.



The locations of successful complete streets projects in communities similar to Baldwin.

## Case Studies

To select case studies for evaluation, the project team reviewed the impact of 15 complete streets projects from communities across the United States, using the following criteria to guide its selection process:

- **Demonstrated Economic Impact** – Clear evidence that a complete streets project resulted in positive economic benefits for the community, as observed by an increase in real estate market values, local business revenues, sales tax receipts, or other quantitative measures.
- **Demographics** – Similar demographic attributes to those of Baldwin.
- **Proximity to Major City** – Within a 90-minute drive of a major metropolitan area.
- **Transit Access** – Available transit service to the nearby major metropolitan area.

On this basis, the project team selected the town of Lancaster, located in Los Angeles County, California; the village of Hamburg, outside Buffalo, New York; and the city of University Place, adjacent to Tacoma, Washington. The project team found few studies that demonstrate the benefit of complete streets improvements independent of wider investments in transit, and since Baldwin is not considering significant transit investments at this time, The project team chose studies where economic benefits had been attributed solely to complete streets projects.

In each case study, the project team includes a demographic summary of the community, an overview of the prior physical conditions, a description of the complete streets project that was introduced, and the direct economic benefits that resulted from the project. Key findings from these case studies areas are as follows:

- **In Lancaster, CA**, local officials used a comprehensive street redesign to tie together a broad program of economic revitalization that included outreach to small businesses, extensive cultural programming, and a city-wide rebranding effort.

- **In Hamburg, NY**, despite the years of slow growth that followed the 2008 Great Recession, an improved streetscape resulted in 97 percent occupancy along the corridor, \$7 million of inward private investment and 33 building projects.
- **In University Place, WA**, prior to the completion of construction observed sales tax receipts for businesses adjacent to the roadway were 2 percent higher than the town average; 11 years after project completion, retail rents along the improved corridor are 60 percent higher than the town average. A durable change was made through a comparatively small investment on a single roadway, a project that set the stage for the long-term economic development and TSD improvements that the city implemented in the following decade.

These case studies demonstrate that a modest investment by municipal officials in a complete streets project can result in significant economic benefits. Across the three projects, an initial investment of \$7 to \$10 million generated economic returns that ranged from \$20 million to over \$100 million. Furthermore, these benefits were realized on projects of small geographic scale, ranging from a half mile to two miles in total length. Finally, these studies highlight the utility of complete streets projects as an effective platform for municipalities to advance broader economic development goals.

## Case Study 1: Lancaster Boulevard, Town of Lancaster, Los Angeles County, California

Located 70 miles from Downtown Los Angeles by highway and 2 hours away from Union Station by Metrolink commuter rail, the City of Lancaster in Los Angeles County is a middle-class suburban community. Although Lancaster and Baldwin significantly differ in size, population, and average household income, the local economies of both municipalities rely on their geographic proximity to a large metropolitan economy. Twenty-five percent of Lancaster residents work in metropolitan Los Angeles, similar to the 37 percent of Baldwin residents that commute to New York City for work.

Thanks to the vision of planners and city officials that viewed a complete streets improvement as the central element to the reinvention of their downtown, Lancaster has seen a tremendous return on the initial cost of project investment.

### Prior Conditions

Lancaster Boulevard, which bisects Lancaster and forms its commercial core, is near to the city’s Metrolink station. Like many other suburban arterial roads, the four-lane highway had been designed to optimize automobile travel, without consideration for the pedestrian or nearby retail. As a consequence, the thoroughfare suffered from high-speed traffic, inadequate pedestrian amenities, and weak retail sales.

### Project Description

In 2008, city officials pursued a bold redesign of a 9-block (0.6 mile) section of Lancaster Boulevard as the centerpiece of the city’s revitalization strategy, which also included the creation of a visitor’s bureau, outreach efforts to support local retailers, and a comprehensive program of arts and cultural events. Far exceeding small-scale cosmetic improvements, Lancaster officials used the introduction of a large-scale, transformative improvement as the driving force behind the creation of a thriving, vibrant, mixed-use retail and entertainment district.

Over a two-year period, and in the face of considerable skepticism from many residents and businesses, city officials installed a new design for Lancaster Boulevard that introduced wider sidewalks, dozens of trees, spaces for public art, and the “Ramblas,” a Spanish-inspired public space that reclaimed the center of the thoroughfare. They also introduced a marketing campaign, re-branding the street as “The BLVD.” As reported by Better Cities and Towns, the total cost for all improvements was \$11.5 million.



The extent of Lancaster's BLVD complete street.

## Results

Outstripping project expectations, the improvements to Lancaster Boulevard had a transformational impact on the economic fortunes of the city. According to summary information from the architecture and urban planning firm Moule & Polyzoides, hired to design and implement the improvements in Lancaster, assessed property values in the downtown area rose 9.53 percent in the 12 months following completion of the project (2011-2012) while assessed property values for the town as a whole fell 1.25 percent during the same period.

The City of Lancaster credits the project with attracting \$130 million of private investment, resulting in the opening of over 48 newly created local businesses and the addition of 1,900 additional jobs, including an underground bowling alley, a microbrewery, an Urban Outfitters, and the new Lancaster Museum of Art & History. Furthermore, the California Redevelopment Association estimates that the project has generated \$273 million in net economic output, an astounding return on the city’s initial investment of \$11.5 million.

In 2012, the US Environmental Protection Agency awarded Lancaster the Smart Growth Achievement award for Overall Excellence, owing to the project’s unique combination of distinctive architecture and proven economic benefit.

### Lessons for Baldwin

The positive benefits of complete streets experienced by Lancaster can provide valuable lessons for Baldwin:

- Complete streets projects can be used as a platform for broader community-wide economic redevelopment. Lancaster’s commitment to a transformational improvement of Lancaster Boulevard supported a broad revitalization program that has had substantial economic benefits.
- Community outreach is critical during the design and implementation phase of a complete streets project.

Selected Demographic Attributes	Lancaster, CA
Population	159,666
Average Household Income	\$64,046
Households	47,730
% Owner-Occupied	58%
% Renter-Occupied	42%
Workforce Communiting to Major City	25%
Distance from Nearby City	70 miles



A view of Lancaster’s “BLDV.” Source: The City of Lancaster.

## Case Study 2: Route 62 & Main Street, Village of Hamburg, New York

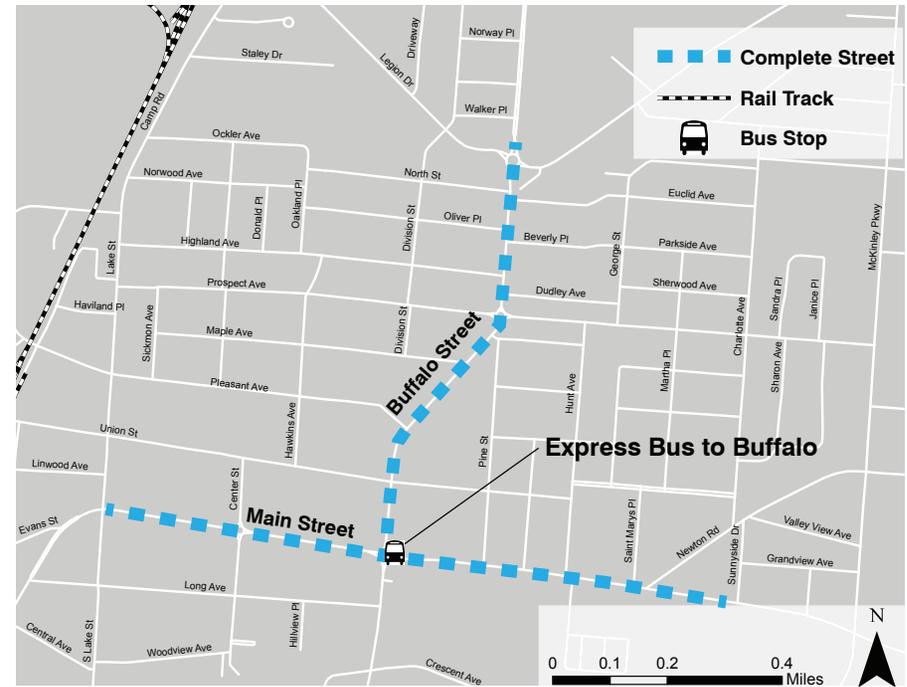
A charming, middle-class suburban community located 13 miles from Buffalo, New York, by highway, and 45 minutes away by commuter bus, the village of Hamburg is known for its “Main Street” feel. While its population is less than half that of Baldwin, the comparative demographic profile of the village within its wider metropolitan area is similar to that of Baldwin. A focused investment in the quality of its downtown streetscape not only significantly improved pedestrian safety within the village; it created an opportunity for retail growth in the face of an underperforming regional economy.

### Prior Conditions

The intersection of US Route 62 and Main Street within Hamburg forms the main commercial corridor of the village, and an express bus stop with service to downtown Buffalo departs from their intersection. In 2001, New York State Department of Transportation (NYSDOT) officials proposed to improve total throughput on Route 62 by adding another traffic lane, removing parallel parking, and narrowing sidewalks. Local merchants, whose sales were already threatened by a nearby mall, partnered with local residents, who were concerned with safety, to form the Route 62 Committee.

### Project Description

Working in collaboration with the Walkable and Livable Communities Institute (WALC), the Route 62 Committee proposed an alternative redesign for a 0.8-mile segment of Route 62 and a 1-mile segment of Main Street. This design narrowed driving lanes, introduced four roundabouts, created additional space for on-street parking, added trees, and introduced safety lanes. By a 4-to-1 margin, the community voted for the alternative redesign. Construction began in 2006 and completed three years later, in the midst of the Great Recession. According to NYSDOT, total cost for all improvements was \$20 million.



The extent of Hamburg's complete streets.

## Results

Despite a challenging economic climate, the complete streets project reinvigorated Hamburg’s downtown, creating value for landowners and spurring a significant increase in development. As documented by WALC, property values along the corridor have doubled since the village introduced the streetscape improvements. According to Hamburg’s Building Inspection Department, the number of building permits issued in 2010 is over five times greater than the number of permits issued in 2005, and as reported in the New York Times, following the project’s completion, local businesses have spent \$7 million on 33 building projects. A review of real estate market data from CoStar shows that after the completion of the project vacancy rates in the corridor dropped from 7 percent in 2009 to 3 percent in 2011 while village-wide vacancies remained above 10 percent.

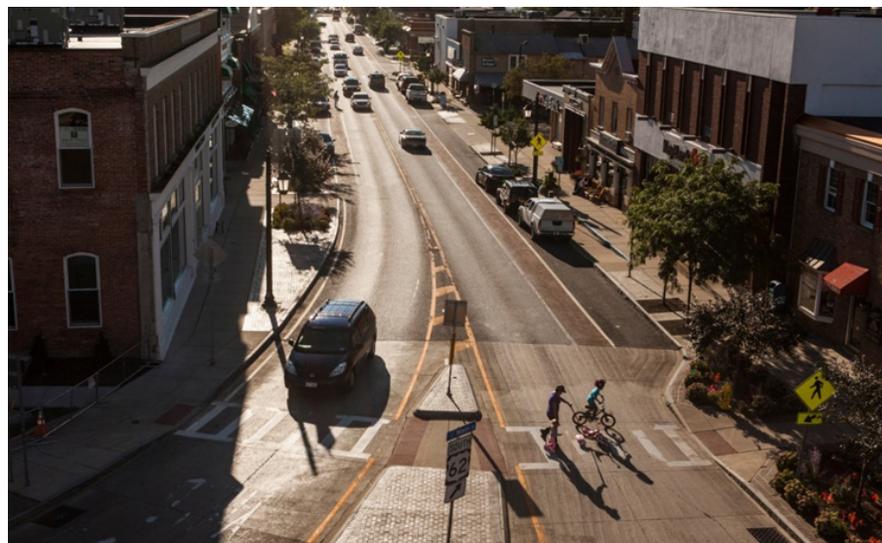
According to the village’s website, in 2013, Hamburg’s economic development department hired Peter J. Smith and Company, a Buffalo-based real estate consultancy, to conduct a real market analysis for the municipality. The consultants determined that the renovation of Route 62 and Main Street had been the most significant public or private economic development initiative in Hamburg in the preceding 10 years.

