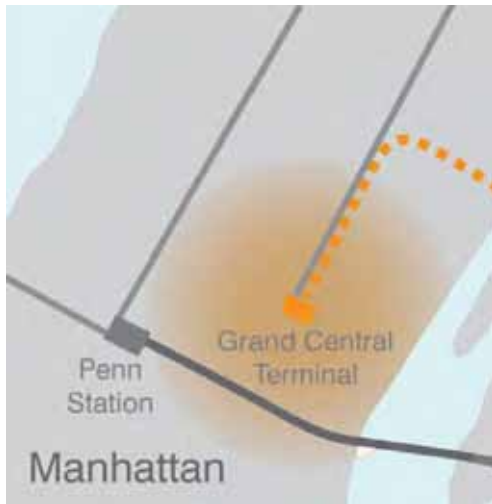


# Cultivating Opportunities FOR SUSTAINABLE Development



## 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**



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# 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.

A handwritten signature in blue ink, appearing to read "Eduardo Mangano".

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

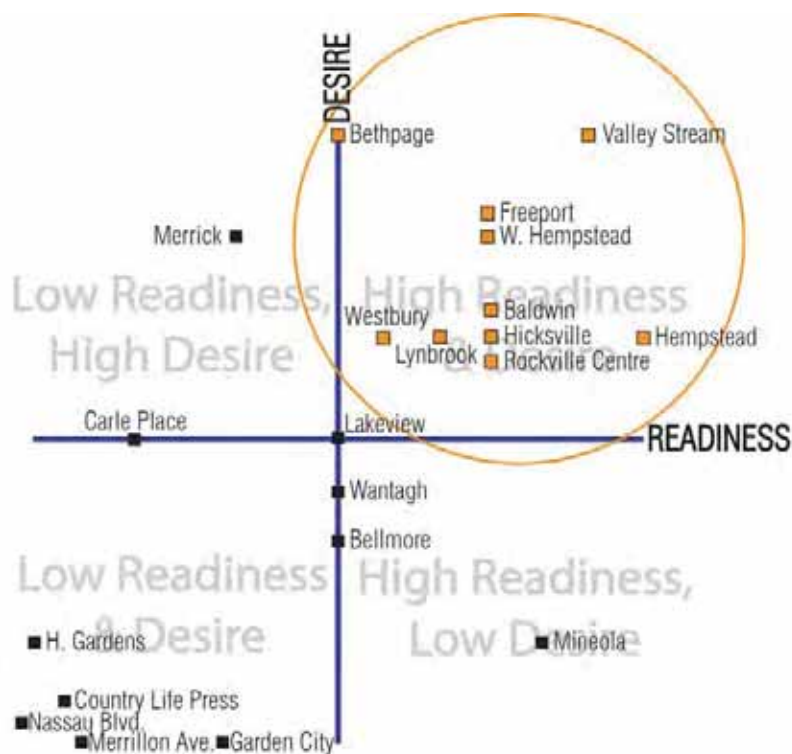
Stakeholder engagement was a critical component of the station evaluation and selection process. Key stakeholders included two core groups who provided the primary evaluation for phase 1 of the project:

