

Chapter 10:

Floodplains and Coastal Erosion Hazard Areas

10.0 INTRODUCTION

This chapter examines the potential impacts on floodplains and New York State Department of Environmental Conservation (NYSDEC) Coastal Erosion Hazard Areas (CEHA) from one or more proposed initiatives (Proposed Actions) intended to enhance coastal and social resiliency along the Tottenville shoreline of the South Shore of Staten Island, NY. These initiatives include the Living Breakwaters Project (Breakwaters Project) and Tottenville Shoreline Protection Project (Shoreline Project). In accordance with the 2014 *City Environmental Quality Review (CEQR) Technical Manual* and the National Environmental Policy Act (NEPA), the chapter describes:

- The regulatory programs that protect floodplains and CEHA within the study area;
- The current condition of floodplains and CEHA within the study area;
- The floodplains and CEHA conditions in the future without the Proposed Actions (Alternative 1: No Action Alternative); and
- The potential impacts of the Proposed Actions on the floodplains and CEHA under three alternatives (Alternative 2: The Layered Strategy or the Preferred Alternative, Alternative 3: The Breakwaters without the Shoreline Protection System, and Alternative 4: The Shoreline Protection System without the Breakwaters).

Chapter 17, “Construction,” provides an assessment of construction-related impacts to the floodplain and CEHA.

10.1 PRINCIPAL CONCLUSIONS

The Proposed Actions would result in the implementation of one of three alternatives analyzed in this environmental impact statement (EIS); Alternative 2 includes the Breakwaters Project and the Shoreline Project; Alternative 3 includes only the Breakwater Project component; and Alternative 4 includes only the Shoreline Project component. A No Action Alternative, Alternative 1, was also analyzed.

Under the No Action Alternative, no new structural risk reduction projects would be implemented within Raritan Bay off the south shore of Staten Island or along the adjacent shoreline and in the upland areas within Conference House Park. The existing man-made temporary dune system would remain in 2020, the end of the construction period for the Proposed Actions, and would continue to experience intense wave energy and be at risk from storm wave damage. Under this alternative, high rates of erosion, combined with projected sea level rise, could eliminate some beach sections and leave others completely inaccessible at high tide, eliminating continuous public access along the shoreline and reducing the protective beach, which is the first line of defense against erosion and waves. The risk for flooding within the study area would increase.

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Under Alternative 2, the proposed breakwaters system of the Breakwaters Project would be installed within Raritan Bay off the south shore of Staten Island and the Shoreline Project elements and proposed Water Hub element of the Breakwaters Project would be implemented along the adjacent shoreline and in upland areas almost entirely within Conference House Park, or within Raritan Bay in the vicinity of the breakwater segments. Alternative 2 would provide coastal resiliency in vulnerable areas along the Tottenville shoreline. While this Alternative would not prevent flooding from coastal storm events, it would attenuate wave energy and reduce wave heights within the study area, and temporarily delay flooding of inland areas during certain storm events, providing some level of risk reduction to shoreline structures within the 100-year floodplain in and adjacent to the study area. It would not have the potential to result in direct or indirect adverse impacts to the floodplain and is appropriate for siting in the 100-year floodplain; therefore, this Alternative would be consistent with Executive Order (EO) 11988. Additionally, Alternative 2 would not adversely affect the CEHA. Instead, it would result in the enhancement of natural protective features (i.e., additional beach area resulting from the shoreline restoration) within the CEHA Natural Protective Feature Area¹ (NPFA), while providing reduced storm surge risk to NPAs by attenuating wave energy. A Coastal Erosion Management Permit would be required for the Proposed Actions that comprise the Shoreline Project and the shoreline restoration under this Alternative. The Water Hub parking area at Potential Location 1 would be within the CEHA and would require a CEHA variance for permitting.

Under Alternative 3, the Breakwaters Project, including the in-water breakwaters, shoreline restoration, and Water Hub, would be implemented without the Shoreline Project. The storm wave reduction by the breakwaters would be the same as described in Alternative 2; however, this alternative would not have the risk reduction benefits that would be provided by inclusion of the Shoreline Project. This Alternative would also be consistent with EO 11988. The shoreline within the CEHA would be more resilient than it would under the No Action Alternative with the shoreline restoration providing an enhancement to the beach (a natural protective feature) within the CEHA, but would remain more vulnerable to erosion than it would under Alternative 2. The shoreline restoration would require a Coastal Erosion Management Permit. A CEHA variance would be required for the parking area of the Water Hub at Potential Location 1 under this Alternative. Overall, Alternative 3 would provide greater coastal resiliency than the No Action Alternative, but it would be less effective at protecting inland areas against wave energy and therefore be less resilient than Alternative 2.