### Lessons for Baldwin

The demonstrated success of Hamburg’s complete streets implementation has meaningful lessons for Baldwin:

- Complete streets projects can create opportunities for growth under challenging market conditions. Even though both Hamburg and the wider Buffalo region were significantly affected by the Great Recession, its complete streets project created a significant market opportunity.
- Complete streets projects can potentially decrease retail vacancy. According to CoStar, retail vacancy rates in Baldwin have hovered between 6 percent and 7 percent over the last 5 years. It is conceivable that a complete streets improvement along Grand Avenue could yield results similar to those observed in Hamburg.

Selected Demographic Attributes	Hamburg, NY
Population	9,431
Average Household Income	\$72,030
Households	3,919
% Owner-Occupied	72%
% Renter-Occupied	28%
Workforce Communiting to Major City	35%
Distance from Nearby City	13 miles



The intersection of Route 62 & Main Street. Source: The New York Times.



## Results

While limited in scope, the project has had an immediate and durable economic impact on University Place. In a 1999 paper from the Victoria Transport Policy Institute, the Assistant City Manager of University Place observed that prior to project completion, sales revenues at businesses along the corridor had already increased by 7 percent, as compared with a 5 percent increase citywide, along with a 70 percent drop in auto accidents.

A historical review of real estate market data from CoStar shows that while the Great Recession increased vacancies at retail properties throughout University Place, properties adjacent to the improvements on Bridgeport Way demonstrated greater resiliency than those elsewhere, with vacancy rates ranging 1 percent to 2 percent lower than the citywide average throughout the recession. Further analysis of CoStar data shows that ten years after the project’s completion, triple-net retail rents of \$23 per square foot along Bridgeport Way are significantly higher than the citywide average of \$16 per square foot.

Most notably, in 2012 the city of University Place partnered with a local developer to introduce a mixed-use transit-friendly development located near to the center of the Bridgeport Way improvement. Known as “University Place Town Center”, the development includes 100 multi-family units and 12,000 square feet of new ground-floor retail development.



Bridgeport Way following complete streets renovation. Source: The City of University Place.

## Lessons for Baldwin

The impact of the complete streets project in University Place has meaningful lessons for Baldwin, particularly over a long timescale:

- Long after their completion, complete streets projects durably increase real estate value. Over 10 years after the project’s completion, average rents along Bridgeport Way are 60 percent higher than those of University Place, and vacancy rates in the corridor demonstrated greater resiliency during the Great Recession than elsewhere in the city.
- Moderately-sized projects – both in geographic and financial terms – can lay the groundwork for long-term changes. In University Place, a simple roadway renovation created the conditions that enabled the city to advance a more substantial transit-oriented development project over a decade later.

Selected Demographic Attributes	University Place, WA
Population	31,616
Average Household Income	\$81,614
Households	12,963
% Owner-Occupied	56%
% Renter-Occupied	44%
Workforce Commuting to Major City	55% (Tacoma)
	15% (Seattle)
Distance from Nearby City	5 miles (Tacoma)
	38 miles (Seattle)

## Community Engagement

In order to best engage the community on the benefits of and steps required to realize a complete streets project, Nassau County partnered with the Baldwin Civic Association in developing a community outreach strategy to effectively engage the hamlet. In implementing this strategy, the team held a public workshop at the Baldwin Senior High School on October 29, 2013. The meeting was well attended and began with a presentation on the benefits of complete streets, followed by three break-out groups where attendees were invited to share their thoughts on a potential complete streets project within their community. The program ended with a wrap-up where each break-out group shared key findings and takeaways. Key takeaways from the community include the following:

- Overall, attendees were in favor of a complete streets project.
- Attendees were concerned over safety issues along their streets.
- Attendees would particularly like to see beautification and smarter design of the public realm along Grand Avenue.
- In general, the community is looking for assistance from both Nassau County and the Town of Hempstead in finding funding sources and getting plans off the ground.
- Attendees were generally in favor of appropriately scaled (3 stories) mixed-use development.
- Attendees voiced concern that a complete streets project along Grand Avenue could create a “shopping mall” effect along the corridor.
- Attendees were particularly concerned about bringing successful, attractive small business to their station area.
- Two of the three break-out groups mentioned the need for an analysis of existing traffic patterns in and around Grand Avenue (from Merrick Road north to Milburn Avenue) to determine the technical feasibility of implementing complete streets improvements. Residents mentioned the observed traffic congestion on Grand Avenue just north of Sunrise Highway in the afternoon as Baldwin Senior High School lets out.

- Residents mentioned that the circulation pattern around the LIRR station causes traffic congestion (afternoon/evenings) as entering/exiting taxicabs block the through-lanes of Grand Avenue just north of Sunrise Highway.
- Two of the three break-out groups mentioned the need to alleviate heavy truck traffic along Grand Avenue. It was noted that heavy trucks in this area are the cause of traffic congestion, noise pollution and pedestrian safety concerns.



Attendees at the Baldwin public workshop.

## Next Steps

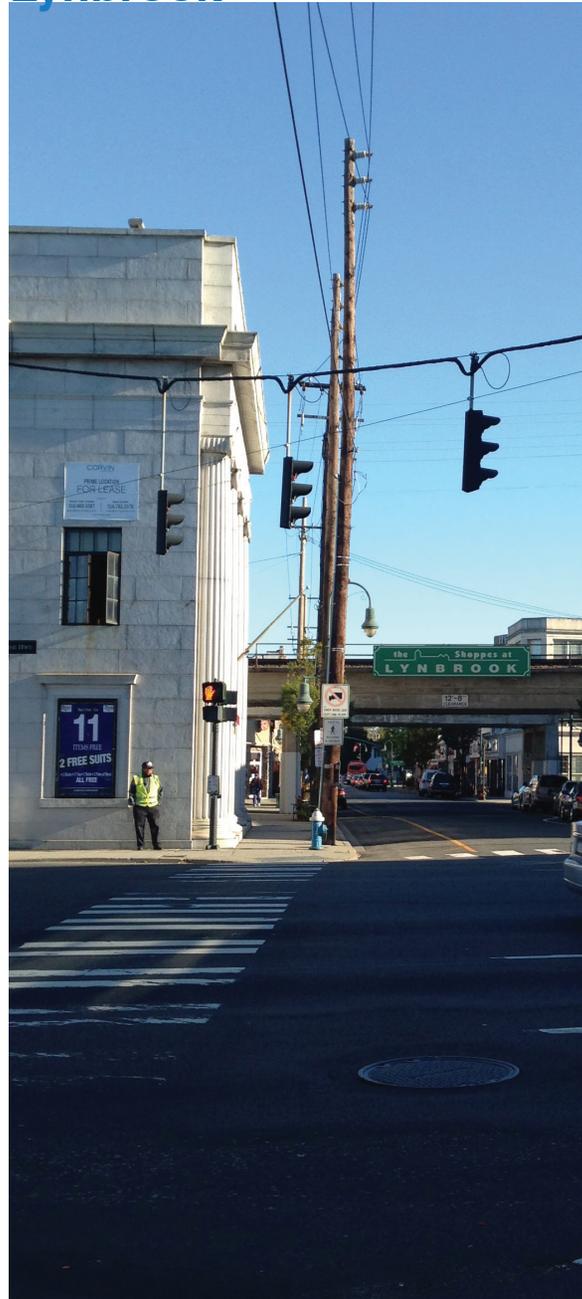
For Baldwin to advance a complete streets project on Grand Avenue, the project team recommends the following next steps as a starting point.

- **Engage in community outreach to determine the project’s economic development goals.** Outreach and visioning efforts provide a channel for the community to express its preferences on specific improvements and techniques. Furthermore, local public works and transportation departments may not be equipped to assess the potential economic benefits of a “complete streets” project. Through a coordinated planning process, Baldwin can develop consensus around the project’s economic development goals.
- **Conduct a technical assessment of existing conditions on Grand Avenue to define project geography and identify potential project phasing.** Community leaders can proactively partner with Nassau County and the NYSDOT to determine what improvements would be feasible based on current and projected traffic volumes and current policies and guidelines. An open dialogue on the nature of urban state managed roadways should be conducted to develop guidelines for enhanced “complete street” strategies where warranted in an urban context so that streets like Grand Avenue can be piloted as complete street projects.
- **To secure funding, select a specific complete streets project that meets the community’s economic development goals and aligns with the technical assessment of current conditions.** Selecting projects that meet both criteria can help the project secure funding. Community leaders should work with Nassau County officials to identify and apply for funding programs from the state and federal government. One potential source of funding is the New York State’s Department of Transportation, which began focusing on complete streets projects in 2011.
- **Host workshops throughout the process to keep the community engaged and informed.** Streetscape improvement projects are susceptible to misinformation and skepticism, particularly when residents and businesses are unfamiliar with the benefits. Outreach, visioning efforts and continuous updates provide a channel for the community to express its preferences on specific improvements, techniques and project milestones.
- **Coordinate with Nassau County in releasing an RFP for a traffic study along the Grand Avenue corridor within the LIRR station area.** This project would constitute a critical first step in examining existing conditions along the County owned and operated avenue within a complete streets framework. The Nassau County Department of Public Works anticipates initiating a traffic study within the vicinity of the LIRR station in the mid-2014.

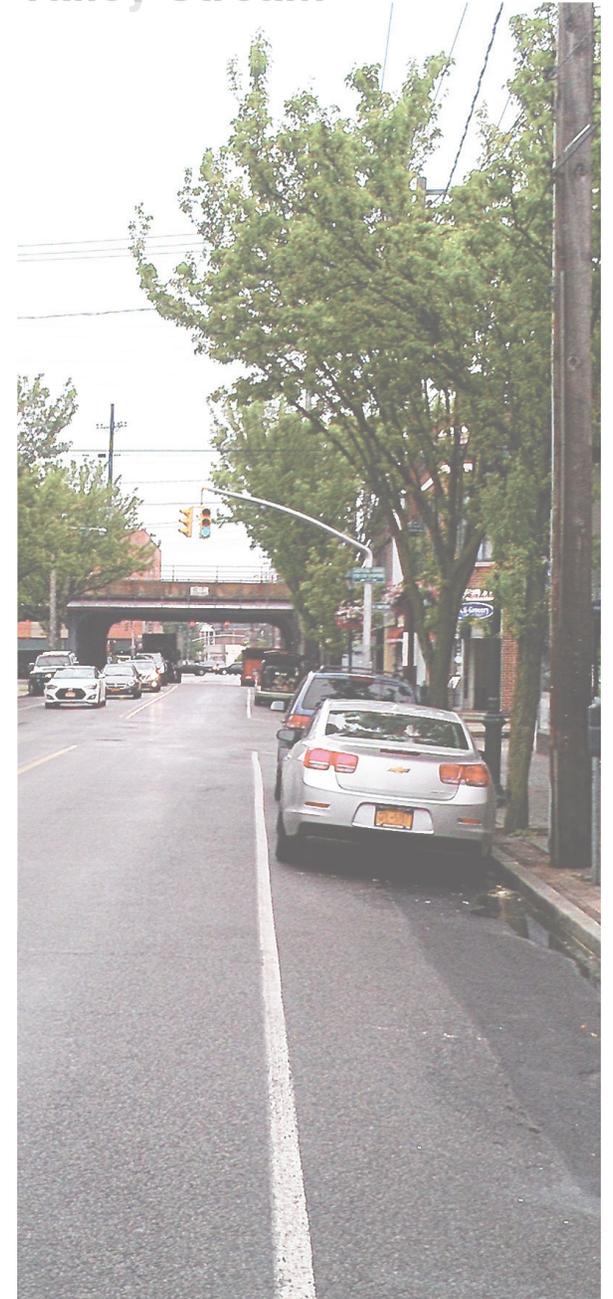
## Baldwin



## Lynbrook



## Valley Stream



# Lynbrook

## Reimagining a Longstanding Downtown





## Lynbrook Station Village of Lynbrook

-  Transit Station (train)
-  1/4 mile radius from station
-  Transit Routes (train)
-  Crossing
-  Potential Development Sites
-  Key Commercial Corridors
-  Barriers to Movement
-  Priority Pedestrian Improvement Locations
-  Major Intersection
- Pertinent Existing Land Use**
-  Commercial/Retail
-  Civic

**Site A: Proposed Theater Site**  
**Site B: Proposed Hotel Site**  
**Site C: Proposed LIRR Retail Site**



Lynbrook's Atlantic Avenue.