### 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.



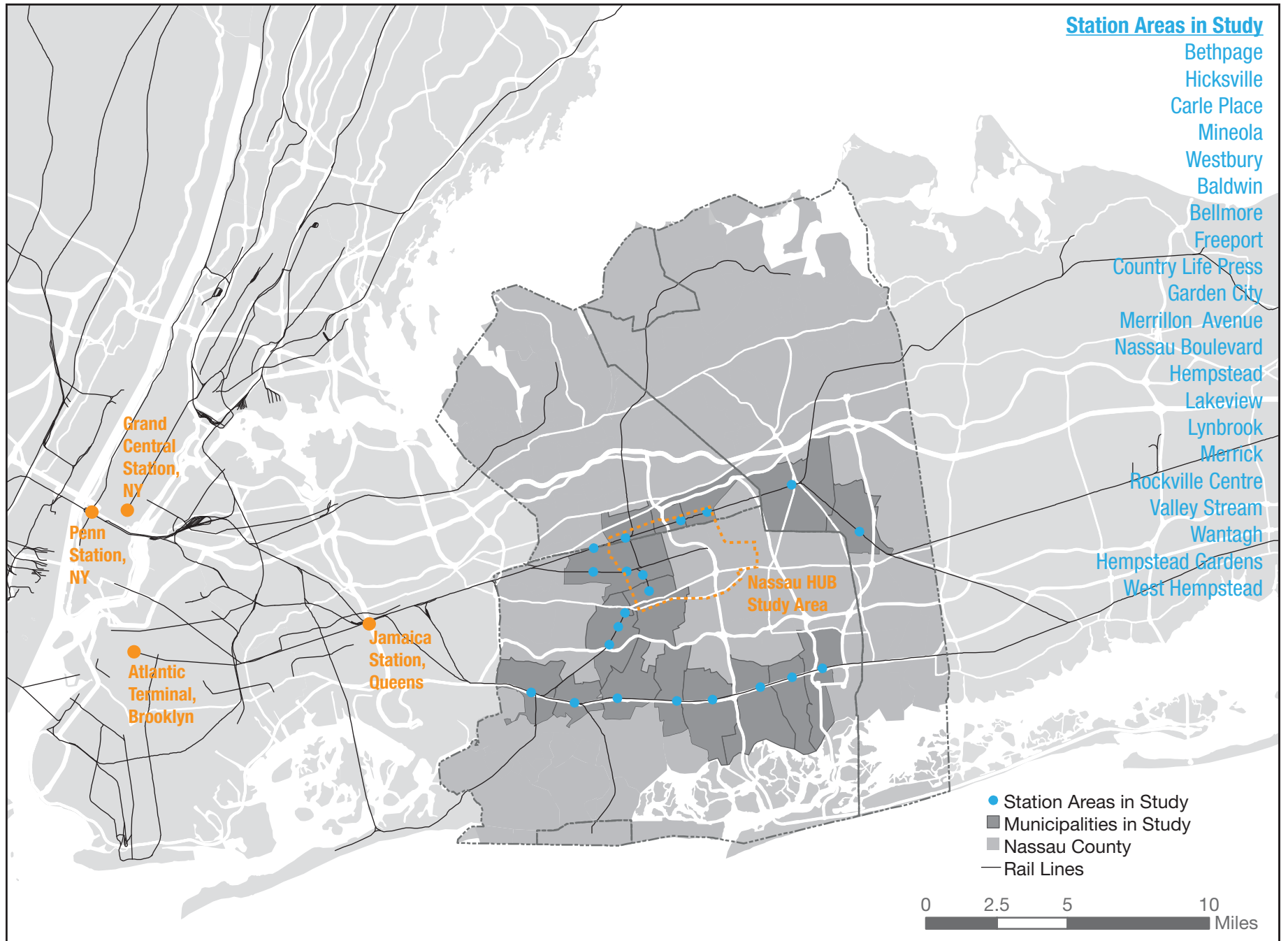


Freeport's downtown, rich in character and history.

## 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.

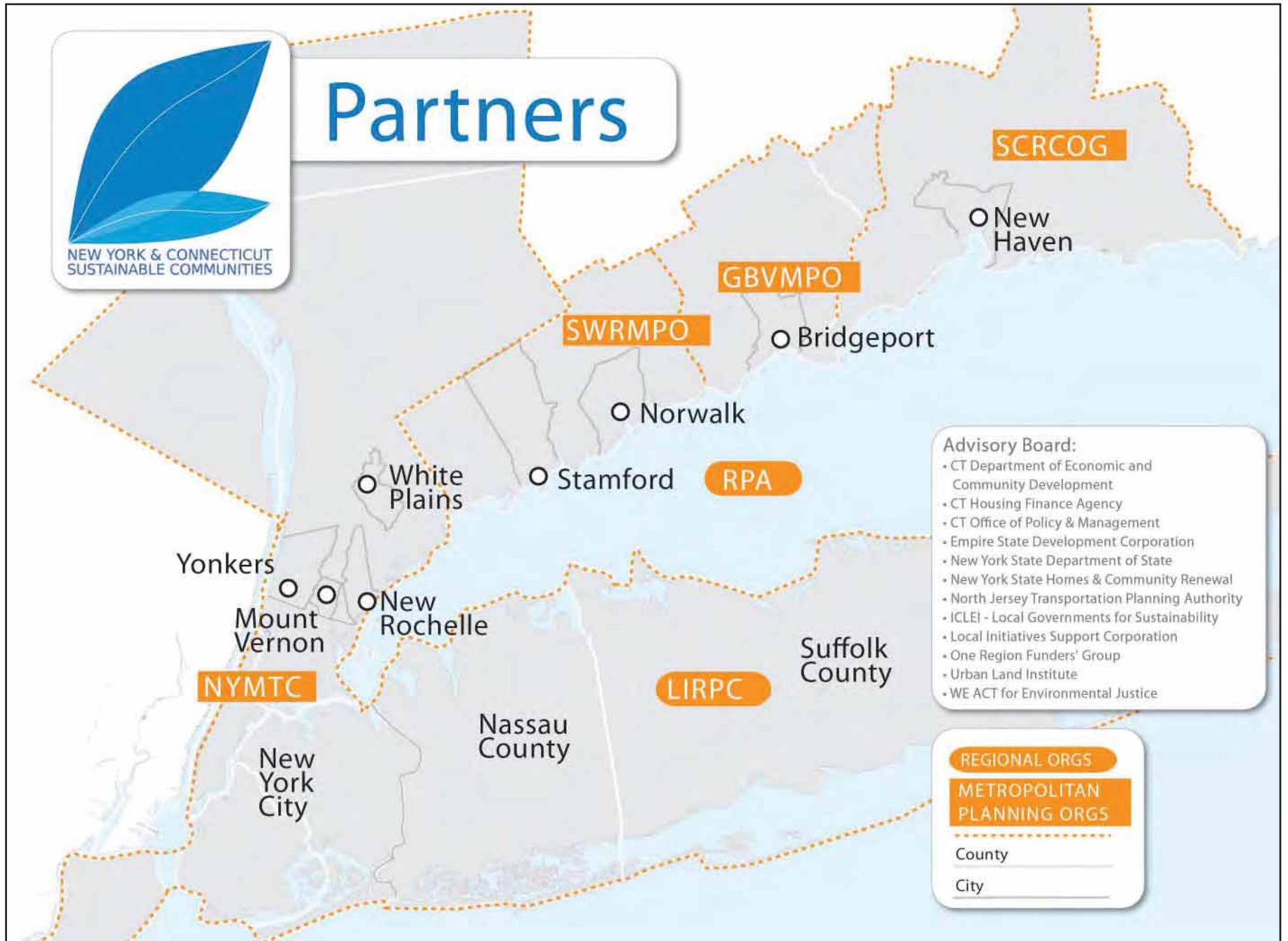
NCIRF has established the following goals for Nassau County to serve the needs of current and future populations by:

- 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.

