Rockaway West Public Meeting #3
NY Rising Community Reconstruction Plan
Projects and Recommendations | February 28-March 2, 2014
The NY Rising Community Reconstruction Program is helping communities impacted by Hurricane Irene, Tropical Storm Lee, and Superstorm Sandy to rebuild and become more resilient through community-driven plans that consider current damage, future threats to community assets, and the community’s economic future. Residents are here today to participate in a public meeting to learn more about the program and share their input on assets, needs, opportunities, and community vision to help shape the planning process.

New York City contains 10 of the 43 communities in New York State undergoing the NY Rising Community Reconstruction process.

For more information, please contact:
info@stormrecovery.ny.gov
www.stormrecovery.ny.gov
**STRATEGY #1**

**Improve Coastal Protection and Drainage**

### Priority and Featured Projects

- **(A)** Implement Targeted Coastal Protection at B88th Street

- **(B)** Drainage Projects

### Other Projects and Policy Recommendations

- Work with USACE to build up and expand upon existing ocean edge strengthening projects such as additional, stronger dunes, ocean side jetties, and possibly flood walls.

- Work with USACE, NYCDPR, NYCDOT/ NYCEDC, and private owners to uniformly strengthen the baywall.

- Build regional surge barrier in Jamaica Bay.
Coastal Risk in Rockaway West

Rockaway West's low elevation leaves it highly exposed to multiple risks from coastal storms. Comprehensive coastal protection would require a myriad of protective measures (see left). Together, these measures could provide protection against up to 8 to 9 feet of surge in a storm event, along with reducing the impact of wave action (see above). As such extensive measures are needed to increase protection to a 100-year storm event, comprehensive protection in Rockaway West is a long-term and extremely expensive endeavor.

To protect against a 100-year storm event, extensive coastal protection measures would need to be constructed. Smaller-scale strategies can help protect against more frequent flooding from sea-level rise, moon tides, and lesser storms.

Regional Considerations

The Rockaway West Committee recommends a regional comprehensive coastal protection strategy to protect against a 100-year storm event. This long-term strategy would require coordination with City, State, and US Army Corps of Engineers (USACE).

Cost of Coastal Protection Measures

Comprehensive protection measures running along the bayside from the Cross Bay Bridge to the A Train Crossing alone would cost approximately $8 million to $22 million. Additionally, coordination with neighboring communities would be required.

In the interim...
Project Description:
Provide coastal protection from more frequent flooding events in the Hammels neighborhood between Beach 88th Street and the A train crossing:

1. Restore approximately 2.5 acres of wetlands from Old Beach 88th Street to the Marina
2. Construct a 950 ft long, 4 ft high berm from Old Beach 88th Street to the Marina
3. Raise or repair 350 ft of bulkhead along the bay at the Marina to Beach 84th Street
4. Install deployable floodgates or a ramp at the Marina docks to allow access to the bay
5. Construct a 200 ft long, 4 ft high floodwall from Beach 84th Street to the A train crossing

Rationale:
This residential area is particularly at risk of coastal flooding from regular tidal and stormwater events. While comprehensive protection is a long-term and expensive endeavor, smaller-scale projects can provide localized protection against flooding caused by sea level rise, moon tides, and more frequent storm events. These projects can also take advantage of ongoing projects in the nearby area including a NYC Department of Environmental Protection (NYCDEP) sewer project from Beach 90th Street to Beach 95th Street, and wetland restoration from Old Beach 88th Street to Beach 89th Street proposed NYC Department of Parks and Recreation (NYCDPR) as part of the Rockaway Parks Conceptual Plan. Both projects offer an opportunity to build on the momentum of existing projects to provide localized coastal protection in Hammels.