## Introduction

Nassau County's pilot project in the Village of Lynbrook will focus on building off of recent development projects by creating an environment for further sustainable development to occur within Lynbrook's downtown. A strategy that combines marketing, policy changes, and the potential for specific public realm interventions will help Lynbrook to build upon its recent successful growth and push Lynbrook into the forefront of Nassau County and Long Island as a destination location for working, living and shopping.

Lynbrook is a mature downtown with a strong mix of residential, commercial and office uses in and around the station area. Like Valley Stream, Lynbrook has two LIRR stations, Westwood and Lynbrook, picking up two LIRR branches: Babylon and Long Beach. Similar to other communities and downtowns along the LIRR Babylon Branch in Nassau County, the Lynbrook station area and Sunrise Highway separate the northern portion of downtown from the southern portion of downtown. There is a "Main Street" – Atlantic Avenue – that represents a recognized downtown corridor in the region and multiple soft sites within the corridor are being considered for redevelopment. The core of the downtown, centered on Atlantic Avenue, is strong, with architectural and updated building facades, streetscape treatments, high retail occupancy and a wide range of shopping options. The core is unique in that it extends south past the railroad right-of-way and Sunrise Highway, connecting the core to Lynbrook High School, the library and the Atlantic Avenue elementary school. There is potential for further retail growth south of Sunrise Highway, and importantly, the crossing of Sunrise Highway for pedestrians is established and can be improved.

The project team's objective is to build off of three key development projects that are in various stages of planning and implementation in the downtown by strengthening the commercial core around Atlantic Avenue. Atlantic Avenue is appropriately scaled and presents a walkable environment on both sides of the station and Sunrise Highway. Broadway can strengthen its com-

mercial character both north and south of Sunrise Highway, creating a larger commercial district spanning across Sunrise Highway that could change the pedestrian/vehicular dynamic of Sunrise Highway as it passes through Lynbrook. Joining these two districts will strengthen Lynbrook as a destination and increase stability of the commercial core.

Lynbrook holds great promise as a transit-supported community. With an established downtown, it can carefully and strategically line up infill sites for redevelopment that foster appropriate growth in keeping with The Partnership for Sustainable Community's Livability Principles. Infill development, complete street and district overlay strategies found within Lynbrook could then be used for other similar barriers at other station areas. A partnership between Nassau County, the Village of Lynbrook and community stakeholders to achieve this specific goal could provide a suitable blueprint for inter-jurisdictional accomplishments throughout the county while simultaneously promoting Lynbrook's downtown as an example of what a sustainable station area could look like.

According to Lynbrook's Civics, the community understands that Lynbrook is at - or is nearing - a tipping point. The community and the Village are excited to turn interest and planning into action. A marketing strategy, a TSD overlay for the downtown core, and complete streets strategies for Atlantic and Broadway will significantly help an already prosperous and growing corridor transform itself into a destination downtown.



Lynbrook commuters wait for a bus near the theater, which will be redeveloped.

## Existing Conditions

### Overview

The demographics and retail character of Downtown Lynbrook, defined as the commercial corridors of Atlantic Avenue and Broadway, have historically shown broad similarities with other communities along Sunrise Highway, such as Valley Stream, Rockville Centre, and Baldwin. In recent months, however, a series of development projects have been proposed for the Village that will distinguish it from its neighbors as a destination location. To help Village leadership capitalize on these projects and ensure that subsequent development will advance long-term redevelopment goals for Downtown Lynbrook, the project team evaluated the health of the real estate market in the immediate vicinity of Downtown Lynbrook. The team assessed current retail conditions with and without the proposed developments, and identified a series of strategic policy recommendations for Village leadership. To support these recommendations, the project team additionally identified three case studies of other communities elsewhere in the New York metropolitan area.

The project team conducted a scan of real estate market conditions in a quarter-mile radius around the LIRR Lynbrook Station area, a geography that includes Downtown Lynbrook, and found an underdeveloped market for residential property, a healthy market for retail property, and an underperforming market for office property. To assess the residential market, the project team evaluated the quantity of housing in the Station Area and contrasted the demographics of its residents with those of the village as a whole. The project team evaluated the commercial market through an analysis of rents and vacancy rates for retail and office uses within Lynbrook's station area and the village as a whole.

## Proposed Developments for Downtown Lynbrook

Listed below are the three proposed development projects for Downtown Lynbrook. Each has the potential to change the character and scale of retail development in the village.

- **Theater operator Regal Cinemas has proposed to substantially renovate and expand the United Artists cinema on Merrick Road.** Regal Cinemas is working with the Blumenfeld Development Group to expand Lynbrook's theater from 6 screens to 15 screens, nearly double the number of seats from 1,700 to 2,900, and add extensive amenities and cosmetic improvements. (This project is referred to hereafter as the "Theater.")
- **Browning Hotel Ventures has proposed the development of a 6-story, 156-room Marriott Courtyard hotel on the site of a LIRR commuter lot at the corner of Broadway and Langdon Place.** With a target market comprising of visitors to Lynbrook's business district and short-stay travelers taking advantage of convenient rail access to John F. Kennedy Airport, this will be the first hotel in Downtown Lynbrook. (This project is referred to hereafter as the "Hotel.")
- **The MTA is moving forward with efforts to improve the quality and amount of inline retail located in the concourse underneath the LIRR tracks.** Two retail stores, vacant nearly a decade underneath the LIRR tracks on both sides of Atlantic Avenue, effectively created an imposing gap in the Atlantic commercial corridor. Already a difficult location underneath the tracks, walking past boarded up facilities detracted significantly from the ambiance of the corridor. Working with the MTA, the Village has been able to get these retail locations renovated and leased to area business to fill in an important missing tooth in the Atlantic Avenue corridor.



Downtown Lynbrook has a healthy retail market.

## Real Estate Market Scan

The purpose of a real estate market scan is to assess the relative health of a localized property market based on an evaluation of rents, vacancy rates, and planned development. A real estate market scan of the Station Area that encompasses Downtown Lynbrook revealed a healthy market for retail property, an underperforming market for office property, and an underdeveloped market for residential property.

### Retail and Office Property Market Conditions

An extract of CoStar data for the Station Area from September 2013 indicates a market for retail property that outperforms the wider village. The 318,000 square feet of retail property in the Station Area comprises over a third of the total retail in the village, and average triple-net retail rents of \$27 per square foot in the Station Area are higher than village-wide average triple-net retail rents of \$23 and the county-wide average triple-net rent of \$25. Conversely, the office property market in the Station Area underperforms the village as a whole. According to CoStar, while over 50 percent of Lynbrook's 827,000 square feet of office property is located in the Lynbrook's station area, the vacancy rates in the area of 16 percent are higher than the village-wide vacancy rate for office property of 13 percent and the county-wide vacancy rate for office property of 9 percent.

### Residential Property Market Conditions

Analysis of residential development in Lynbrook's station area finds very limited activity over the past 40 years. According to CoStar data from September 2013, with a total of 31,000 square feet, the total square footage of multifamily residential in the station area is less than 10 percent of the total square footage of the combined retail and office property markets, and the most recent multifamily construction in Lynbrook was built in 1962. As a consequence, although 35 percent of village residents live within a half-mile of the LIRR station, only 5 percent of village residents live within the station area, according to ESRI Business Analyst.

In spite of these limiting factors, the demographics of residents in the Station Area compare favorably to that of the village as a whole. According to ESRI Business Analyst, median household incomes in Lynbrook's station area exceed the village average, and residents within half-mile of the station area earn 95 percent of the average village median household income.

### Commuter Trends

According to US Census data, half of Lynbrook's residents work in Nassau County, 40 percent of its residents work in New York City, and the remainder work in elsewhere in the metropolitan region. With daily ridership of 1,800 in a community of 19,400, the LIRR plays a significant role in the local economy. The parking lots adjacent to the LIRR Lynbrook Station were about 75 percent full on the average weekday (2009).

## Retail Market Analysis

In addition to the real estate market scan, the project team conducted a retail market analysis of the Station Area that encompasses Downtown Lynbrook, both under present conditions and in light of the addition of the proposed development projects. This analysis concluded that there is retail oversupply in the Station Area, and determined that although the proposed developments would have a positive effect on the Station Area, they would not substantially close the retail gap.

### Current Retail Market Conditions

To evaluate the retail market conditions in the Station Area, the project team analyzed the potential retail demand of the current population in comparison to the market’s retail supply. To conduct this retail gap analysis, the project team used ESRI Business Analyst to retrieve aggregate dollar estimates of total retail supply and demand within the Station Area. The project team

calculated the retail gap by subtracting the total demand from total supply, and then used an estimate of sales per square feet to translate the gap into an estimate of square footage. In a retail gap analysis, a positive number provides an estimate of the additional square footage that demand in the trade area would support, and a negative number indicates the amount of retail property that currently exceeds local demand. The project team defined the boundaries of the trade area for the retail gap analysis to be that of the Station Area.

A retail gap analysis shows that aggregate retail supply of \$36.9 million (translated to 78,000 square feet) in the Station Area considerably exceeds aggregate retail demand of \$13.5 million (translated to 29,000 square feet) across the major categories of Storefront Retail, Groceries, and Food & Beverage, leaving a retail gap of \$23.4 million (translated to 49,000 square feet).

### Retail Gap Analysis Table

Industry Group	Supply (SF)	Demand (SF)	Retail Demand Gap (SF)
Storefront Retail	41,500	16,800	(25,700)
Groceries	10,300	7,600	(2,700)
Food and Beverage	25,900	4,300	(21,600)
<b>Total Across All Categories</b>	<b>77,700</b>	<b>28,700</b>	<b>(49,000)</b>

## Impact of Proposed Developments on Retail Market Conditions

Based on experience supporting town-center redevelopment efforts in suburban communities across the metropolitan area, the project team concluded that neither the proposed Hotel project nor the proposed Theater project will generate sufficient additional local demand to close the retail gap in the Station Area.

In order for the Hotel to play a meaningful role in increasing local retail demand in Downtown Lynbrook, it must build on the momentum of existing and adjacent destinations. At present, Downtown Lynbrook lacks the distinctive retail and unique dining destinations whose presence and appeal the Hotel could amplify. Over the long term, however, the Hotel can play a central and ongoing role in the efforts of the Village to revitalize the retail and dining options in Downtown Lynbrook, given its central location and predictable pipeline of additional visitor traffic.

In comparison, the proposed Theater development could result in additional foot traffic to local bars and restaurants if it were located in a walkable, curated shopping and entertainment district designed to encourage moviegoers to linger in the community. At present the area at the edge of the downtown core surrounding the location of the proposed Theater does not have these characteristics. However, while it may not significantly increase retail sales, the revitalized theater can meaningfully benefit the Village by creating a regional entertainment destination and focal point in Downtown Lynbrook.

## Impact of Proposed Developments on Residential Market Conditions

The project team concluded that additional residential development in Downtown Lynbrook would contribute to the absorption of the excess retail outlets. According to the Urban Land Institute, in a suburban commercial district, for every 100,000 square feet of retail, planners and developers should target a minimum of 1,000 dwelling units within a 10-minute walking distance in order to gain the constant and durable customer base of a mixed-use community. The additional demand made possible by increasing Downtown Lynbrook's residential population in line with this ratio would help absorb excess retail supply and increase the area's economic self-reliance.

## Strategic Recommendations for Downtown Lynbrook

Based on the market analysis, the project team suggests that the following policy strategies can be used by village leaders to shape the redevelopment of Downtown Lynbrook.

- **Village officials should promote a distinct identity for Downtown Lynbrook and design a tenancing and branding strategy that advances this identity.** To maximize the long-term commercial opportunity of increased development in Downtown Lynbrook, village leaders should define and enforce a unique and distinctive brand and image through a customized tenancing strategy, urban design guidelines and façade improvement programs. The case study for South Norwalk demonstrates the effect of this strategy on similar redevelopment efforts.
- **Village officials should encourage new multifamily residential development consistent with the existing character and scale in Downtown Lynbrook.** Despite fast and frequent train service to Manhattan, very little multi-family residential development exists in Downtown Lynbrook, and no multi-family residential has been constructed in recent decades. It is widely recognized by economic development specialists and policymakers that the successful introduction of multi-family residences to a downtown core can be a highly effective strategy to increase local retail demand and spur economic revitalization. The case study for South Orange outlines how municipal leaders used the addition of integrated multifamily residential and retail development to attract new and distinctive retailers to their town center.
- **Village officials should leverage proven redevelopment techniques to implement rebranding efforts and encourage additional residential development.** Village officials should create an active and engaged economic development entity that can work closely with local businesses, political leadership, and community organizations to advance a coordinated rebranding effort for the Village. Officials should make sure to include streetscape improvements and beautification programs as part of these efforts. To manage the introduction of multi-family residential development and create a walkable, vibrant retail district, Village officials can enact an overlay to the Downtown Lynbrook zoning code. The case

studies for South Norwalk, South Orange, and Rahway all demonstrate how these techniques have been used to implement a redevelopment agenda, introduce a distinctive aesthetic character, and drive further economic growth in similar communities elsewhere in the metropolitan area.