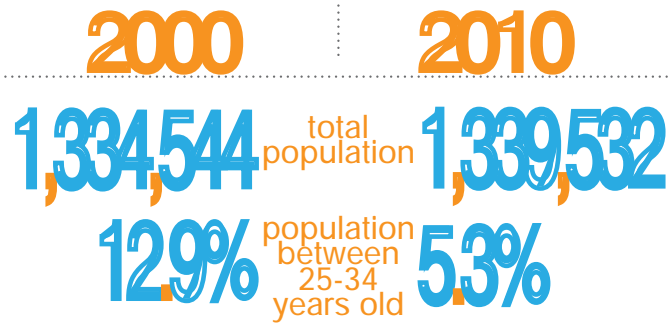
Across the nation, the fundamental structures of suburban development are being reconsidered. Increasing unwillingness and/or inability of the public sector to continue to pay the infrastructure and maintenance costs of sprawl is a key driver. The cause and effect relationship between growth patterns 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.

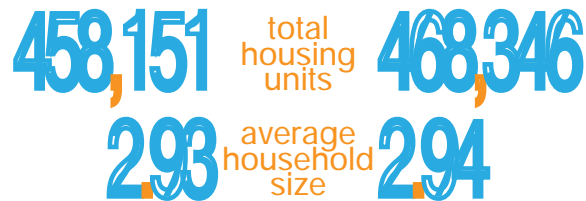


Traffic on the Long Island Expressway. Image source: hungeree.com

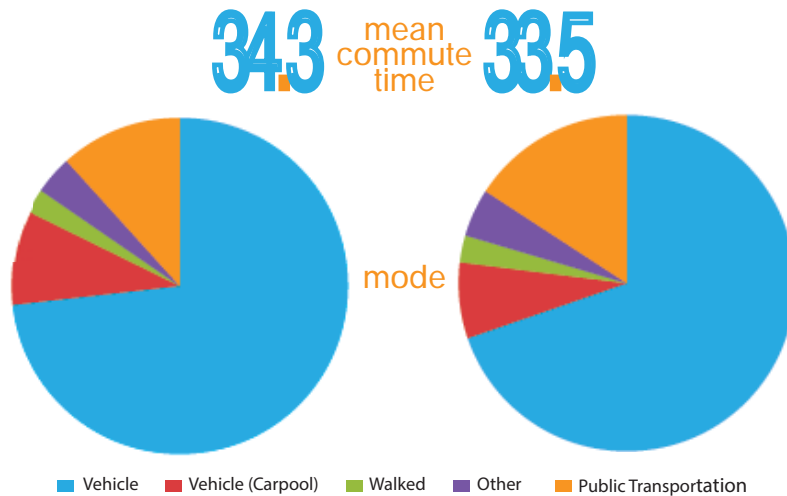
POPULATION



HOUSING

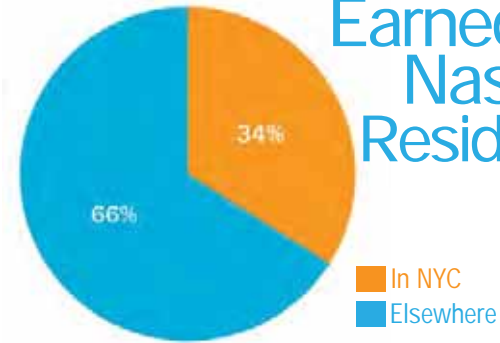


TRANSPORTATION

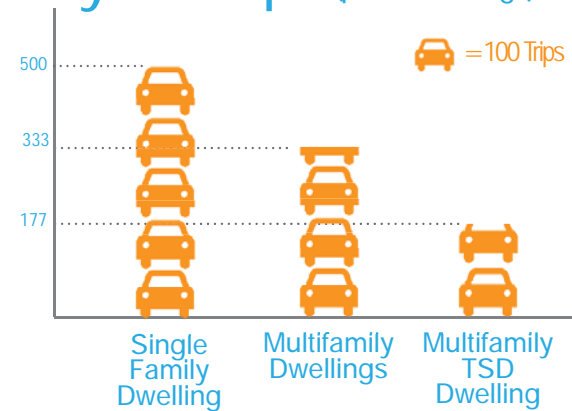


■ Vehicle ■ Vehicle (Carpool) ■ Walked ■ Other ■ Public Transportation

Income Earned by Nassau Residents



Daily Car Trips (per 50 dwellings)



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

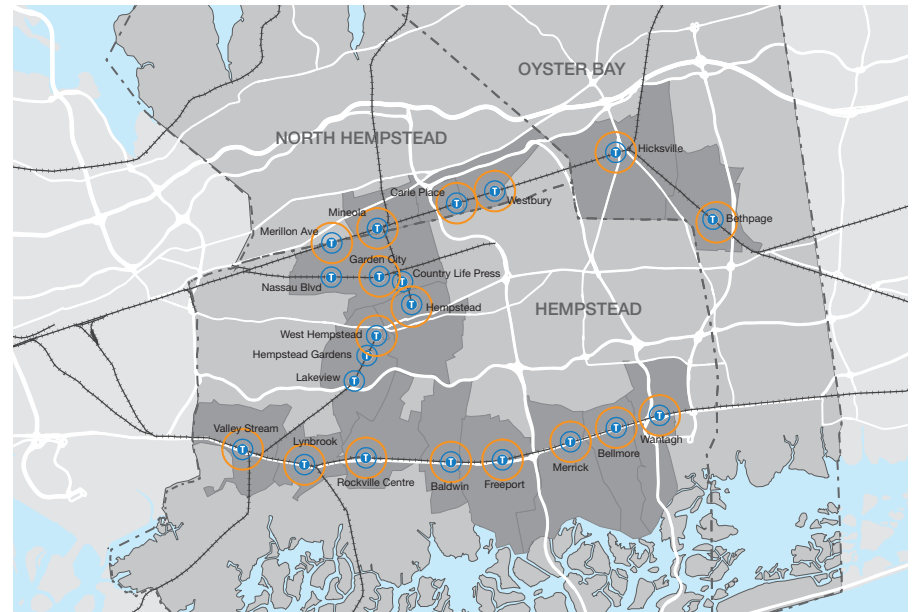
Recent climate events - Superstorm Sandy and Hurricane Irene - have brought into clear focus the magnitude of the challenges we face in this region as we seek strategies to respond to the effects of climate change. These storms illustrated that solutions will need to garner support and buy-in across 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