Costs:
1. Wetland Restoration: $650 thousand - $1.9 million
2. Berm: $3.7 million
3. Raise Bulkhead: $700 thousand - $1.7 million*
4. Deployable Floodwalls: $350 thousand
5. Floodwall: $850 thousand

*These strategies can be coupled with other existing programs, such as the city’s proposed program for bulkhead repair.
(B) Drainage Projects

Project Description:
Construct bioswales in priority areas of Rockaway West, including Beach 108th Street, Shore Front Parkway, Beach 94th and Beach 95th Streets, and 88th Street Park. Bioswales are planted areas on the sidewalk or street that collect stormwater and prevent it from flowing to lower points of elevation. By collecting stormwater as it runs down the street, bioswales create a permeable surface, allowing stormwater to be absorbed by the planted vegetation or infiltrate into the ground below.

Rationale:
Many areas within Rockaway West experience frequent flooding during heavy rainfall events. Since much of the area is paved with impermeable materials, water is unable to infiltrate into the ground and may result in flooding and ponding in the street. Constructing bioswales in areas that experience regular flooding will create permeable areas that allow stormwater to infiltrate and reduce localized flooding.

Potential Priority Sites
- Space requirements may limit siting opportunities
- Ongoing maintenance and upkeep is necessary
- Understanding of subsurface conditions is necessary
- Coordination and permitting with City agencies

Costs:
- $30,000 per bioswale

Drainage Complaints
- 311 complaints show areas susceptible to street flooding
STRATEGY #2

Build or Identify Relief Center Locations

Priority and Featured Projects

(C) Create Rockaway West Relief Center Hub(s)

(D) Create Rockaway West Relief Satellites

(K) Issue RFP for Expansion of Health Services

Other Projects and Policy Recommendations

- Develop an emergency local power generation system
- Work with LIPA to strengthen/heighten utility poles and harden substations
- Create alternative energy sources across the community (e.g., wind for back-up power in emergencies)
- Require multi-family buildings implement emergency preparedness measures, including evacuation plans and emergency back-up power
- Designate emergency transportation plans
- Strengthen resiliency and emergency-response capacity of local not-for-profits
Project Description:
Create a relief center hub to house the coordination of emergency services during a disaster, such as access to food, water, health and medical services, and a system of hardened satellite relief centers to serve as distribution centers for supplies and information. A relief center is not an evacuation center or shelter; rather, it provides a central location for information and community gathering and services during an emergency. Because emergencies are unpredictable and irregular events, relief centers should be housed within an existing building or organization that provides year-round community services.

Rationale:
The Office of Emergency Management (OEM) functions best during disasters when it executes plans and priorities that have been agreed to prior to a disaster. While relationships between OEM and local community organizations already exist, there are areas where organizations could be leveraged to lend greater support to their communities, particularly if they are able to partner prior to an event and clearly establish roles and responsibilities for a specific operation. Relief centers can provide important emergency functions such as: bring together a range of local social services, formalize efforts to reach out to vulnerable populations, help OEM evaluate community needs and efficiently distribute resources.

Relief Center Criteria

<table>
<thead>
<tr>
<th>LOCATION</th>
<th>ORGANIZATION</th>
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<tr>
<td>• Outside of extreme flood-risk zone</td>
<td>• Has a long history of community engagement and demonstrated community service during emergencies</td>
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<td>• Ease of access and approachability from street</td>
<td>• Provides regular programming and has capacity to provide emergency programming</td>
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<tr>
<td>• Proximity to:</td>
<td>• Conducts outreach to vulnerable populations</td>
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<tr>
<td>- Commercial centers, corridors, for access to food, water, and other essential goods and services</td>
<td>• Has capacity to provide social and health services</td>
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<td>- Vulnerable populations</td>
<td>• Has a long-term occupancy agreement</td>
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<td>- Evacuation route or near road with quick, reliable access to route</td>
<td>• Has a business continuity plan</td>
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<td>- A large outdoor space to accommodate possible building expansion and outdoor space</td>
<td>• Is financially stable</td>
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Potential Hub Locations

Timeline
- 1-3 years to implement and ramp-up

Cost
- Up to $3 million per hub, depending on construction needs and program

Costs include:
- Programming costs: $100,000/year x 2 years x 2 organizations for staff to manage resilience, plan emergency preparation and response, mobilize and train community, connect vulnerable populations
- Building hardening: including floodproofing, physical improvements, ensure space and communication equipment, and back-up power
Illustrative Analysis: The option for relief hub at B94th Street can include the consolidation of parking into a garage, opening up space for a public plaza.

