

7. Land Use and Development

Existing and future land use is a significant consideration when planning a transit investment. Land use has a direct correlation to potential transit ridership while, at the same time, transit services can influence land use decisions. In order to understand land use synergies as they relate to the various alternatives studied, an evaluation of current land uses, future land use policies and potential redevelopment opportunities was performed. This section provides a brief summary description of existing land use in the Study Area, followed by discussion of existing and proposed development and potential development and redevelopment opportunities in key jurisdictions and at significant activity centers within the Study Area that would be affected by one or more of the Short-List Alternatives.

7.1 Overview

The 11.7-square-mile Study Area comprises the largest concentration of commercial uses within Nassau County, including two regional malls, numerous office complexes, and a wide variety of shops, restaurants, and service establishments (Figure 2-1). With an equally expansive and diverse array of community services, the Study Area easily establishes itself as the heart of Nassau County's commercial, cultural, educational, and governmental activities. Approximately 36 percent of the land area is dedicated to commercial and community services, while residential uses occupy approximately 26 percent. Parks and other recreational uses account for about 15 percent of the total, much of it in Eisenhower Park.

The extensive supply of off-street parking represents a significant portion of the Study Area's land use. Approximately 25 percent of this parking supply consists of surface parking dedicated to seasonal or event use, which is not necessarily needed to meet regular demand. In all, the Study Area contains approximately 75,000 parking spaces, which represents approximately 9 percent of the total land cover of the Study Area. The inability to share these parking facilities among uses to balance varying peak parking demands requires additional parking, increases travel among activity centers, limits the ability to link trips and limits the economic development potential of the area.

Table 7-1 summarizes the potential scale of development/redevelopment that could be considered in the Study Area. Development potential in the Village of Mineola and the Town of North Hempstead is in the range of 500,000 to 1.5 million gross square feet; in the Village of Hempstead and the Mitchel Field Mixed Use District (MFM), it is in the range of 3 million to 5 million square feet; and the Source Mall area has the greatest potential redevelopment of 3 to 17 million square feet.

Table 7-1: Build-Out Potential of As-of-Right Zoning / Redevelopment Potential¹

	Residential SF ²	Retail SF	Office SF	Other SF	Total SF
Village of Mineola	487,600-772,300	41,000-133,900	127,700-267,700	34,000-37,000	760,812-1,210,900
Village of Hempstead	3,031,622 - 4,408,600	283,600	382,100	0 – 1,320,000	5,017,322-5,074,300
North Hempstead - Carle Place	268,900-593,200	119,200-194,200	86,400-555,200	58,400	532,900-1,401,000
Source Mall Area	1,172,500-8,861,400	541,800-1,427,800	1,209,600-4,599,600	199,500-2,066,800	3,123,400-16,955,600
MFM District	390,498-1,130,000	424,850	1,025,000-1,572,000	1,172,030-1,350,030	3,013,586-4,478,850

Source: Jacobs, 2011.

Note 1: As-of-right is the maximum potential development allowed by current zoning.

Note 2: SF = square feet



A number of significant projects are already planned or in progress in the Study Area. These projects were identified by the Nassau County Planning Commission (NCPC) as projects referred to that agency by local municipalities and/or projects being tracked by the NCPC. The projects include expansions of existing stores, office buildings, and institutional facilities and construction of multi-family residential developments, which will add thousands of new apartment and condominium units to the area.

7.2 Land Use and Development

To better understand how the alternatives under consideration would integrate with existing land uses and potential development within the Study Area, an analysis of existing and proposed development and, as appropriate, potential development or redevelopment opportunities in the Study Area's jurisdictions was performed and is described in the following sections. The information was used in the alternatives screening process to address a land use-related evaluation criterion.

7.2.1 Village of Mineola

Existing Development

With the major employment centers of Winthrop University Hospital and the County Government Center, downtown Village of Mineola is a major activity generator (i.e., attracts and generates trips). Its key transit infrastructure includes the Mineola Intermodal Center, which includes the Mineola Long Island Rail Road (LIRR) Station and Nassau Inter County Express (NICE) Bus terminal. Aside from several office buildings and structured parking south of the LIRR tracks and north of Old Country Road, downtown Village of Mineola still retains the fabric of a traditional downtown with an inventory of classic mixed-use buildings with ground-floor retail and residential or office uses above. In recent decades, these smaller-scale retail users have faced increasing competition from large-scale shopping and regional malls in the area such as Roosevelt Field, the Source Mall and the many smaller highway-oriented retail centers.