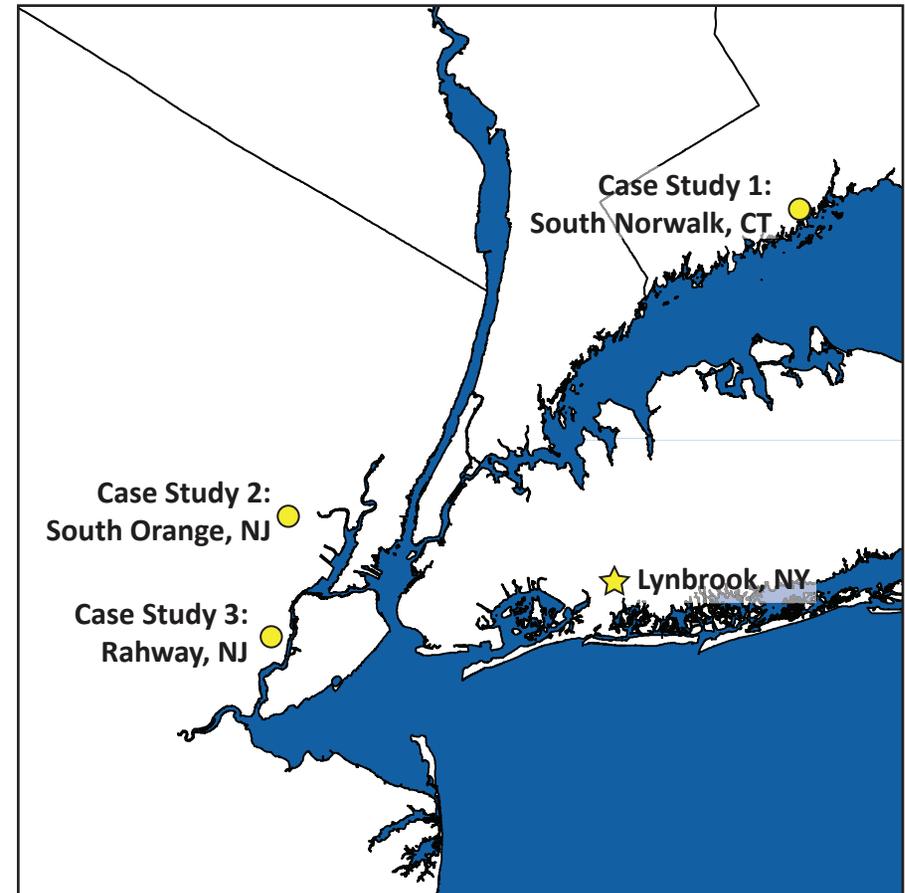


The MTA is planning new retail beneath the LIRR overpass.

## Case Studies

To demonstrate the potential impact of these policies in Lynbrook, the project team selected three case studies in the metropolitan area where similar policies were implemented to address comparable conditions.

- **In South Norwalk, Connecticut**, local officials used the creation of a historic district to repurpose derelict buildings as mixed-use developments in order to attract distinctive retailers and restaurants.
- **In South Orange, New Jersey**, municipal officials used financial incentives and zoning changes to support the development of a high-end supermarket that included multifamily residential, which both attracted additional outside demand and increased local retail self-sufficiency.
- **In Rahway, New Jersey**, civic leaders redeveloped their village as an arts district and introduced retail, hotel, and residential developments around this theme.



The locations of successfully redeveloped downtowns in communities similar to Lynbrook.



## Lessons for Lynbrook

The multi-decade impact of the Norwalk Redevelopment Agency on the revitalization of South Norwalk has valuable lessons for Lynbrook.

- **A local development entity can play a central role in formulating and sustaining a new identity for a retail corridor throughout changing market conditions.** Over a 40-year period, the NRA has worked hard to create and advance a new image for South Norwalk, one which has received significant press coverage and shaped local tastes.
- **A local development entity can provide the tools and financial incentives required to lure desired tenants.** The Norwalk Redevelopment Agency helped facilitate discount financing to incentivize development at the creation of the SoNo district and continues to offer tax abatements and discount loans to prospective tenants.



A rendering of South Norwalk's retail corridor. Source: The New York Times.

## Case Study 2: South Orange, New Jersey

South Orange is an economically diverse, inner-ring suburban municipality of 16,000, located 30 minutes from Penn Station on NJ TRANSIT. The new residential development that resulted from a change to the South Orange zoning code suggests the character of the potential gains that a similar strategy could bring to Lynbrook.

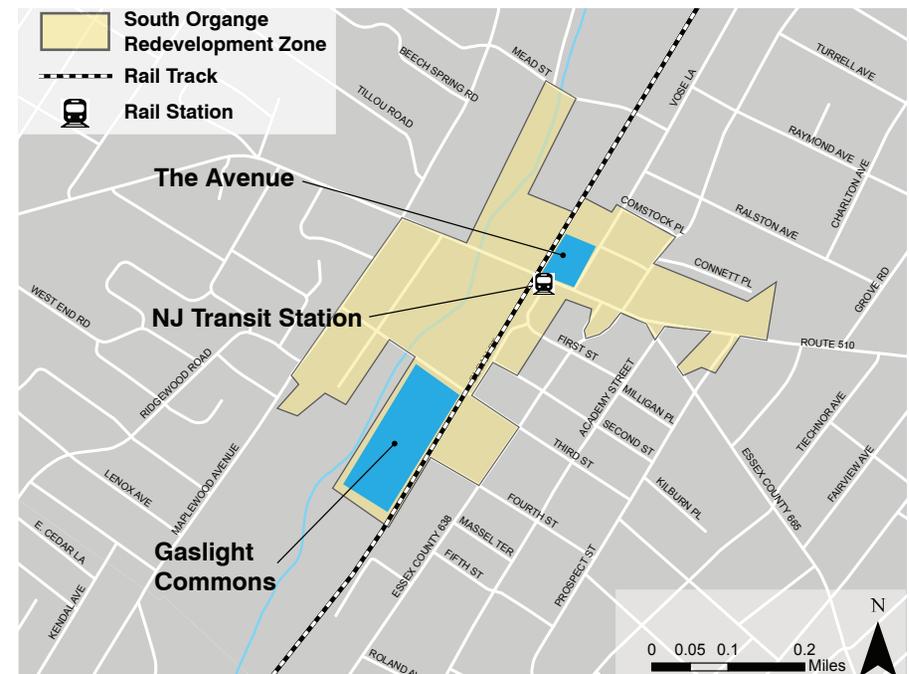
### Summary of Redevelopment Efforts

In 1996, the Village of South Orange approved a redevelopment plan for property in the vicinity of its NJ TRANSIT station. This plan included flexible zoning and PILOT (Payment In Lieu Of Taxes) incentives to attract developers, with a primary goal to encourage high-density, mixed-use development. Near to the time that this plan was introduced, NJ TRANSIT introduced Mid-TOWN Direct, a rail project that cut commute times to Manhattan by 20-40 minutes for riders of the Montclair-Boonton line. South Orange, a station on this line, saw a substantial increase in ridership as a result.

In 1999, South Orange was designated a Transit Village by the New Jersey Department of Transportation, and as part of this effort, they create a Transit Village Overlay District around the NJ TRANSIT station. That same year, the closure of a ShopRite created an opportunity for South Orange to take advantage of the new zoning overlay and introduce a large-scale mixed-use development. Rather than permit immediate redevelopment of the existing property, South Orange officials acquired the site, as well as nearby lots and easements, to assemble a parcel of sufficient size to attract private capital for mixed-use development. Thanks to its PILOT program, South Orange was able to secure a commitment from Sterling Properties to build a large-scale mixed-use development on the merged site. Working in partnership with South Orange, Sterling Properties secured Eden Gourmet Markets as the anchor tenant of the development, which opened in 2008 as the “Avenue.”

With 79 residential units built around the grocery, and fronted by an attractive café and restaurant, the development has improved the character of the area around the train station. Other nearby developments have also taken

advantage of the zoning and incentive programs of the Village. For example, Gaslight Commons is another up market condominium property near to The Avenue of over 200 units.



The extent of South Orange's Redevelopment Zone.

## Lessons for Lynbrook

The successful introduction of mixed-use redevelopment in the central retail district of South Orange has the following lessons for the further redevelopment of Downtown Lynbrook.

- **Significant zoning changes may take years to result in transformative development projects.** Although a change in zoning code can create the conditions for transformative redevelopment, finding the right development opportunity requires patience from municipal leaders. Nine years passed between the closure of the ShopRite in South Orange and the opening of the Avenue.
- **Whether through a development entity or through direct assistance, local officials must be willing to use incentive programs to help reinforce developer interest.** Although MidTOWN Direct had considerably improved the accessibility of South Orange to Manhattan, incentives were still required to induce Sterling Properties to invest on the site.
- **Distinctive retail can attract residents.** The high-end appeal of the Eden grocery at the Avenue helped attract tenants that could afford premium real estate prices, with benefit to the property tax collections of South Orange.



The Avenue in South Orange, NJ. Source: Flickr.



## Lessons for Lynbrook

Rahway's arts-focused strategy has meaningful lessons for Lynbrook.

- **An arts-focused strategy can also include residential components.** As part of the development of its new theater, Rahway has proposed to add 68 units of affordable housing for performance and visual artists.
- **Challenging conditions in the regional economy can thwart the best of efforts.** Although Rahway successfully renovated the streetscape of its downtown, attracting retailers and well-regarded restaurants, as of 2011 the anemic housing market continued to limit their growth, closing some and putting all under pressure.



Hotel Indigo in Rahway, NJ. Source: RahwayRising.com.

## Community Engagement

In order to best engage the community on the benefits of and steps required to revitalize Downtown Lynbrook, the project team and Nassau County partnered with the Village of Lynbrook to hold a presentation and question and answer session at a Village of Lynbrook Board of Trustees regular public meeting, held on November 4, 2013. The meeting was well attended and televised throughout the Village. Attendees were given the opportunity to give their input during the meeting and several community members who watched the presentation from the comfort of their homes followed up with the Village on their questions and concerns on their own time.

Overall, community members welcomed the recommendations put forth by the project team. While some community members raised concern over a multi-family mixed-use building undermining the character of the downtown, they were assured by both the project team and the Village of Lynbrook that any proposed developments will be well in character and scale of the existing neighborhood while at the same time introducing much needed diversity of uses into Downtown Lynbrook.



A slide from the Lynbrook Town Hall public presentation.

## Next Steps

By promoting a distinct identity for Downtown Lynbrook, encouraging new multifamily residential development near the LIRR station, and leveraging proven redevelopment techniques such as zoning overlays, Village officials will take the necessary steps to revitalize their downtown station area into a sustainable, livable, and economically viable place for all users. These strategies will encourage downtown development, increase activity around the LIRR station, and create a strong, coherent identity for Downtown Lynbrook that would set it apart from neighboring Villages.

The next steps for Lynbrook should include the following.

- **Ensure the successful implementation of existing planned developments.**
- **Work with a specialty consultant to design and enact a zoning overlay and/or form based code for the commercial center.**
- **Continue to engage the community on potential redevelopment strategies .**
- **Develop complete streets strategies for Atlantic Avenue and Broadway.**
- **Continue to work with Nassau County to ensure that progress within Lynbrook serves as a pilot for other Villages and hamlets.**
- **Work with Nassau County in obtaining key data, input, precedents, and best practices in developing a marketing strategy for downtown Lynbrook.**
- **Coordinate with Nassau County efforts in order to facilitate permitting and monitor opportunities for grant assistance to aid Lynbrook in implementing active development proposals.**
- **Aid Nassau County in prioritizing a complete streets traffic study for relevant avenues within downtown Lynbrook.**



Traffic along Sunrise Highway with the LIRR Lynbrook Station in the distance.