Consolidate parking into garage on one lot at B94th Street

Repurpose space for improved public use and water retention

Sketch of public plaza

Section of garage and relief center

Parking garage with green wall
(D) Create Rockaway West Relief Satellites

**Project Description:**
Create a system of hardened satellite relief centers to serve as distribution centers for supplies and information. A relief center is not an evacuation center or shelter; rather, it provides a safe and local center for information and supplies during an emergency. Because emergencies are unpredictable and irregular events, relief centers should be housed within an existing building or organization that is well connected to the community and has demonstrated community service and support during past emergencies.

**Hub/Satellite Example**
(Actual siting subject to evaluation and selection process)

**Rationale:**
During Sandy, while large agencies and organizations such as Office of Emergency Management (OEM), FEMA, and the Red Cross provided substantial support, community-based organizations (CBOs) also provided critical local and immediate response and recovery services, such as distributing food, water, and supplies and going door-to-door to check on vulnerable populations. Across the City, groups coordinated their activities through informal relief centers—physical spaces manned by volunteers that served as central hubs for the distribution of information and resources. This program formalizes this process, by identifying and bolstering key hubs in central locations across Rockaway West and allowing the community to bounce back more quickly following a storm or event.

**Potential Sites for Consideration**

**Timeline**
1-3 years to implement and ramp-up

**Cost**
Up to $6 million
$5 million capital, $1 million program/operations/RFP for 1+ locations

This cost and timeline covers:
- Implementation capital improvements
- Build emergency program for social resiliency
- Inclusion of community space for everyday use

Relief center satellites would be chosen through an evaluation and selection process. This process could support two categories of activities for each organization:

1. **Capital investments** to harden existing building or facility, which includes floodproofing and installation of alternate power sources.

2. **Program and operations** support to build host organization’s capacity to provide year-round emergency programming and to deploy resources during an emergency. Satellites will:
   - Manage year-round programming and operations for emergency preparedness and response
   - Have a long history of community engagement and strong community ties
   - Conduct outreach to vulnerable populations

Disaster-related programming might include trainings and practice drills, “Know your neighbor” events, and outreach to vulnerable populations. The capability may be supported initially with CDBG-DR funds for a full-time equivalent (FTE) to build capacity for two years. After two years, the organization would be responsible for supporting the FTE on an on-going basis.

**Rockaway West**
**NY Rising Community Reconstruction Plan**
**Project Description:**
Build new health care campus by selecting a local healthcare provider to be an anchor tenant in Rockaway West to provide either Urgent Care or Free-Standing Emergency Department services, diagnostic and treatment services, and physician services. After locating an anchor tenant, an RFP to select a developer would be issued with multiple sites identified as options and including developer incentives to increase response rate.

**Rationale:**
The Rockaway West community has experienced the most significant disruption to its local healthcare facilities with the closure of Peninsula Hospital. The 32,000 residents are sufficient to support a wide range of primary and specialty care services. In fact, these residents are estimated to generate in excess of 9,000 urgent care visits and 12,000 emergency visits annually, indicating that either an urgent care center or potentially a free-standing emergency department can be supported. Additional demand exists from neighboring communities on the peninsula and in Jamaica Bay.