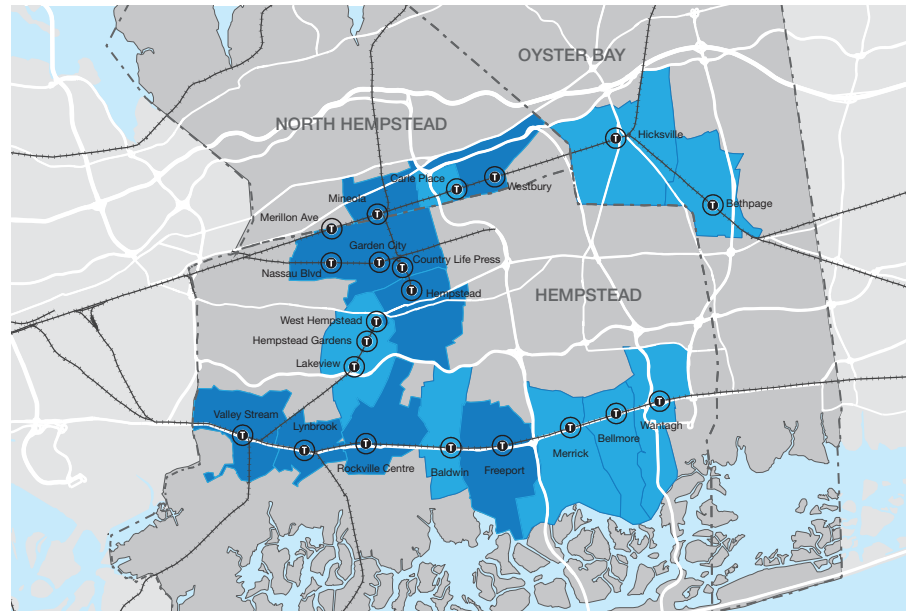
Unlike cities, where government structure affords an opportunity to set comprehensive policy, Long Island is a “home rule” region with local town and county representation working together with a myriad of government structures and organizations to manage the region. While very effective in addressing 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 1/4 mile station area      ○ downtown as defined by LI Index (1/2 mile from downtown center)



① 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

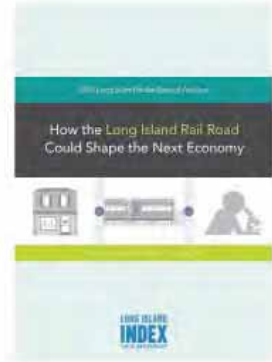
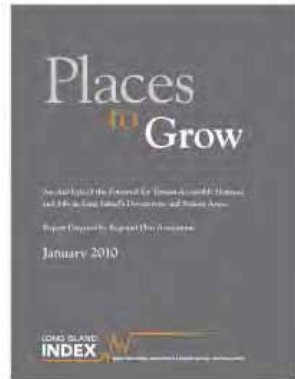
necessarily appropriate in each station area, and the nature of development in each station area needs to be consistent with the specific surrounding context. **This study will seek to differentiate stations that both warrant and desire transit-supported development, recognizing that there is no “one-size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