Baldwin



Lynbrook



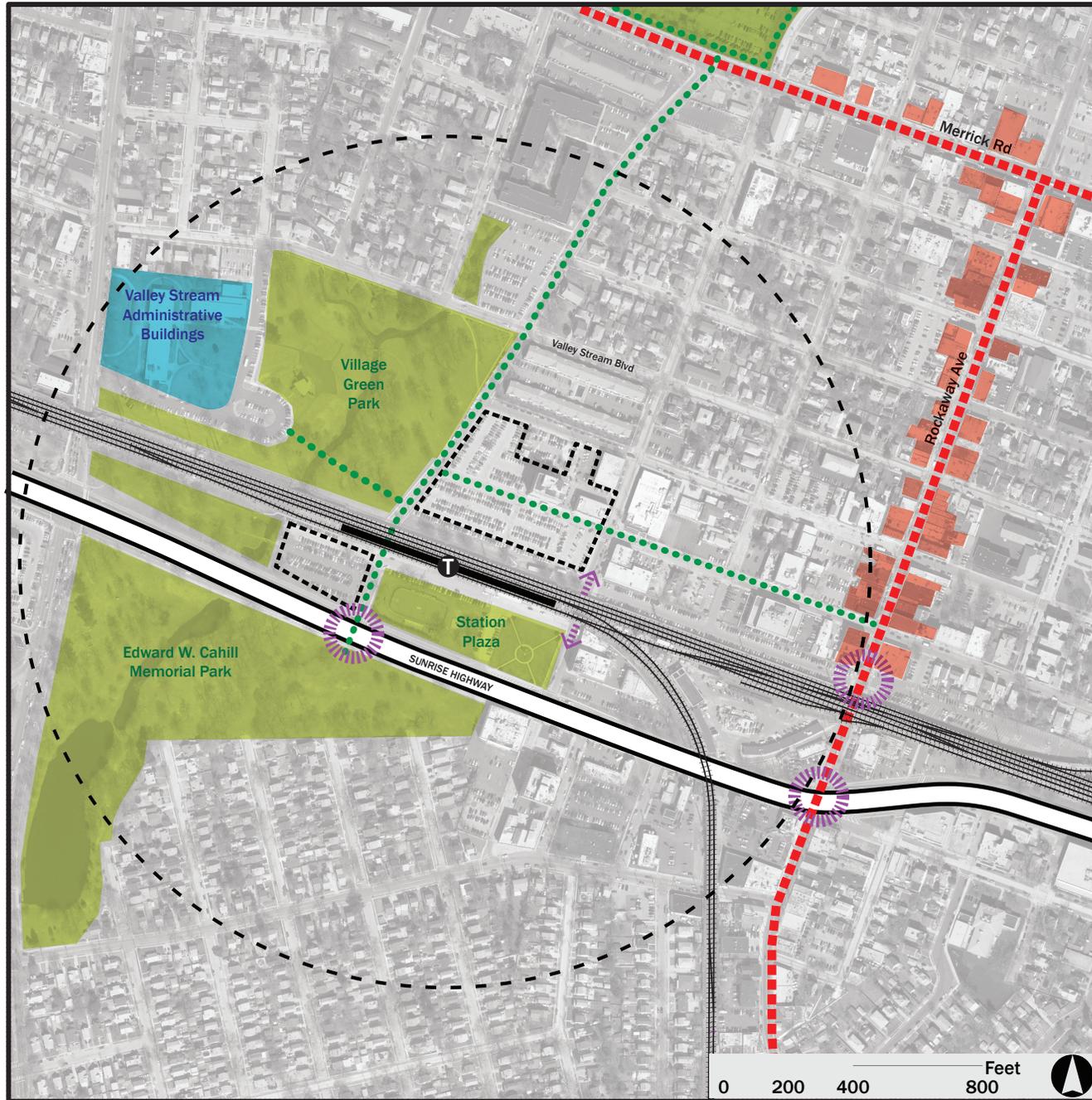
Valley Stream



# Valley Stream

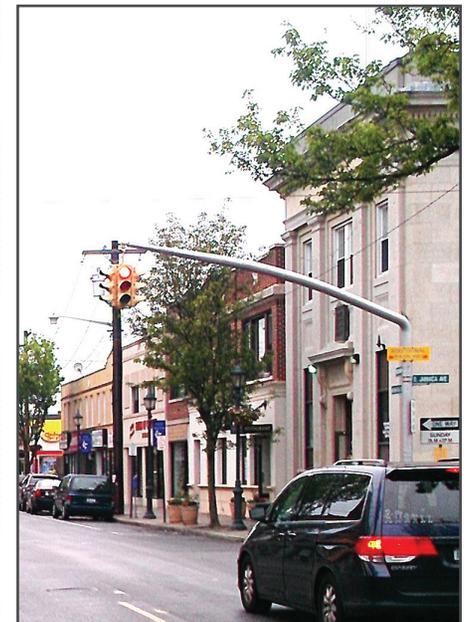
## Realizing Transit-Supported Development





## Valley Stream Station Village of Valley Stream

-  Transit Station (train)
  -  1/4 mile radius from station
  -  Transit Routes (train)
  -  Crossing
  -  Focus Sites
  -  Key Commercial Corridors
  -  Barriers to Movement
  -  Priority Pedestrian Improvement Locations
  -  Major Intersection
- Pertinent Land Use**
-  Commercial/Retail
  -  Civic



Valley Stream's Rockaway Avenue.

## Introduction

The Valley Stream station area has a number of characteristics that support TSD in a community that has been planning for growth for several years. The Village downtown is centered on the segment of Rockaway Avenue, between Merrick Road to the north and Sunrise Highway to the south. While the station is a few blocks west of Rockaway Avenue, it remains well within a half-mile radius of the downtown core. Connecting the station to the downtown will lead to the infill development of several sites that would extend the downtown commercial vibrancy to the station area with a mix of office, commercial and residential uses. Creating a mixed-use anchor around the station would be an important first step in developing a connected mixed-use district. The Village currently has designs on multiple potential redevelopment sites. Its hope is to catalyze significant developer interest with an initial development proposition and the pursuit of favorable strategies to create developer-ready site infill opportunities.

The necessary physical framework of a successful community-based TSD strategy is in place in the Valley Stream station area. Opportunities to connect to the public library and the neighboring Village Green Park provide recreational outlets that could attract people to the station area. With effective complete street strategies, parks and destinations surrounding the station could be linked into a network of attractions and amenities that could service new development. One important connection would be linking Edward W. Cahill Memorial Park, which lies to the south of Sunrise Highway and the Babylon Branch right-of-way, to Village Green Park, the library, Valley Stream Central High School, and the Arthur A. Hendrickson Park and Recreation Center to the north. Connecting these significant park spaces would enhance both parks as regional recreational attractors that serve as assets for the local community. This north-south connection would create a recreational and institutional corridor that connects parks, schools, and libraries all along a single link.

The opportunities for local TSD district growth hinge on the ability to connect commercial mixed-use – both those in place and those envisioned – on sites north of the station to the development opportunity sites south of

the station and south of Sunrise Highway. With effective connections across Sunrise Highway, the station would act as a central node to a larger commercial, mixed-use, and/or residential transit-friendly district with significant recreational amenities. These improvements would make the Valley Stream station area a distinct and attractive place with a special identity within the patchwork series of downtowns that run along the southern side of Long Island.

Valley Stream also benefits in the regional context by its proximity to Queens and its denser population centers. Coupled with its direct connection to Jamaica Center and JFK Airport, both significant economic generators, Valley Stream stands to attract its fair share of development propositions. As with many of the communities in Long Island, Valley Stream will need to overcome some significant challenges that a pilot project could help to resolve. To increase development opportunity, Valley Stream hopes to continue to attract ridership to and from the station, making an effective parking strategy a necessary component of growth in this suburban context. New development also engenders parking needs that could compete for space with station parking. An analysis of parking needs and strategies to adjust parking requirements based on shared-use and creatively plan for parking as a component of development could reduce parking costs and act as a difference-maker in attracting development. A financial analysis that includes strategies to accommodate parking will be a very important component of a development pro forma. Development at the station, combined with an effective strategy for developing walkable connections between the station, the downtown, and nearby amenities will help to knit the community together as a connected village-scaled TSD area.

## Existing Conditions

A prosperous and racially diverse South Shore community, Valley Stream benefits from fast and frequent LIRR service to Manhattan. However, CoStar data shows that the area within one-quarter mile of the LIRR Valley Stream Station is underdeveloped, with a startling 1 percent of Village multifamily units and only 11 percent of Village retail located proximate, much of it in older buildings. These conditions are similar to those found in many station areas in Nassau County. According to CoStar, in the last five years only ten projects (representing 1,160 units) have been built in Nassau County. Eighty-five percent of the housing stock in Nassau County was built before 1970.

Valley Stream’s leadership has established the pursuit of new mixed-use development as a policy priority. In January 2013, under the leadership of Village Mayor Ed Fare, Valley Stream revised its zoning regulations to standardize the review process for mixed-use development. The Village also began a coordinated effort to encourage the attraction of new businesses to the Rockaway Avenue commercial corridor. Building on these efforts, the Village joined with Nassau County to participate in the Nassau County Infill Redevelopment Feasibility Study (NCIRFS), identifying the three Village-owned parking lots (labeled as focus sites) adjacent to its LIRR station as conceptual redevelopment sites.

Key Commuter Attributes	
Time to Penn Station via LIRR	35 minutes
Daily Peak Riders	1,800
Commuter Parking Lot Usage	80% full during peak
<ul style="list-style-type: none"> <li>• Cost of Resident Parking Permit</li> </ul>	\$40
<ul style="list-style-type: none"> <li>• Cost of Non-Resident Parking Permit</li> </ul>	\$425

## Demographics

Valley Streams’ 37,511 residents feature a median household income of \$78,000, lower than the \$95,000 average for Nassau County on the whole. At 10,773 persons per square mile, Valley Streams’ population density within Nassau County is surpassed only by Hempstead, making it an ideal candidate for TSD.

## Existing Projects

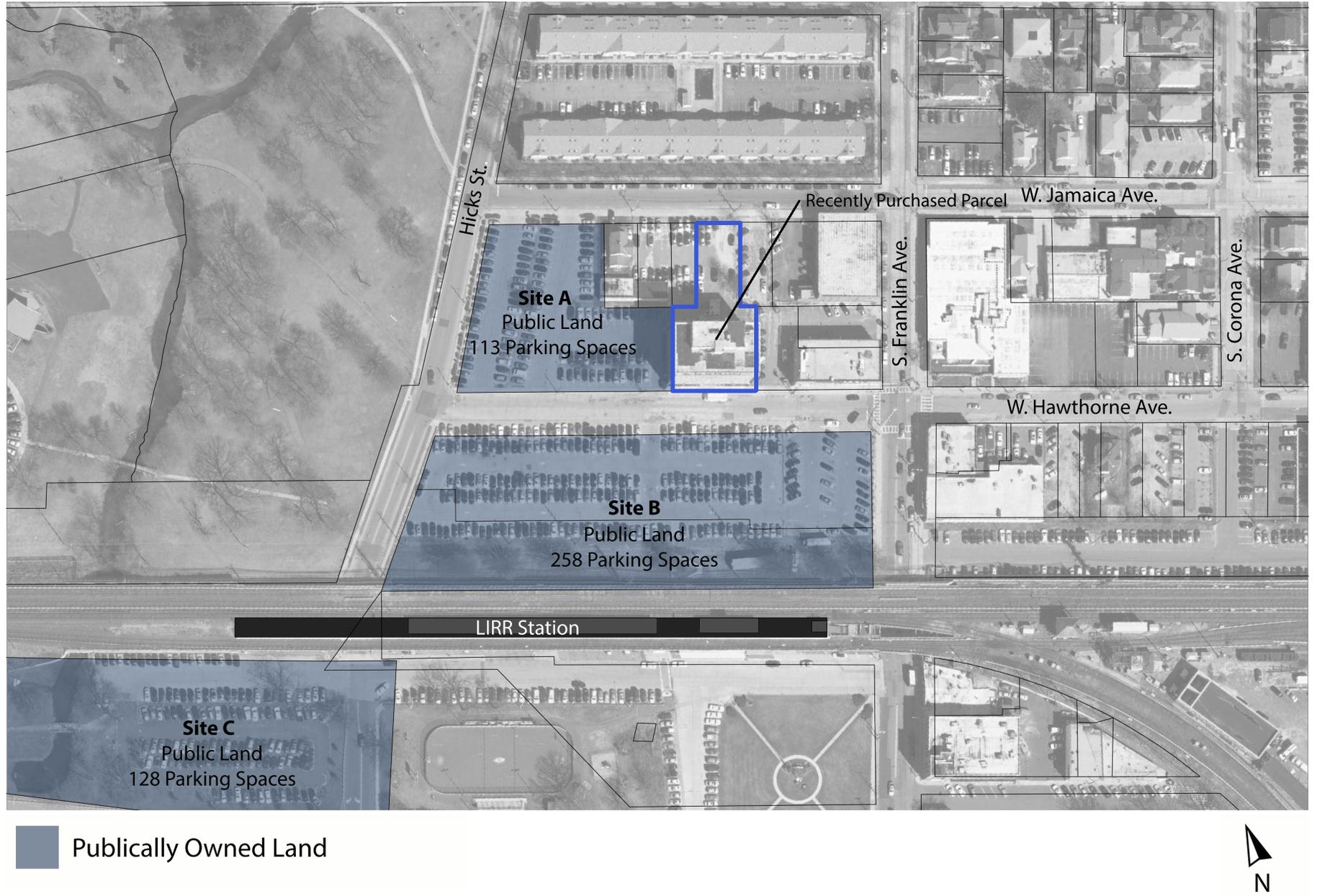
High density residential development near the LIRR Station is far from a foreign concept for Valley Stream. Two large scale developments, Sun Valley Towers and Hawthorne Court, are slated to open in Valley Stream’s downtown in early 2014. At 137,000 square feet, Sun Valley Towers will house 72 residential units and feature 13,000 square feet of ground floor retail along Brooklyn Avenue. The 100,000 square foot Hawthorne Court will feature 90 residential rental units along Cottage Street. Both developments are within walking distance of Valley Stream’s station area and could provide the cornerstones of a vibrant downtown if coupled with the pilot project proposed in these pages.