**Healthcare levels of service**
- **Lower level of service**: Any size population, Less funding
- **Higher level of service**: Larger population, More funding

**Option to include medical cluster at National Grid site**
- Mobile Medical Van
- Walk-in Urgent Care
- Ambulatory Center
- Hospital

**Option to include at Madeline Chocolate site**
- Basic primary care
- Prescriptions
- Can serve areas that lack larger medical facilities
- Treatment of variety of non-life-threatening injuries
- Minor medical procedures
- Limited on-site diagnostic equipment
- Mix of medical and surgical specialties
- Outpatient procedures and surgeries
- Comprehensive diagnostic equipment
- Severe trauma and life-threatening injuries, as well as less serious conditions
- Surgical services

**Other ideas for siting options?**

**Timeline**
1-2 years

**Cost**
$1.2-2.2 million
Issuing RFP: $200k
Incentives: $1-2 million

**Steps towards implementation**

1: Issue RFP
Select anchor tenant
Issue RFP to select developer
Developer surveys market, identifies tenants, builds-out facility

2: Provide capital
Create incentive for developer to build health care services by:
- Purchasing existing site (e.g., National Grid or other site)
- Subsidize developer to offset build-out costs
Incentives have been estimated at $1-2 million, but is an optional cost that could be higher or lower.
STRATEGY #3
Build up B108th Corridor and Support Ferry Operations

Priority and Featured Projects

(E) Support Long-Term Ferry Operations
(F) Create a Rockaway Bike Share Program
(G) Create Bus Circulator Service
(H) Streetscape Improvements at B108th Street and Beach Channel Drive
(I) Build B108th Street Harbor Park
(J) Support National Grid Site Redevelopment

Other Projects and Policy Recommendations

- Work with City to create long-term strategy for wastewater treatment plant
- Develop year-round attractions (e.g., waterpark, concert space)
- Expand EDC zones for tax incentives
- Support Beach 116th Street partnership
- Create business-to-business program to bolster commercial activity across the peninsula
- Conduct study to assess and Peninsula transportation needs
- Improve road networks to improve cross- peninsula transportation
- Remove tolls on Cross Bay Bridge and Gil Hodges Memorial Bridge
- Fund A train switch to allow for direct east-west commuting
- Expand recreational opportunities on the bay, such as boating or kayaking
- Support pilot technical assistance and auditing program for small business resiliency
- Provide grants to merchant entities for district/corridor resiliency improvements; shared capital
NY Rising projects in Rockaway West have been developed to complement other existing programs and planning efforts, which together support a series of priority corridors across the community.
(E) Support Long-Term Ferry Operations

Project Description:
Establishing long-term ferry service to the Rockaways is one of the highest priorities of the Rockaway West Planning Committee. NYC Economic Development Corporation has issued a request for proposals (RFP) for this service in the Rockaways, and a range of funding sources (including a Federal Transportation appropriation and Rockaway West NY Rising funding allocation) could potentially help to reduce the required subsidy for the service, either through capital improvements such as a parking garage, or through a direct operating subsidy.

Existing Funding Sources
• $15M Federal Transportation appropriation, combined with approximately $3.6M in matching City funds for ferry infrastructure (docks, waiting area, and other upland improvements)

NY Rising Funding Options
1. Increase Ridership
   (see board F on circulator bus for more information)

2. Build Other Supportive Infrastructure
   (see board E on bike share for more information)

3. Provide Direct Operating Subsidy
   (see board F on bike share for more information)

Rationale:
After Sandy, the City of New York contracted for a temporary weekday commuter ferry service running from Beach 108th Street in the Rockaways to Pier 11 in Lower Manhattan. The service has been extended four times: in May, July, and August of 2013 and most recently in January 2014, when the Mayor announced the service would run, with a slightly increased fare, until summer 2014. The service is highly-valued by residents of the Peninsula and is a major focus of project planning for the Rockaway West NYRCR Planning Committee. It serves as an important symbolic resiliency measure by connecting the community to the rest of the City and is seen as an alternate evacuation and supply delivery option for emergencies. The ferry currently provides faster point-to-point service to Lower Manhattan than subway or express bus, and is widely perceived by users as a higher-quality transportation experience compared to either of these services.