**Accelerate Nassau Now**  
Nassau County's Job Creation & Retention Plan  
A Partnership with New York State



Transformativ Project Proposal  
October 14, 2011

2012

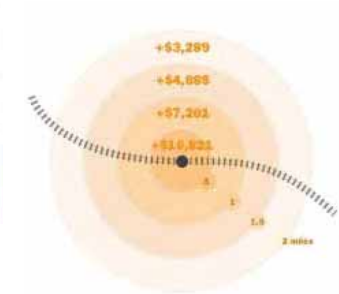
2013

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

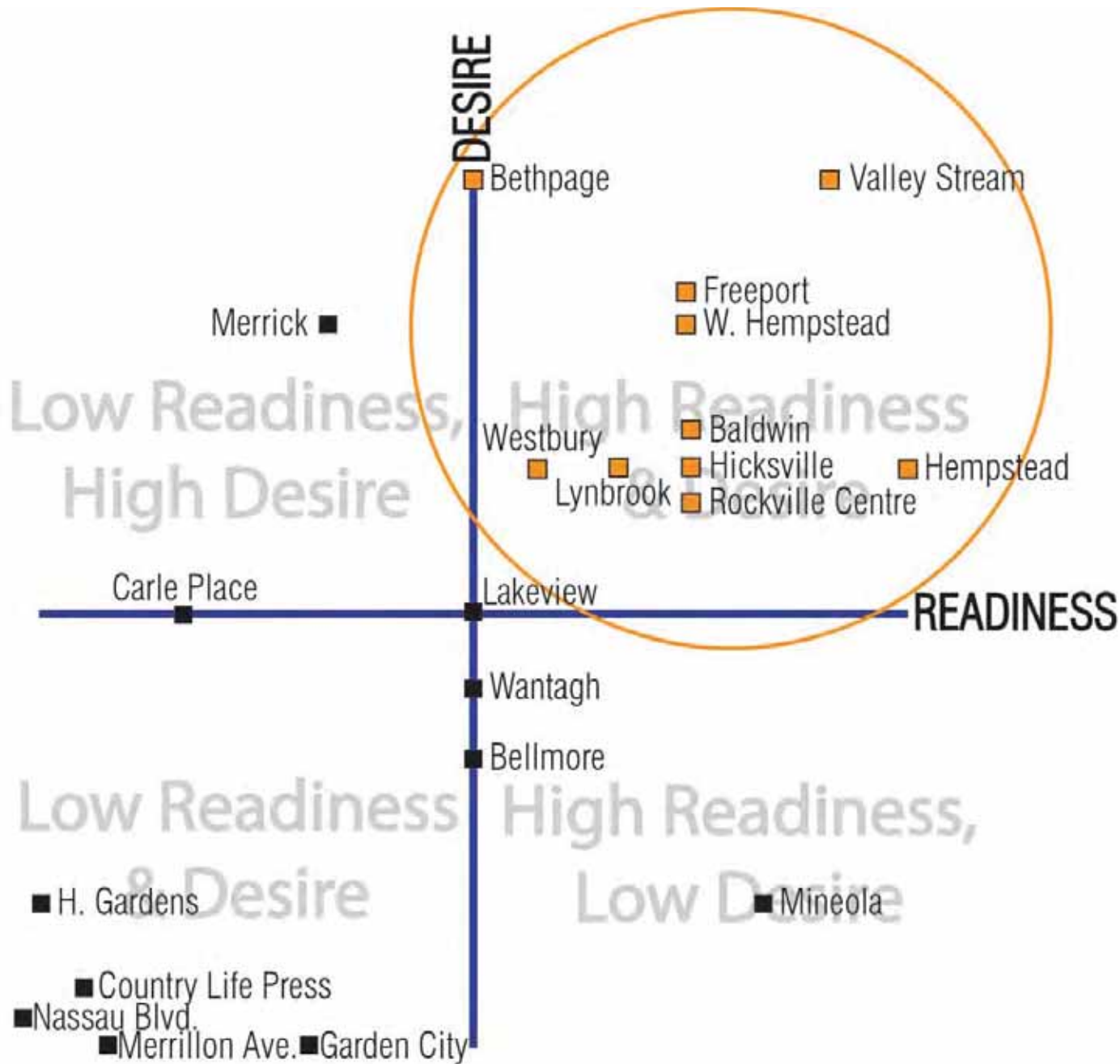


FIGURE 2.2: SHORTLISTED STATIONS AS A RESULT OF PHASE 1

Station Area	Type of Development	Potential Development Partners
Baldwin	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
Freeport	Commercial and/or community buildings, projects identified in the Building Better Freeport plan	Civics, chambers, Village of Freeport
Hicksville	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
Lynbrook	Mixed-use (residential & retail), improved parking strategy	Civics, chambers, Village of Lynbrook
Valley Stream	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
Westbury	Retail, hotel, affordable senior housing, parking & traffic strategy	Village of Westbury, LIRR, chambers, civics
West Hempstead	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.

Stations Shortlisted During Phase 2
Baldwin
Hicksville
Lynbrook
Valley Stream
Westbury