Proposed Development

There are at least three development projects proposed and/or under construction in the Village Mineola. Winthrop University Hospital is constructing 95,000 square feet of office space. A mixed-use, adaptive reuse project is being constructed on the northwestern corner of Old Country Road and Mineola Boulevard. Polimeni International, in partnership with Mill Creek Residential Trust, will soon complete the 'Winston' and 'Churchill' residential complexes consisting of 275 units and 36 units, respectively, on and adjacent to Old Country Road and within walking distance of the Mineola Intermodal Center. To the west along Old Country Road, a 315-unit rental development is also under construction.

Potential Redevelopment

The 2005 Village of Mineola Comprehensive Plan recognized redevelopment opportunities within the Village of Mineola, including on sites along and within the vicinity of East 2nd Street, a key commercial corridor in the Village. This area contains numerous warehouses, low-density offices and industrial buildings that offer opportunities for re-use redevelopment and other improvements. Such redevelopment could take advantage of the traditional downtown and historic character of the Village.

Based on the Short-List Alternatives' proposed alignments and station areas, the Village's 2005 Comprehensive Plan, existing zoning, and known development projects, the Nassau Hub Study Team



identified opportunities for enhancing transit-oriented development (TOD). The Study Team developed two potential redevelopment scenarios: a minimum redevelopment scenario and a maximum redevelopment scenario. The Village of Mineola already has a TOD overlay district. Each of the two scenarios applies this overlay zoning to downtown Village of Mineola to encourage redevelopment and transit use in a mixed-use, pedestrian-friendly environment. Both scenarios follow the principles outlined in the Village of Mineola's 2005 Comprehensive Plan. The minimum redevelopment scenario is less aggressive in identifying soft sites for redevelopment than is the maximum redevelopment scenario, as described below.

The minimum redevelopment scenario proposes redevelopment on sites that meet the definition of soft sites in the following land use categories: stand-alone warehouses, low-density offices and industrial buildings and parking and vacant lots. The maximum redevelopment scenario proposes redevelopment on sites that meet the definition of soft sites in the following land use categories: retail/residential or retail/office mixed-use buildings that are subject to potential removal or improvement on a conditional basis; stand-alone warehouses, low-density offices and industrial buildings; and parking and vacant lots. Table 7-2 summarizes the development potential in the Village of Mineola in the minimum and maximum redevelopment scenarios.

Table 7-2: Development Potential in Downtown Mineola¹

Use	Minimum Redevelopment Scenario Gross Area (SF)	Maximum Redevelopment Scenario Gross Area (SF)
Residential	487,600	772,300
Retail	41,000	133,900
Office	127,700	267,700
Institutional	34,000	37,000
Total	760,812	1,210,900
Parking Spaces ²	974	1,915

Source: Jacobs, 2011.

Note 1: Estimates have not been confirmed with Village of Mineola officials.

Note 2: The number of parking spaces per type of use is calculated as follows: Residential = 1 space/unit (1,000 square feet [SF]); Retail = 4 spaces/1,000 SF; Office and Institutional = 5 spaces/1,000 SF.

7.2.2 Village of Hempstead

Existing Development

Downtown Village of Hempstead is focused around Main Street, North Franklin Street, Washington Street and Fulton Avenue, from Front Street at the south to Kendig Place in the north. Major transportation assets include the LIRR Hempstead Station and Rosa Parks–Hempstead Transit Center. Denton Green is a significant piece of open space that acts as a central organizing element for the downtown area. Buildings housing civic functions include the District Court, Public Library, Hempstead Village Hall, and Hempstead Town Hall. Large portions of the downtown are devoted to surface parking, with many parcels currently occupied by under-developed commercial uses that could be intensified. Overall, downtown Village of Hempstead is characterized by inconsistent land use and building stock in need of revitalization. While the Village of Hempstead's transit stations and roadways represent significant transportation assets, traffic congestion contributes to an unfriendly pedestrian environment.

Proposed Development

An approved initiative representing a public-private partnership between Renaissance Downtowns-Urban America and the Village of Hempstead is changing its downtown. The project, situated within the Village of Hempstead's central business district, will transform the Village's downtown into a mixed-use, walkable neighborhood that could leverage potential transit enhancements within the Nassau Hub to promote improved quality of life and employment opportunities. Preliminary plans call for a mix of condominiums and rental buildings for residents with various income levels. A hotel, offices, shops, and entertainment uses are also being considered. The project will be a mix of new construction and adaptive reuse of existing structures. Civic buildings, plazas, courtyards and other open space would be incorporated into the urban design (Figure 7-1). This project will redevelop the Village's traditional downtown into a vibrant, mixed-use district comprising over 3,000 multi-family residential units and hundreds of thousands of square feet of new office and retail space. A re-zoning that permits the increased development density and building heights required for the project was approved by the Village Board in July 2012. The initial stages of the development are advancing into construction.

Figure 7-1: Redevelopment Area for Renew Hempstead



Source: Village of Hempstead. *Draft Supplemental Generic Environmental Impact Statement (DSGEIS) Downtown Overlay Zones & Zoning Map Amendments*, May 10, 2012.