Timeline
Cost
2-3 years
$6+ million depending on supportive infrastructure

Options include
Increase ridership - This increases revenue by maintaining the existing service and increasing the amount of fares recovered.
Cost: $1-2 million

Build Other Supportive Infrastructure - As City sources exist for most improvements to the landing and other infrastructure, the NY Rising allocation could help to fill a gap and create a modest revenue source through the construction of a parking lot for the ferry, which is primarily used by drivers.
Cost: TBD

Provide Direct Operating Subsidy - The NY Rising allocation could directly fund a part of the operating subsidy for a number of years while other methods to determine abilities to increase revenue and decrease cost are tested and an agreement with a long-term operator is achieved.
Cost: $2-4 million

Rockaway West
NY Rising Community Reconstruction Plan
(F) Create a Rockaway Bike Share Program

Project Description:
Introducing a bike share system on the Rockaways will improve intra-Peninsula connectivity, bringing more visitors into Rockaway West and increasing the mobility of residents to more easily access amenities such as the beach, bay, and mass transit stations without reliance on a car.

Option 1: Create new bike share on Rockaways

• Independent system could use more local resources, ensuring that economic benefits are kept local.
• Creating a new system that is independent of CitiBike would require the identification of a managing entity and involve more cost and effort upfront to choose and install the desired system.
• Ongoing maintenance and operations would require a reserve fund and would need the identification of sources for ongoing operating expenses beyond two years.

Rationale:
As of now, most visitors to the beaches of the Rockaways who do not arrive by car do not venture far from the transit stop and beach. A Bike Share system allows for exploration of the full Peninsula, letting visitors stay longer and spend more. These stations are able to be solar-powered and could be used in events when power is down. A bike share network additionally creates more users for the Jamaica Bay Greenway, and would encourage the expansion of safe bike routes.

Option 2: Extend existing NYC bike share service to Rockaways

• Instituting a bike share network is fairly low-cost, when functioning as an extension of the NYC Bike Share system (CitiBike) that exists in Manhattan and Brooklyn, and would entail the purchasing of new bikes and stations, along with the incremental costs associated with expansion. These operating expenses would be much less than if using a new system.
• A built-in user base exists with this option, as any of the current 100,000 CitiBike members would automatically be able to get off the ferry or train and immediately have access to a bike.

Timeline
Cost
2 years
$1.5 million
with an annual operating cost of $720,000

Timeline
Cost
2 years
$900,000
per NY Rising planning area, total cost of $6.1 million

Costing estimates include a system of 100 bikes and 10 docks. Other models of operation may exist and could be explored through a request for proposal (RFP) for operations.

Costing estimates include a system of 240 bikes and 20 docks.

Planning areas include:
Rockaway West - B74th Street to Ft. Tilden
Rockaway East - B74th Street to Nassau County border
**Project Description:**
This project pilots a circulator bus that would operate across the Peninsula, from Rockaway Beach to Far Rockaway, running between the Mott Avenue A Train Station/LIRR, the Beach 108th Street temporary Ferry Landing, and Shore Front Parkway.

**Rationale:**
The primary objectives of the Rockaway Ferry/Beach circulator are: 1) to see if it can impact ridership and help to create a more sustainable service for the ferry, 2) to enhance the Rockaway West economy by improving the connection between transit hubs, the beach, and the rest of the Peninsula.