FIGURE 2.3: LOCAL ECONOMIC IMPACT EVALUATIONS

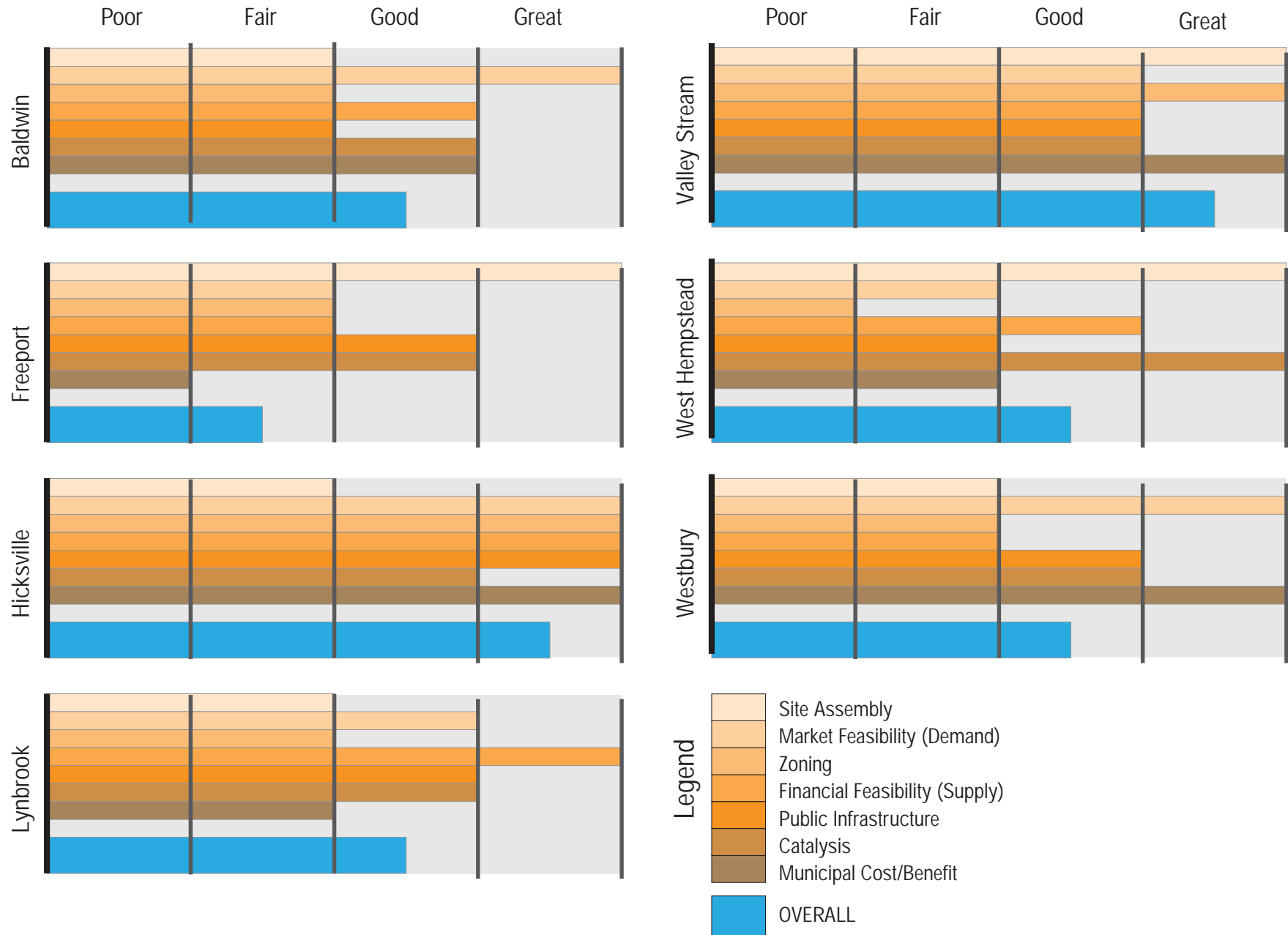
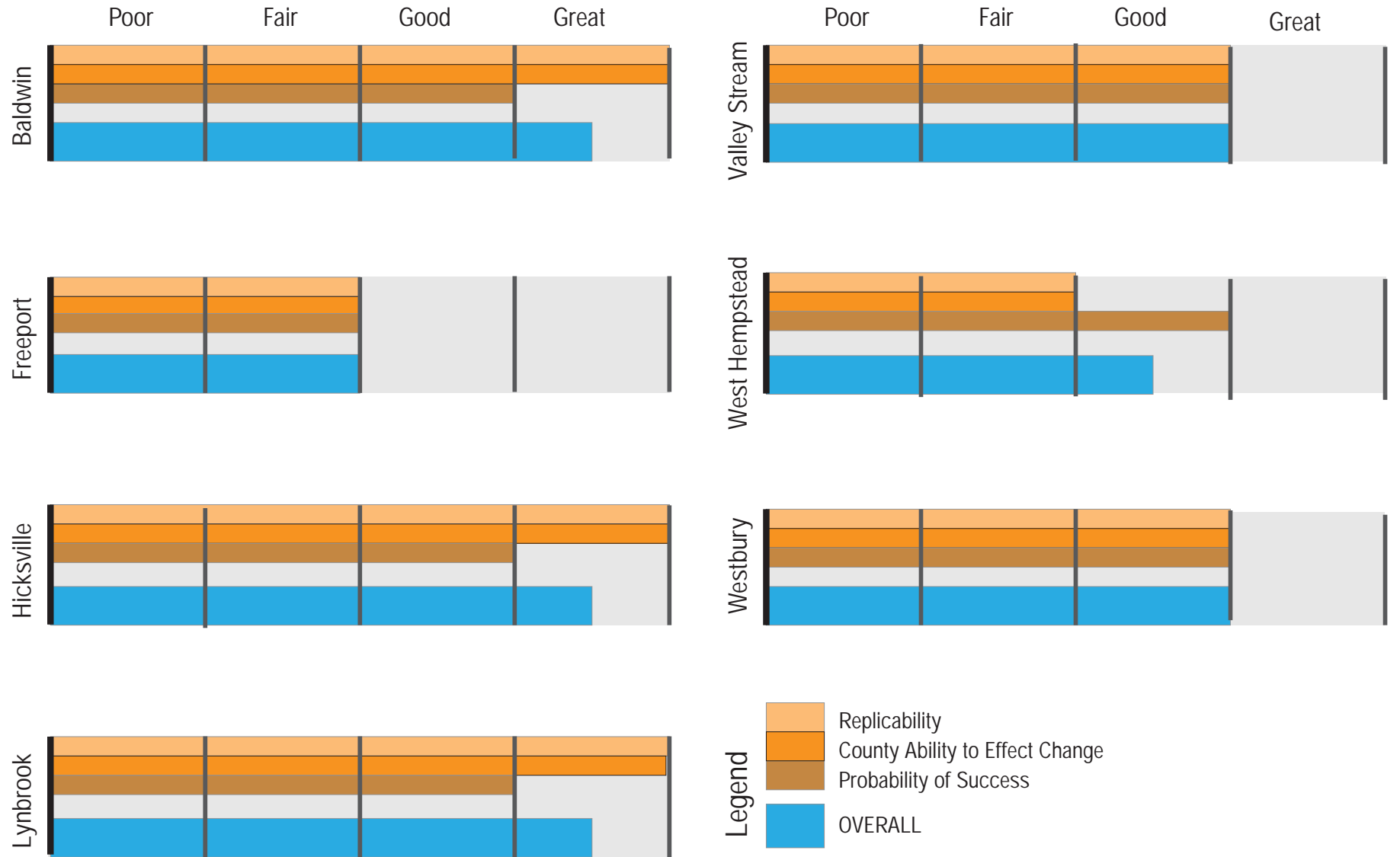




FIGURE 2.4: POWER AS A COUNTY-WIDE PILOT EVALUATIONS





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.

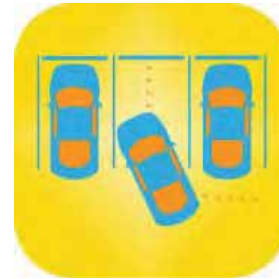


At-grade platforms at Bethpage Station.