Another project is Metro 303, an apartment complex recently completed by Mill Creek Residential Trust, LLC. The project includes 166 market-rate apartment homes in a 5-story building with four residential levels over two levels of garage parking. The project site is a short walk from the Rosa Parks-Hempstead Transit Center. Additionally, The Engel Burman Group is currently in construction on a 3-story, 54-unit condominium complex on the east side of Franklin Avenue near the Village of Garden City/Village of Hempstead border on the former Doubleday property.

7.2.3 Town of North Hempstead – Hamlet of Carle Place

Existing Development

This area of the Town of North Hempstead, known as Carle Place, is in the vicinity of Glen Cove Road, Old Country Road and the Meadowbrook State Parkway, north and south of the LIRR tracks. It is located between the LIRR Mineola and Carle Place Stations and is dominated by several large retail uses (i.e., big-box stores).

Proposed Development

Construction of a new 50,000-square-foot, 150-unit Homewood Suites hotel, located at 40 Westbury Avenue and within 2 miles of the Mineola Intermodal Center, was completed in 2012. Adjacent to Homewood Suites is a planned 120-unit hotel, currently under review by the Town of North Hempstead.

Potential Redevelopment

Given the relatively low-density, highway-oriented character of its land use, this area has considerable potential for redevelopment at a higher density than currently exists. An as-of-right redevelopment scenario, per the Planned Unit Development (PUD) District, was evaluated. PUD zoning typically allows for a mix of land uses including both residential and nonresidential and is generally thought of as transit-oriented. The as-of-right redevelopment scenario was based on I-B District zoning requirements, in which both commercial and residential uses are permitted. The as-of-right redevelopment scenario assumes that one zoning lot with required parking is accommodated across a combination of surface parking lots and on-street parking along streets. Each of the two scenarios includes a mix of commercial and residential uses with a retail/commercial spine running north-south on the western edge of the property and residential uses located to the east along a green mews. Station Plaza, at the heart of each scenario, focuses the community's open space as a transit gateway.

Table 7-3 illustrates the development potential under current zoning. The development potential is the same for the modern streetcar and BRT/premium bus alternatives.

Table 7-3: As-of-Right Development Potential in North Hempstead – Carle Place

Use	Gross Area (SF)	Parking Spaces Required
Residential	268,900	538
Retail	119,200	596
Institutional	58,400	292
Office	86,400	432
Total	532,900	1,858

Source: Jacobs, 2011.

Note: The number of parking spaces per type of use is calculated as follows: Residential = 2 spaces/unit (1,000 SF); Retail, Office, Institutional = 5 spaces/1,000 SF.

7.2.4 Source Mall, Roosevelt Field, Nassau Community College

Existing Development

Located south of Old Country Road, this area comprises mainly large-scale retail and light industrial functions with scattered office buildings. A number of residential PUDs have been developed. Roosevelt Field, the Source Mall, and Nassau Community College are major retail and institutional anchors within the northern and central portions of this area. They are intermixed with underutilized areas with poor pedestrian access and connectivity.

Pending Development

One large retail project is pending and one large retail project has recently been completed within this area; both are located within walking distance (i.e., 1/4 mile) of proposed transit stations. Roosevelt Field, which would be served by all of the alternatives, is constructing a 100,000-square-foot Neiman Marcus retail space. Construction is currently underway, with an expected opening in 2015. The Gallery at Westbury Plaza, a 330,000-square-foot retail center, has recently opened; it is promoted as one of the premier retail trade areas in the country and incorporates a LEED¹-certified design.

Avalon Bay Garden City completed construction of a mix of housing types, including 44 townhouses, 160 apartments and single-family homes aimed at attracting singles, empty nesters and young couples on property adjacent to Nassau Community College.

Potential Redevelopment

Unlike Alternatives 3 and 3A, the alignment for Alternatives 2 and 2A serves the Source Mall and its vicinity including the Gallery at Westbury Shopping Plaza, a cinema, hotel and several office and light industrial uses. This area currently suffers from several physical constraints that are not conducive to TOD. The constraints include large areas of surface parking, wide roadways that isolate uses and discourage pedestrians, and large retail uses that are incompatible with pedestrian and bicycle access.

Potential redevelopment scenarios developed for this area include an as-of-right scenario for each alignment. Table 7-4 illustrates the development potential under current zoning.

Table 7-4: As-of-Right Redevelopment Potential for the Source Mall and Vicinity

Use	Gross Area (SF)	Residential Units	Parking Spaces Required
Residential	1,172,500	1,172	3,119
Retail	541,800		2,709
Office	1,209,600		6,048
Open Space	199,500		
Hotel	0		
Total	3,123,400	1,172	11,875

Source: Jacobs, 2011.