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**Timeline**
1-2 years

**Cost**
$850,000 per planning area, total cost of $1.7 million

The cost of this service includes hiring an operator to run a bus service:
- 365 days a year
- 10 hours a day (e.g., 8 AM - 6 PM)
- Making an E-W run that terminates at the ferry terminal once an hour
- Making a N-S run that terminates at the beach once every twenty minutes

Additionally, this cost includes capital money for stops, which covers:
- Three "enhanced" stations, which include signage and rest area
- Ten sign-only stations

**Considerations**
This project only supports a short-term pilot shuttle. Permanent circulator service would require a long-term commitment by a public agency or private operator to support ongoing operating expenses. Additionally, the service amplifies and spreads out the economic impact of the ferry, allowing visitors to circulate throughout a larger area of the Peninsula. Service and route could be reduced to decrease cost.
(H) Streetscape Improvements at B108th Street & Beach Channel Drive

Project Description:
The project would fund streetscape improvements on primary retail corridors that improve resiliency and make the atmosphere more inviting atmosphere for both residents and businesses. Potential projects include façade improvements, resilient streetscape elements, such as solar-powered street lights, and green infrastructure.

Rationale:
In order to create a better bay-to-beach connection on Beach Channel Drive and B108th Street, this streetscaping project will ensure street lights can work in emergency situations and that drainage will be moderately improved through the installation of bioswales. The lack of power in the Rockaways inhibited businesses’ ability to come back online. Having resilient, non-grid light sources would shorten the time for recovery efforts, allowing for emergency resources to be dedicated to more pressing issues. A better quality of street experience will improve the quality of retail that is attracted to the area and create a nicer experience for ferry riders and pedestrians.

Precedents

Plan

Timeline
2-3 years

Cost
$5-7 million
for 1/2 mile, depending on program

Considerations
Source for ongoing maintenance costs need to be identified.

Streetscaping improvements include:
- Roundabout with rain garden/landscaping
- New sidewalks (pervious)
- Bike lane
- Bioswales
- Street trees
- Street lighting (solar)
- Two travel lanes each direction
- Benches
- Bike racks

Rockaway West
NY Rising Community Reconstruction Plan
Project Description:
Build high-quality bayside park that mixes hard and soft edges as first phase of larger project that better connects the community to the bay and supports long-term vision for B108th Street as gateway to the Rockaways from the ferry. This could include pedestrian/fishing piers, landscaping, and a boat launch tied in with the ferry. Additionally, this project can build off of the existing City Parks Conceptual Plan.

Rationale:
For an area that is so strongly rooted in its connection to nature and recreation, Rockaway West has much untapped potential. The NYC Department of Parks of Recreation has been working with the community to create a Conceptual Plan for the Peninsula. This project provides an opportunity for NY Rising to layer in elements related to permanent ferry infrastructure, including a passenger drop-off area and roundabout.

NYC Parks Conceptual Plan:
- Short-term idea
- Long-term Vision: Extending park into roadway, moving road to Grid site

Timeline:
2-3 years

Cost:
$8-12 million depending on site conditions/program

Considerations:
Portions of the B108th Street improvements will be funded by National Grid. The NY Rising plan builds off of existing plans, extending the park into what is currently the road, which is relocated into adjacent parcels.
(J) Support National Grid Site Redevelopment

**Project Description:**
Provide gap financing for a redevelopment of the National Grid site that includes structured parking for the ferry. This project assumes that a public entity has arranged for the disposition of the site for private development.

**Rationale:**
The National Grid site at B108th Street and Beach Channel Drive is a large 250,000 SF partially remediated parcel across the street from the existing ferry landing at B108th Street. Currently the site is being used as a temporary free parking lot for the ferry, but the community has identified potential long-term plans for the site. This project builds off that vision and attempts to link this effort more explicitly to supporting long-term ferry operations through the construction of a parking deck and creating a conceptual program that includes both commercial and residential uses.

**Site Location**
![Site Location Diagram]

**Conceptual Program**

**Timeline**
- 2-3 years from site remediation

**Cost**
- $2-3 million to incentivize development

**Considerations**
Site is currently zoned for manufacturing and would require rezoning for new uses. Site is also currently not completely remediated, process of site acquisition would likely not begin until fully remediated.

Rockaway West
NY Rising Community Reconstruction Plan