## 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

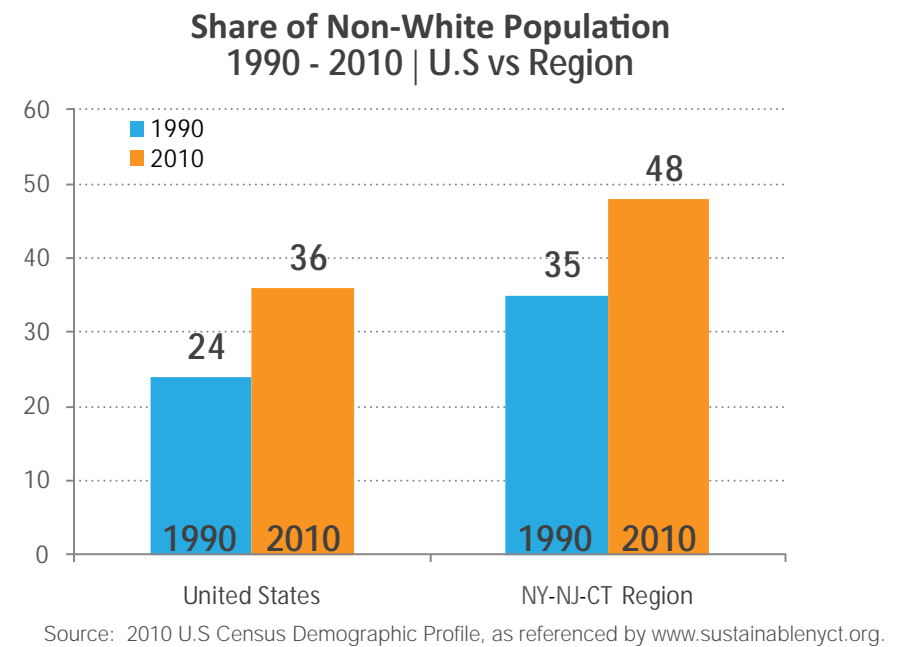
Be it through a community center, public parks, ball fields, or just a sturdy public bench, giving communities a place to be a community – to get together and celebrate their neighborhood – goes a long way in building a livable downtown.



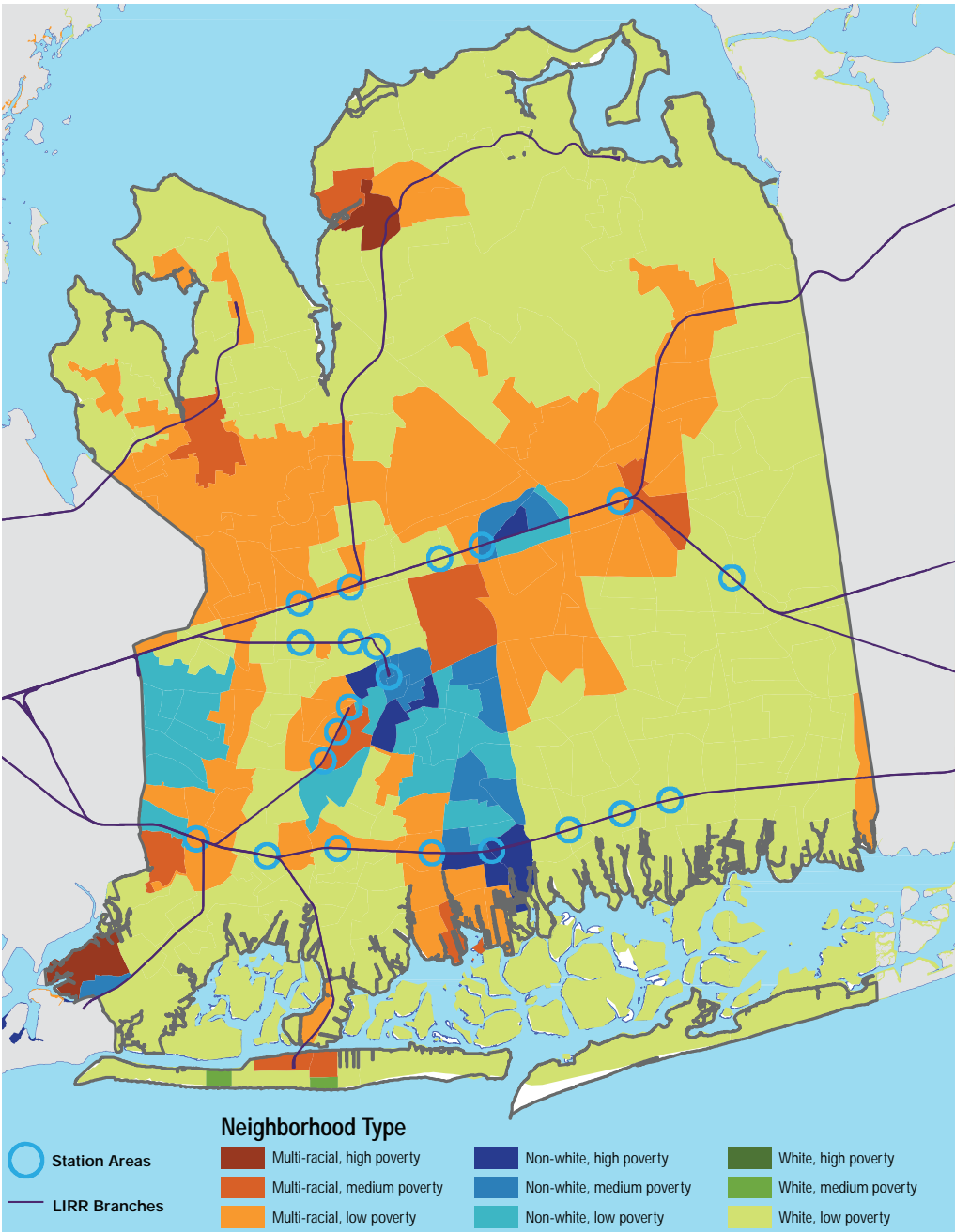
## Consistency with NY-CT Sustainable Communities Fair Housing and Equity Assessment

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.