Note: The number of parking spaces per type of use is calculated as follows: Residential = 2.66 spaces/unit (1,000 SF); Retail and Office = 5 spaces/1,000 SF.

¹ LEED (Leadership in Energy & Environmental Design) is a green building certification program that recognizes best-in-class building strategies and practices. To receive LEED certification, building projects satisfy prerequisites and earn points to achieve different levels of certification.

7.2.5 Nassau Veterans Memorial Coliseum and Hofstra University

Existing Development

North of Hempstead Turnpike and west of the Meadowbrook State Parkway, this area contains major institutional and public anchors comprising Hofstra University and the Nassau Veterans Memorial Coliseum. Parks and natural areas are also located here, including the Mitchel Field recreation area to the west and the Hempstead Plains Preserve to the southeast. With the announcement that the New York Islanders professional hockey team will vacate the Nassau Veterans Memorial Coliseum at the end of its lease in the summer of 2015, the future redevelopment direction of this site has been resolved with selection by Nassau County of a Master Developer for the property. Plans for redeveloping the property, which are currently being formulated, are anticipated to be largely consistent with current zoning.

Pending Development

The redevelopment of the Nassau Veterans Memorial Coliseum and surrounding area is under design in accordance with the MFM zoning district (Figure 7-2) in the Town of Hempstead. The as-of-right zoning provides for redevelopment through an increase in allowable development density and a range of uses. In addition to the existing Nassau Veterans Memorial Coliseum, which is a major regional sports and entertainment venue, and the Long Island Marriott Hotel and Conference Center, the MFM District could be developed for a range of other uses. Such uses could include offices, bank or financial institutions, retail stores, service establishments, research and development facilities, hospitals, schools, senior citizen care facilities, daycare facilities, health clubs or spas, multi-family dwellings, municipal buildings, and religious and recreational uses.

Figure 7-2: Boundary of the Mitchel Field Mixed-Use (MFM) Zoning District



Source: Renaissance Downtown/Urban America. *The Story of Hempstead Rising*. June 10, 2011.

In addition to redevelopment of the Nassau Veterans Memorial Coliseum property, other projects are proposed or have been recently completed in this area. Vanderbilt Mews at Garden City is a 25-unit condominium project recently constructed on Stewart Avenue just inside the Village of Garden City. The United Food and Commercial Workers Union Local 1500 plans a 15,000-square-foot office for 623 Stewart Avenue in the East Garden City Census Designated Place (CDP).

Potential Redevelopment

Table 7-5 illustrates the development potential in this area, as currently zoned. The assessment of redevelopment potential anticipates a re-purposing of most of the parking areas associated with the Nassau Veterans Memorial Coliseum with a denser development pattern comprising a mix of uses.

Table 7-5: As-of-Right Redevelopment Potential of MFM Zoning District

Use	Gross Area (SF)	Residential Units	Hotel Rooms	Parking Spaces Required
Coliseum	416,000			6,500
Marriott	350,000		617	617
Residential	390,498	390		667
Retail	424,847			2,124
Office	1,026,211			5,131
Park Space	136,030			0
Hotel	270,000		360	360
Total	3,013,586	390	977	15,399

Sources: Fox and Fowle, 2011.

7.2.6 Hempstead Turnpike

Existing Developments

With downtown Village of Hempstead at its western end and the Nassau University Medical Center at its eastern end, this section of Hempstead Turnpike connects major activity generators, including Hofstra University, the Nassau Veterans Memorial Coliseum, RXR Plaza, and East Meadow Plaza. The balance of uses is highway-style retail and commercial activities.

Potential Redevelopment

With all four alternatives, opportunities for revitalization of this portion of the Hempstead Turnpike corridor may best be realized through infill development that would support TOD and complement redevelopment in other portions of the Study Area. The western segment of Hempstead Turnpike will connect the future downtown revitalization in the Village of Hempstead to the County's proposed Research and Development Center at the Nassau Veterans Memorial Coliseum site, passing through Hofstra University.

7.3 Conclusions

There are a number of locations within the Study Area that provide transit-supportive land use patterns that would be supported by each of the four alternatives. The distinction that does occur among the alternatives is related to planned and future land use changes within the Study Area: most notably, the redevelopment recently approved in the Village of Hempstead, the designation of a Master Developer for



the Nassau Veterans Memorial Coliseum and the surrounding area and, lastly, the expansion of the retail uses at Roosevelt Field. While the area to the east of the Meadowbrook State Parkway in the vicinity of the Source Mall has significant redevelopment potential, it is anticipated that redevelopment in this area lags further behind than that of the area to the west of the Meadowbrook State Parkway. Therefore, Alternatives 3 and 3A are likely to better meet anticipated land use changes in the foreseeable future than are Alternatives 2 and 2A.