Additionally, the Village of Valley Stream is planning on relocating their court house to a location within the station area. This would generate increased activity in the focus area, particularly during court events and hearings. This relocation would further centralize the station area as Valley Stream’s true downtown and add to an already diverse mix of uses for the neighborhood.

Selected Demographic Attributes	Valley Stream, NY
Population	37,511
Median Household Income	\$78,000
Households	12,189
<ul style="list-style-type: none"> <li>• % Owner-Occupied</li> </ul>	78%
<ul style="list-style-type: none"> <li>• % Renter-Occupied</li> </ul>	22%
Workforce Commuting to Major City	44%
Population Density (persons per sq. mile)	10,772.8



Projects in close proximity to the focus area.



## Focus Area Existing Conditions

In identifying opportunities for TSD within the Valley Stream station area, the community and the Village identified a preferred site for potential infill development, discussed here as the focus area. The focus area for the Valley Stream pilot project includes three focus sites in the immediate vicinity of the LIRR station, ideal candidates for transit-supported development. All three sites are currently used for commuter parking. Site A consisting of 0.9 acres (Section 37, Block 333, Lot 17), located on the northeast corner of Hicks Street and West Hawthorne Avenue, and Site B consisting of 2.3 acres (Section 37, Block 337, Lots 5 and 301), located immediately adjacent to the northern boundary of the station and to the east of Hicks Street are currently permitted parking lots. Site C consisting of 1.1 acres (Section 37, Block 337, p/o Lot 401), located to the west of Hicks Street and abutting the LIRR right of way to the south, consists of metered parking spaces and is primarily accessible via Sunrise Highway. All three sites are owned and operated by the Village of Valley Stream.

A key development challenge within the focus area is the presence of a now defunct portion of the Brooklyn Water Works Sunrise Highway Aqueduct System. Between the LIRR Station and Focus Site B lies a sealed off brick conduit that has lain dormant for decades. The conduit is underneath a landscaped area that slopes from north to south, resulting in a significant change in elevation between the parking area and the access to the station. While the conduit may provide some design challenges with any potential redevelopment scenario, it is currently owned by Nassau County, which could facilitate its removal.

An additional consideration for the focus area is the recent purchase of the mid-block six-story former office building (Section 37, Block 333, Lot 167) directly adjacent to Site A. Regarded by the Village as a potential redevelopment site for many years, the private parcel was sold in fall 2013 and is planned for use as condominium office space.



Focus Site B is currently the permit parking lot just to the north of the LIRR Valley Stream Station.



Valley Stream's Rockaway Avenue serves as its main commercial corridor.

## Conceptual Development Scenarios

For the purposes of this project, the project team developed two conceptual development scenarios for the focus areas. These scenarios are not meant to serve as specific blueprints for development, but rather as possible development configurations that could achieve the shared goals of creating an optimal use for the site, meeting the needs of the Village and its community, and realizing the HUD livability principles. These scenarios were developed in discussion with the Village of Valley Stream the Long Island development community, and Nassau County. The project team estimated that the Site could support between 150 and 300 residential units and a limited amount of amenity retail, along with current levels of resident and non-resident commuter parking and additional capacity to accommodate new residents and visitors.

While the following scenarios focus on program and massing, other factors such as street design, architecture, and public realm amenities are equally important to successful TSD. Any potential development scenario within the focus area will also feature complete streets along West Hawthorne Avenue, Hicks Street, and South Franklin Avenue, safe pedestrian connections around the station area, and buildings that fit within the community aesthetic. All these factors play important roles in creating an active downtown place and should be taken into consideration for any development scenario put forth for Valley Stream's station area.



Valley Stream's LIRR Station.

## Development Scenario 1

Development Scenario 1 features 5-story residential building on Site A with a 3-story parking structure with ground floor retail on Site B. Site C remains surface parking.

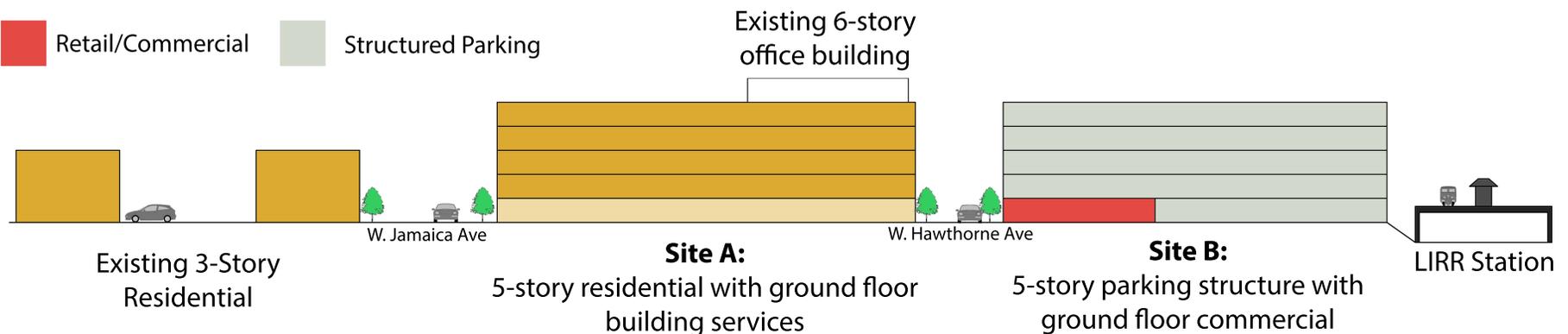
This scenario is intended to create a strong east-west retail corridor along West Hawthorne Avenue, connecting to the existing retail corridor along nearby Rockaway Avenue. This scenario would create a band of activity leading from Village Green Park to the west to the restaurants, shops, and businesses of Rockaway Avenue to the east. Multi-level parking, activated by ground floor retail, would create an incentive for commuters to shop before getting in their cars and heading home. This structure could also feature a pedestrian bridge that connects directly to the elevated station platform, a convenience for commuters during inclement weather.

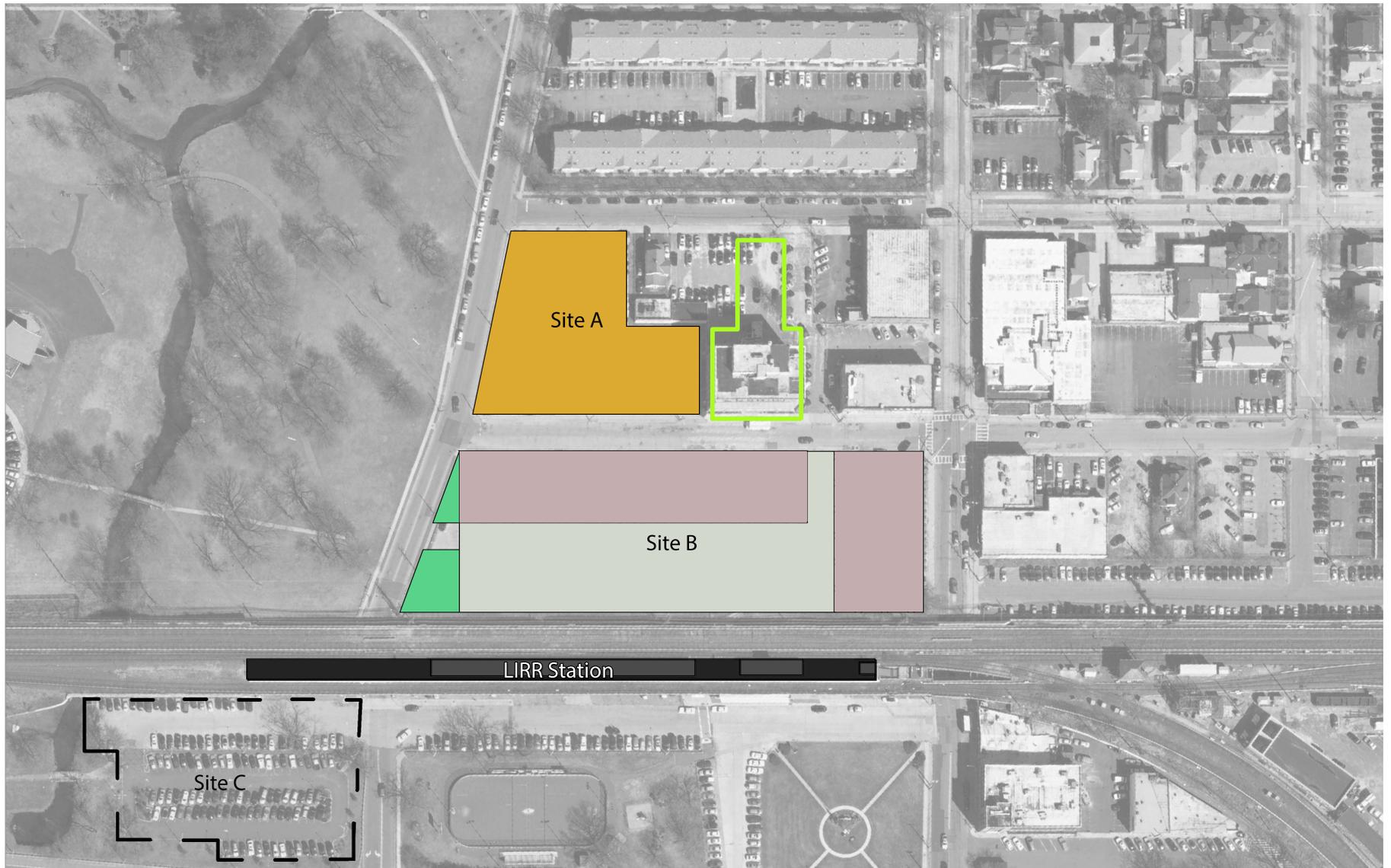
Development Scenario 1 Program		Total SF / Units (Floor)
Site A	Residential	155,600 SF (2-5) 155 Units
	Retail	49,200 SF (1st)
Site B	Structured Parking	645 Spaces (372 commuter / 273 program)

### Section Along Hicks Street

#### LEGEND

- Residential
- Restaurant
- Retail/Commercial
- Structured Parking





- |  |  |   |
|--|--|---|
|  Residential                                |  Structured Parking |  Recently Purchased Parcel |
|  Ground Level Retail<br>Upper Level Parking |  Landscaped Area    |  Existing Surface          |
|  |  |  Parking                   |