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.

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



Pedestrian safety improvements are needed along Grand Avenue.

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: 100% GOOD]			

- 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



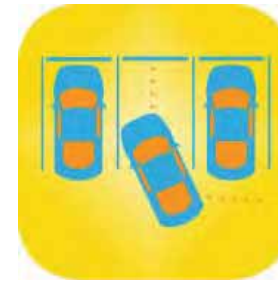
Bellmore's station area boasts a walkable downtown core.

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	[Blue bar]		[Grey 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]	[Grey bar]
overall	[Orange bar]			[Grey bar]

## 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 westbound 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
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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

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

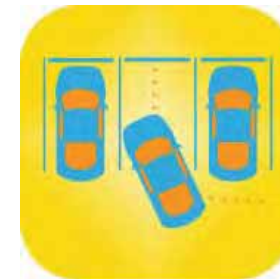
### Recent developments

- \$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	■		■	■

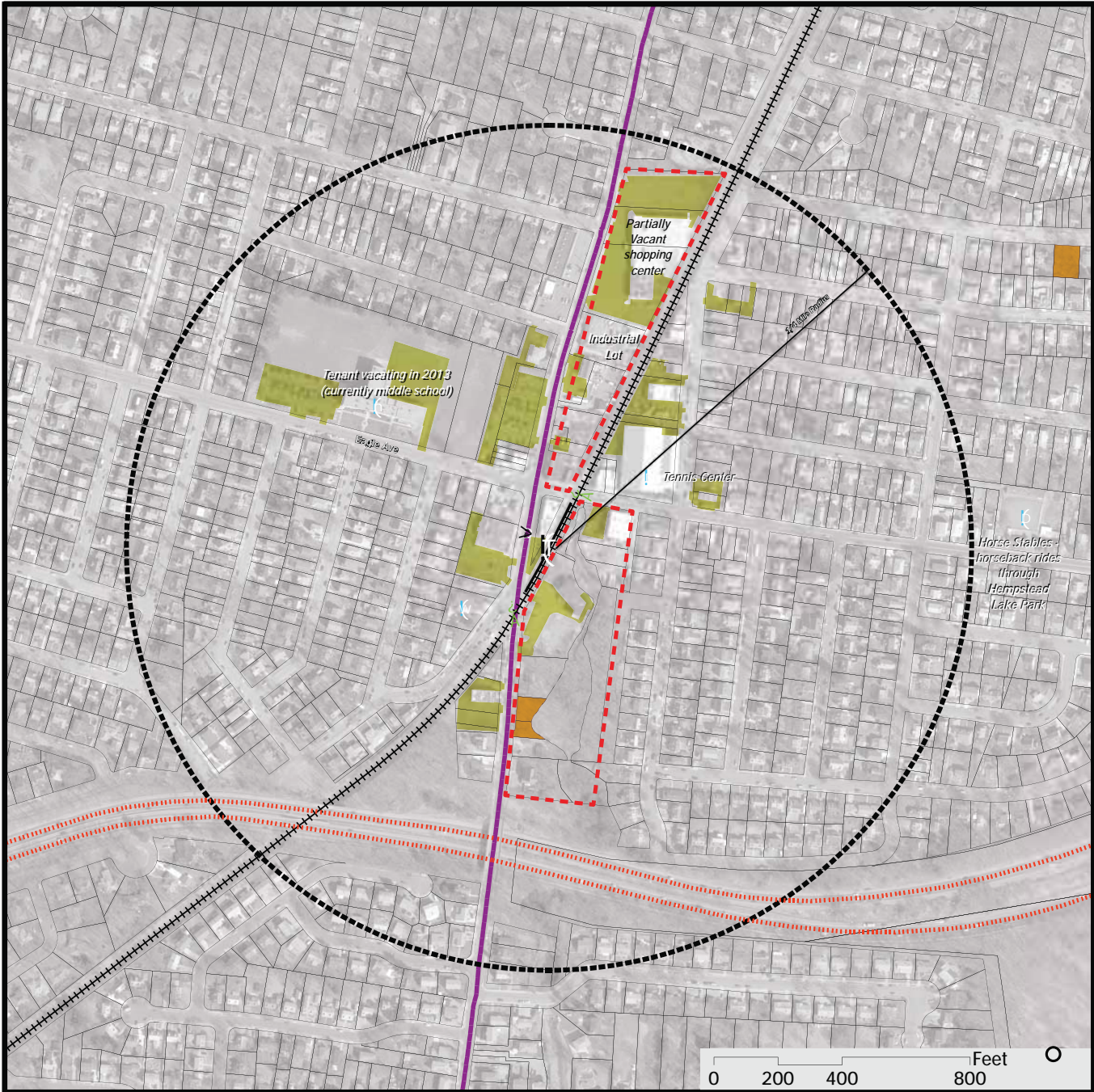
## Potential projects





# 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 Destination
-  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	■		■	
physical suitability	■			■
public sector readiness	■			■
developer interest	■		■	
leadership in place	■			■
overall	■			

- 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
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# 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
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