## Development Scenario 2

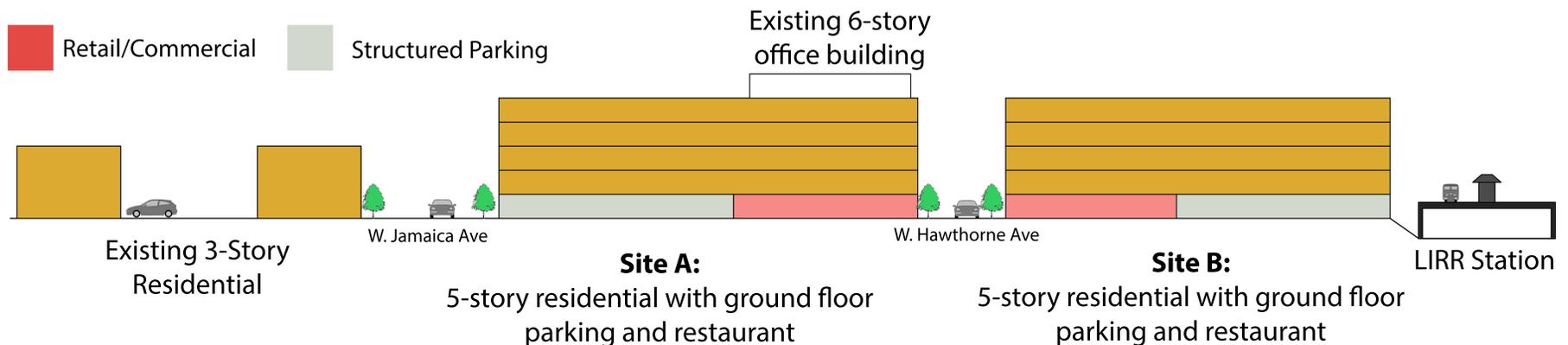
Development Scenario 2 features paired 5-story residential buildings on Sites A and B with ground floor surface parking and restaurants facing the Village Green Park. Site B also features a stand-alone 4-story parking structure, which is bookended by the residential building facing the park and a second, 5-story mixed-use building along South Franklin Avenue. As in Scenario 1, Site C remains surface parking.

This scenario focuses on supplying sufficient new residential units to establish a relatively dense station area activated by restaurant space, small scale retail, and immediate adjacencies to both the park and the LIRR Station. This scenario encourages people to live a short walk to the train station and to make use of the nearby Village Green Park and its numerous recreational amenities, while at the same time creating a strong anchor to the west of Rockaway Avenue and providing complementary retail space to that which already exists along the Rockaway Avenue corridor. By surrounding the parking structure with mixed-use buildings, the structure itself fades into the background of an otherwise active and multi-faceted neighborhood.

### Section Along Hicks Street

#### LEGEND

- Residential
- Restaurant
- Retail/Commercial
- Structured Parking



Development Scenario 2 Program		Total SF / Units (Floor)
<b>Site A</b>	Residential	131,600 SF (2 - 5) 130 Units
	Retail	5,000 SF (1st)
	Surface Parking	90 Program Spaces
<b>Site B</b>	Retail	19,800 SF (1st)
	Residential	178,000 SF (2 - 5) 178 Units
	Structured Parking	690 Spaces (372 commuter / 318 program)



- |   |   |  |
|---|---|--|
|  Ground Level Parking/<br>Upper Level Residential    |  Ground Level Commercial/<br>Upper Level Residential |  Recently Purchased<br>Parcel |
|  Ground Level Restaurant/<br>Upper Level Residential |  Structured Parking                                  |  Existing Surface             |
|   |   |  Parking                      |



## Partnerships

In developing this pilot project, Nassau County and the project team developed a comprehensive outreach strategy that involved the three key stakeholders of any development process: the Village of Valley Stream, several mixed-use developers working within Long Island, and the Valley Stream public community. Through this outreach, the project team was able to put forth a pilot project proposal that each stakeholder group had a hand in developing.

### Village of Valley Stream

Expressing an active interest in the NCIRF study since its beginnings, the Village of Valley Stream and its leadership has been an integral part of developing this pilot project and the development scenarios put forth in this report. Throughout the effort, the project team has met with the Village to fine-tune the conceptual development scenarios, engage potential developers, and create a public outreach strategy that best informs the Valley Stream community.

Through this communication, the project team found that the Village is actively working to establish a vibrant, successful downtown for their community and is looking to break away from the typical types of sprawling and car-oriented developments that take place on Long Island in favor of mixed-use, appropriately scaled TSDs. In doing so, the Village hopes to create a more robust residential base, bringing in new families to live, work, and grow up in Valley Stream and paving the way for a diverse community within the Village. The aim of this new way of municipal thinking is for the Village to take advantage of its close proximity to New York City and its two LIRR stations situated near the border of Queens. Through its efforts, the Village is encouraging people to travel and live more sustainably and breaking away from the car-oriented lifestyle that is so prevalent throughout Long Island.

### The Developer Community

The project team contacted developers active in Long Island and the metropolitan area to assess market interest in pursuing transit-adjacent development in Nassau County. Through these interviews, the project team found that residential developers believe a clear demand exists for such developments, but noted that the uncertainty of permitted density and the absence of clearly-defined zoning codes could hobble the pace of development and drive up costs. Many developers commented on the essential role of tax credits and discount financing to offset Long Island's high construction costs.

Building on these conversations, Nassau County hosted a developer workshop at HR&A's New York City offices on October 24, 2013, where conceptual development scenarios for the focus area were presented to representatives of five development companies active in Long Island and the metropolitan area. Local officials from Valley Stream participated in the session and reiterated their interest in encouraging new development. The developers in attendance expressed interest in and optimism for transit-oriented development at the focus area, with consensus on the strategic advantages of fast rail access to New York City and Kennedy Airport. The developers also emphasized the importance of discount financing to offset construction costs and the strong local market demand for substantial on-site parking. There was wide agreement among the development companies present that establishing clear guidelines on scale and character – while offering flexibility on the maximum amount of density permitted – would help developers respond to changing market conditions during the pre-development process and would significantly contribute to the success of any redevelopment proposal.

## Community Engagement

In order to best engage the community on the proposed Valley Stream pilot project, the project team and Nassau County partnered with the Village of Valley Stream and the civic group Envision Valley Stream in hosting a community open house to present the pilot project to the general public and gain their insight and comments on what improvements they would like to see for their downtown station area. The open house was held on November 7th, 2013 at the Valley Stream Community Center.

Overall, while somewhat divided on the exact type of development they would like to see, community members welcomed the recommendations put forth by the project team. Feedback was generally positive and supported the project's goals. Some comments from this public open house include:

- Any future construction should be aesthetically interesting and appropriate to Valley Stream local context/setting.
- The proposal, either Scenario 1 or 2, is essential for increasing the population within the downtown area. The downtown needs revitalization and greater activity.
- Multi-family residential is necessary to increase activity in the downtown to generate demand for new businesses, in turn, lowering the tax burden on existing enterprises.
- For existing conditions, ensure that the relocation of the court house to the downtown – which is currently underway – is mentioned in the final report. This will attract significant activity, including during the evenings when night court is in session.
- It is important to emphasize the importance of the LIRR service at Valley Stream; there is the convergence of three LIRR branches which provides high frequency train service to NYC.
- A high-end restaurant would not be appropriate under either scenario as it would draw business away from other restaurants in the downtown area. Appropriate commercial at the station would be anything supportive of LIRR users such as a deli, dry cleaner, newsstand, etc. but not competitive with Rockaway Ave.

- Streetscape improvements are required along Hawthorne Avenue, including beautification and lighting.
- A parking analysis should be required as a part of the development proposal.
- Any proposal for a parking structure at the station should be designed to address user safety (ex. appropriate lighting, sight lines, etc.) and aesthetics/architectural detail.



Attendees at the Valley Stream open house.

## Developer Solicitation Process

The selection of a developer to implement the proposed redevelopment of the focus area is one of the most crucial steps in successfully realizing the Site's projected economic, fiscal, and urban design benefits for the Village. Not only must the Village identify and successfully negotiate with the development company best suited to the task, the process of selecting that company must be done in a way that is perceived by the development community and the public as objective and fair.

The primary objective of the developer selection process is to identify and complete an agreement with a highly capable development company with the requisite skills, experience, financial resources and access to capital to fully implement a proposed development program for the Site, subject to specific financial and performance terms to be negotiated.

The project team envisions that the developer selection process would proceed through four distinct, but overlapping, stages.

### 1. Pre-Solicitation Soundings with Developers

The first step would consist of senior Village staff and members of the Board of Trustees conducting a series of initial meetings with a range of development companies known to be capable of fulfilling the developer role. The purpose of these initial meetings, or "soundings," would be to assess developer interest in responding to the Village's selection process (as discussed below), and to discuss in general terms the Village's intended process, solicitation response requirements and general business terms and conditions. These soundings would provide an opportunity to further acquaint prospective bidders with the status of the project and the Village's intentions for developing the Site, and obtain feedback on the intended process prior to formal advertisement for proposals. In addition, the meetings will help Village officials and Trustees assess which public-sector incentive programs may be required to ensure market interest in the development of the focus area.

### 2. Request for Qualifications

The next step would be to issue a developer Request for Qualifications (RFQ). Responses are intended to focus on the responding development companies' relevant skills, experience and financial resources for developing the Site, and the experience and skills of the design, engineering, entitlements, financial and other professionals that would be members of the developer's project team. The primary purpose of this step would be to identify a short-list of the most highly qualified development companies to participate in the subsequent RFP process. There are a number of options for how the recommendation formulation task described toward the end of this step in the process might occur, including use of an appointed panel to review the technical review and evaluation results prior to forwarding a selection recommendation to the Village Board of Trustees. Specific RFQ implementation tasks would likely include:

- Drafting the RFQ;
- Review and approval of the RFQ by the Trustees;
- Identification of candidate developers to be notified about the RFQ;
- Managing the RFQ distribution and public notification processes;
- Managing the process of briefing prospective bidders and responding to questions during the response preparation period;
- Conducting a structured and objective review and evaluation process for the submitted responses, including independent verification of developer experience and financial resources, and ranking of the responses in terms of the RFQ's quantitative and qualitative selection criteria;
- Conducting interviews with a subset of respondents, if desired by the Village;
- Formulating recommendations on which developers should be selected by the Village to proceed to the next step in the process; and
- Notification to all bidders and the general public of the selection decisions.

### 3. Request for Proposals

Developers selected on the basis of the RFQ process would then be asked to prepare formal implementation proposals. It is anticipated that the RFQ would include a draft contract spelling out all of the key business terms and Village expectations, to which the development proposals will need to provide specific responses and counter-proposals, as applicable. Accordingly, the Village should engage outside legal counsel with experience drafting complex real estate transaction agreements of this type. This engagement should occur during the RFQ phase of the process so that work on the draft agreement to be included in the RFP can commence well in advance of the scheduled RFP release date. The primary purpose of this step would be to identify at least two semi-finalist developers with whom the Village staff would be directed to conduct negotiations for final developer selection by the Trustees. There are a number of options for how this final selection might occur, including use of the RFQ review panel described above and/or public presentations by the candidate developers to the Trustees. Specific RFP implementation tasks are similar to the RFQ tasks and would likely include:

- Drafting the RFP;
- Village review and approval of the RFP;
- Managing the RFP distribution processes;
- Managing the process of briefing prospective bidders and responding to questions during the proposal preparation period;
- Conducting a structured and objective review and evaluation process for the submitted proposals, including independent verification of the proposed financial and other business terms and conditions, and ranking of the responses in terms of the RFP's quantitative and qualitative selection criteria;
- Formulating recommendations on which developers should be selected by the Village to proceed to the next step in the process and assisting the Village in reviewing that recommendation; and
- Notification to all proposers of the selection decisions.

### 4. Final Negotiations and Developer Selection

The final step in the process would involve simultaneous negotiations between Village staff and the top two development companies selected during the preceding RFP step in order to reach a recommendation for final selection and execution of a development agreement and related documents. These negotiations would be expected to focus primarily on financial and business terms and conditions as well as the schedule of performance as contained in each developer's response to the model development agreement included with the RFP. Once a developer has been selected, the Village should host a community meeting that provides an update on the development proposal and provides an opportunity to answer the questions of local residents and businesses.

# Nassau County Infill Redevelopment Project: Valley Stream Public Presentation

## How would you improve your station area?

Stick your thoughts here!

Make parking structure (especially) aesthetically pleasing as if it is another office/residence to not stand out. Parking on site C!

Provide some sort of landmark to create development / people's awareness while adding function (like a ped/bike bridge over Sunrise) - an aesthetic value

Incorporate a Community Center

MORE ATTRACTIVE NEAR HAWTHORNE, INCLUDING LIGHTING

BRING BUSES BACK TO STATION AREA

We Need "Walk" "Don't Walk" Sign above Rock Ave. SIGNAL, PEDESTRIAN CROSSING, CROSSWALK FOR SAFETY

ELEMENTARY (CHARTER?) SCHOOL

MAKE NEW DEVELOPMENT AESTHETICALLY PLEASING (LIKE HALTHORNE, NOT SUN VALLEY)

Height for resi building. Young gen want city experience.

MORE COMMUTER PARKING (NOT A GARAGE)

MORE RESIDENTIAL LESS COMMERCIAL

Activate the Village Green by providing a means of getting people to want to come to / live in the area. i.e) performance space, former market

HIGHER-END HOUSING (AMENITIES ON-SITE)

CONCERN OF CONGESTION WITH TOO MUCH DEVELOPMENT

DON'T REDUCE # OF PARKING SPACES

LIGHTING ALONG LOWER NARROW PARKING LOTS

GET OFF THE TRAIN: WANT TO GO HOME

PEDESTRIAN OVERPASS AT SUNRISE

WOULD LIKE TO SEE V.S BECOME A BUILT-UP COMMUNITY

MOVE PORTO-POTZI AWAY FROM LIAR ESCALATOR (QUALITY OF LIFE!)

REVITALIZE EXISTING BUILDINGS BEFORE (VACANT) NEW DEVELOPMENT

WANT TO LIVE IN AN URBAN - LIKE ENVIRONMENT

MORE PARK SPACE w/ LIGHTS

GET PEOPLE LIVING HERE AGAIN

SCENARIO 2 IS BETTER - COMMERCIAL ON FRANKLIN

SEE "NOACH" (PROSPECT / SUNRISE DEVELOPMENT BEFORE ANYTHING ELSE?)

ACTIVE NIGHTLIFE (LIKE ROCKVILLE CENTRE)

SAFE, EFFICIENT, ATTRACTIVE WAYS TO GET AROUND

LAZA / LIMITED AUTO ACCESS AT SUN VALLEY

ACTIVATE THE PARK SPACE

ENCOURAGE LANDLORDS ON ROCKAWAY TO IMPROVE THEIR STOREFRONTS AND THE PEOPLE THAT REST FROM THEM

Extend current park trails from V.S. State PK / Hendrickson into area and continue to Mill Pond Park to connect the neighborhoods

Provide outdoor space for restaurant seating overlooking active public pedestrian space. Or second floor terrace / atriums for sight lines.

SAFETY CROSSING FOR COMMUTERS

MULTI-PARKING IS A MUST GREEN STRUCTURES

ACTIVE STOREFRONT & LIGHTING ON SUNRISE FROM STATION TO ROCKAWAY

STREETScape IMPROVEMENTS ALONG ROCKAWAY TO SUPPORT THE BUSINESSES

LEED / environmentally conscious design in buildings → MAKE V.S. THE LEADER IN L.I.'s vision for the future!

Have a Pedestrian Walk From Parking Structure to LIER Platform. It will keep ppl out of weather and make parking more desirable

I WANT TO FEEL SAFER COMING FROM THE TRAIN TO MY CAR

TOO MUCH HEIGHT WOULD BE SAFETY ISSUE BECAUSE FEWER LINES OF SIGHT

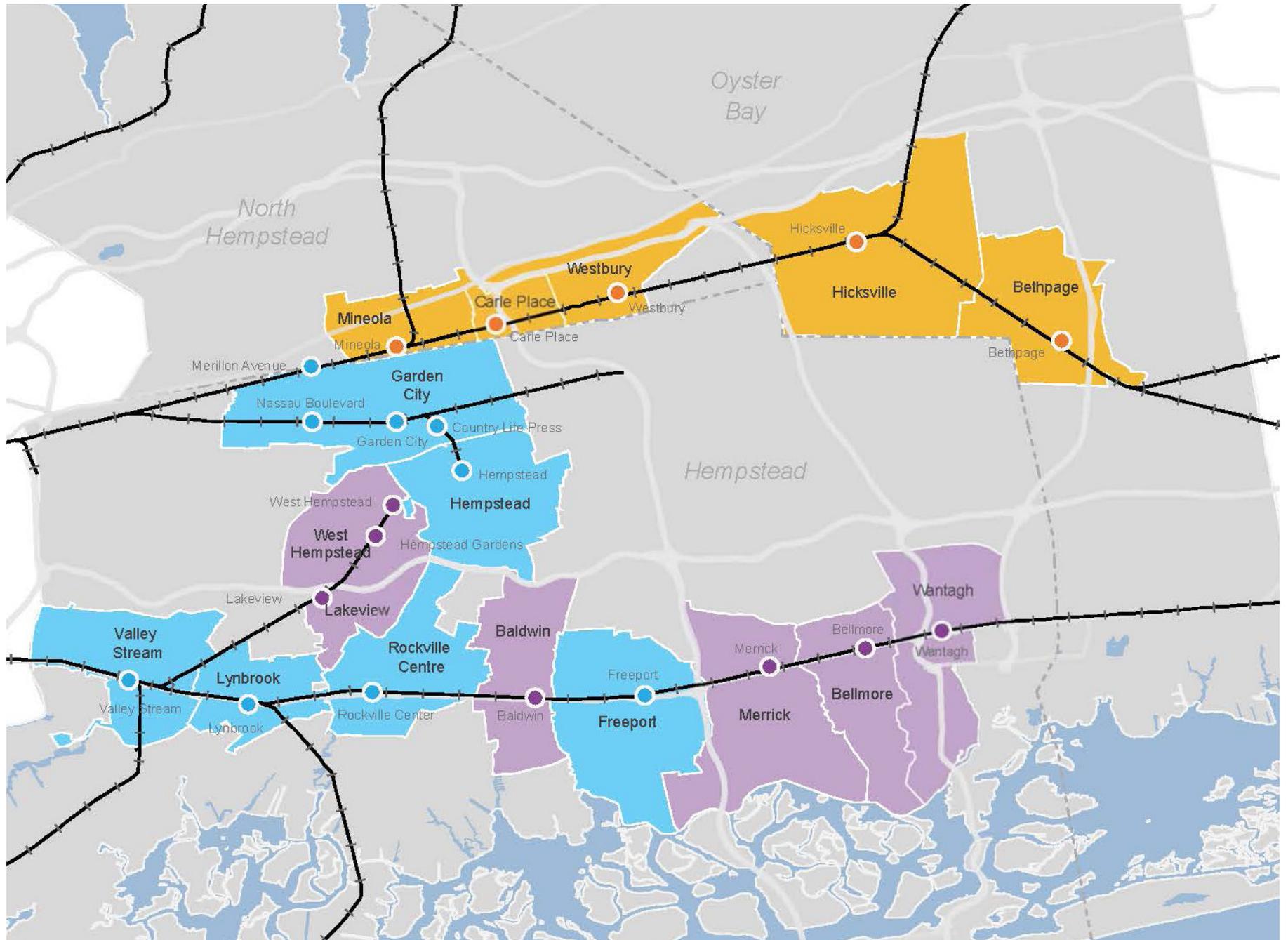


## Next Steps

In order to fully realize a sustainable transit-supported development within Valley Stream's station area, the project team recommends that the Village pursue the following next steps in advance of initiating the developer selection process that is outlined in the prior section (RFP/RFQ).

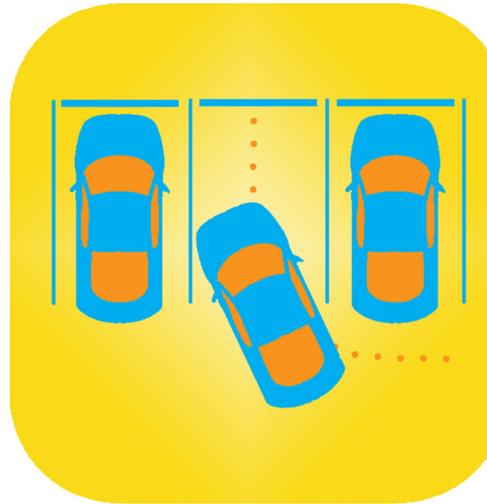
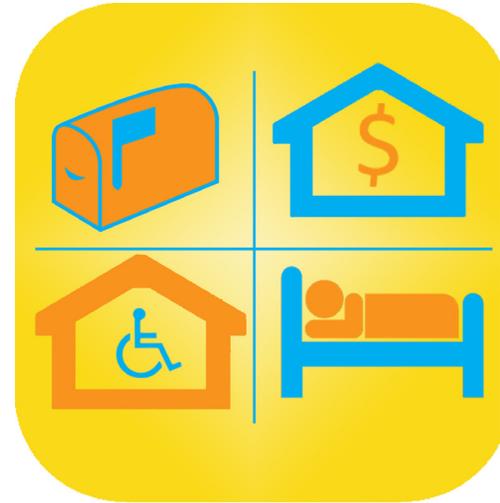
- **The Village should conduct pre-RFP meetings with local developers to generate specific ideas for redevelopment.** These meetings would permit Village officials to conduct open-ended discussions with local developers on the development potential of the Site.
- **The Village should identify a set of public-sector incentive programs that will ensure ongoing developer interest and the submission of financially viable proposals.** These programs may include such strategies as discount financing, targeted zoning overlays, additional parking fees to finance development, and the introduction of local streetscape improvements near to the Site.
- **The Village should conduct outreach efforts that target third parties who may have a specific interest in Site redevelopment, including private owners of adjacent parcels and the LIRR.** This initiative would set the stage for ongoing collaboration between the Village and said third parties throughout the pre-development and development process.
- **The Village should coordinate with Nassau County for the support of the authoring and execution of a RFP for development of key municipal parking lots adjacent to the LIRR Valley Stream Station that is consistent with transit-supported principles set forth in the concept plans.**
- **Nassau County should coordinate with State and Federal agencies to facilitate the development of downtown Valley Stream.** Agency coordination, especially when spearheaded by the County, will ensure that the Site is shovel-ready while also exploring the possibility of using State or Federal financial incentives for mixed-use development and structured parking.

As part of this process, the Village is already well on its way to realizing a successful transit-supported development within its station area and paving the way for similar developments throughout Nassau County. These recommendations are meant to provide a guideline as to how the Village and its stakeholders may take their plans and turn them into a project that pilots sustainable development within Nassau County and offers a glimpse as to what the built environment and life on Long Island could look like in the future.



## Piloting TSD to Transform Nassau County

The station areas of Baldwin, Lynbrook, and Valley Stream represent examples of the opportunities for sustainable development and livability enhancements that exist throughout Nassau County. By working with the municipalities and other key stakeholders of these three station areas, the County hopes to use its efforts to cultivate sustainable development projects that may spur development in other station areas where similar opportunities exist. Each provides an element or multiple elements of “replicability” for the County. Lynbrook includes an adaptive reuse in the station area, station access and complete street elements. Baldwin includes strategies for strengthening a commercial corridor, pedestrian safety, and new private development strategies. Valley stream requires connectivity and urban design strategies that integrate mixed-use developments and existing amenities to create a viable downtown, station area, and connection between. The ability to analyze these critical issues and develop specific implementation strategies will provide local municipalities with the tools to set new standards for livability around station areas that can be replicated in other downtown and station area contexts throughout the County. The cultivation of sustainable opportunities throughout Nassau County begins with these three, but it certainly doesn’t end with them. By pursuing the creation of livable communities in Baldwin, Lynbrook, and Valley Stream, Nassau County - in partnership with both the involved regional planning agencies and local municipalities - is paving the way to a sustainable future for Long Island in the years to come.



# Nassau County

## Infill Redevelopment Feasibility Report




**PARSONS  
BRINCKERHOFF**

ECONOMIC & COMMUNITY DEVELOPMENT  
SUSTAINABILITY CONSULTANTS