Under Alternative 4, the Shoreline Project would be developed without the in-water breakwater structures, the shoreline restoration, or the Water Hub. This Alternative would be consistent with EO 11988; however, the Shoreline Project components would be exposed to existing wave energy without the proposed breakwater system. This Alternative would not include shoreline restoration in a narrow and particularly vulnerable to erosion, and thus continuous accessible public beach would not remain at high tide in front of the segment of the Shoreline Project from Manhattan Street to Loretto Street, once installed. Alternative 4 would enhance shoreline protective features of the NPFA and reduce risk to event-based wave action and erosion but would not reduce long-term shoreline erosion rates. A Coastal Erosion Management Permit would be required for the Proposed Actions that comprise the Shoreline Project under this Alternative. Overall, Alternative 4 would provide greater resiliency than the No Action

¹ NPAs are areas that contain natural features such as beaches, dunes, bluffs, and nearshore areas.

Alternative, but would not provide the reduction in wave energy and height prior to reaching the shoreline that would occur under Alternative 2.

10.1.1 STUDY AREA

The Proposed Actions would be undertaken in the Tottenville area of Staten Island, along the neighborhood's southern shoreline and nearshore waters within the waters of Raritan Bay. Tottenville is located at the southwestern tip of Staten Island, and is the southernmost neighborhood in New York City (**Figure 10-1**). It is bounded by water on three sides, with the Arthur Kill to the west and north and Raritan Bay to the south. The study area comprises the portion of Raritan Bay between the Tottenville shoreline and the proposed offshore breakwaters, and the shoreline of Conference House Park (approximately 5,400 linear feet of shoreline) from approximately west of the intersection of Swinnerton Street and Billop Avenue, extending to the east to the parking area at the southern terminus of Page Avenue, and the northwestern portion of Conference House Park between approximately Hylan Boulevard and Shore Road.

10.2 REGULATORY CONTEXT

10.2.1 FEDERAL

- **National Flood Insurance Act of 1968 (44 CFR § 59) and Floodplain Management Executive Order (“EO”) 11988 (42 FR 26951).** Development in floodplains defined by Federal Emergency Management Agency (FEMA) mapping is regulated at the federal level by the Floodplain Management EO 11988² and National Flood Insurance Act of 1968 (44 CFR § 59). EO 11988 requires federal agencies to avoid to the extent possible the long and short-term adverse impacts associated with the occupancy and modification of floodplains and to avoid direct and indirect support of floodplain development wherever there is a practicable alternative. Title 24, Subtitle A Part 55 of the Code of Federal Regulations (24 CFR § 55) contains the U.S. Department of Housing and Urban Development’s (HUD) regulations implementing the requirements of EO 11988 and EO 11990, Protection of Wetlands, and the eight-step decision making process for making determinations on compliance with this Executive Order.

10.2.2 STATE

- **Coastal Erosion Hazard Areas Law, Article 34, ECL, Implementing Regulations 6 NYCRR Part 505.** The Coastal Erosion Hazard Areas Law authorizes NYSDEC to identify and map coastal erosion hazard areas and to regulate certain activities and development within those areas under 6 NYCRR Part 505. A coastal erosion management permit is required for construction or placement of a structure, or any action or use of land which materially alters the condition of land, including grading, excavating, dumping, mining, dredging, filling or any disturbance of soil. NYSDEC is currently updating CEHA boundaries; however, updated CEHA maps are not yet available. This chapter uses the maps currently available for Staten Island, dated November 10, 1988.

² EO 13690, which was a revision to EO 11988 made on January 30, 2015, was previously included in the Draft Environmental Impact Statement; however, EO 13690 was revoked on August 15, 2017, and thus mention of this EO is removed from the Final Environmental Impact Statement.

5/21/2018



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Project Location
Figure 10-1

- **Flood Hazard Evaluation of State Facilities, Lands and Programs, Article 36, ECL Implementing Regulations 6 NYCRR Part 502, Floodplain Management Criteria for State Projects.** Under Article 36 of the ECL and in accordance with 6 NYCRR 502, all state agencies are to ensure that the use of state lands, and the siting, construction, administration and disposition of state-owned and state-financed projects involving any change to improved or unimproved real estate are conducted in ways that would minimize flood hazards and losses. Projects are to consider alternative sites on which the project could be located outside the 100-year floodplain. Projects to be located within the floodplain are to be designed and constructed consistent with the need to minimize flood damage within the 100-year floodplain and include adequate drainage to reduce exposure to flood hazards. All public utilities and facilities associated with the project are to be located and constructed to minimize or eliminate flood damage. No project may be undertaken unless the cumulative effect of the proposed project and existing developments would not cause material flood damage to the existing developments.

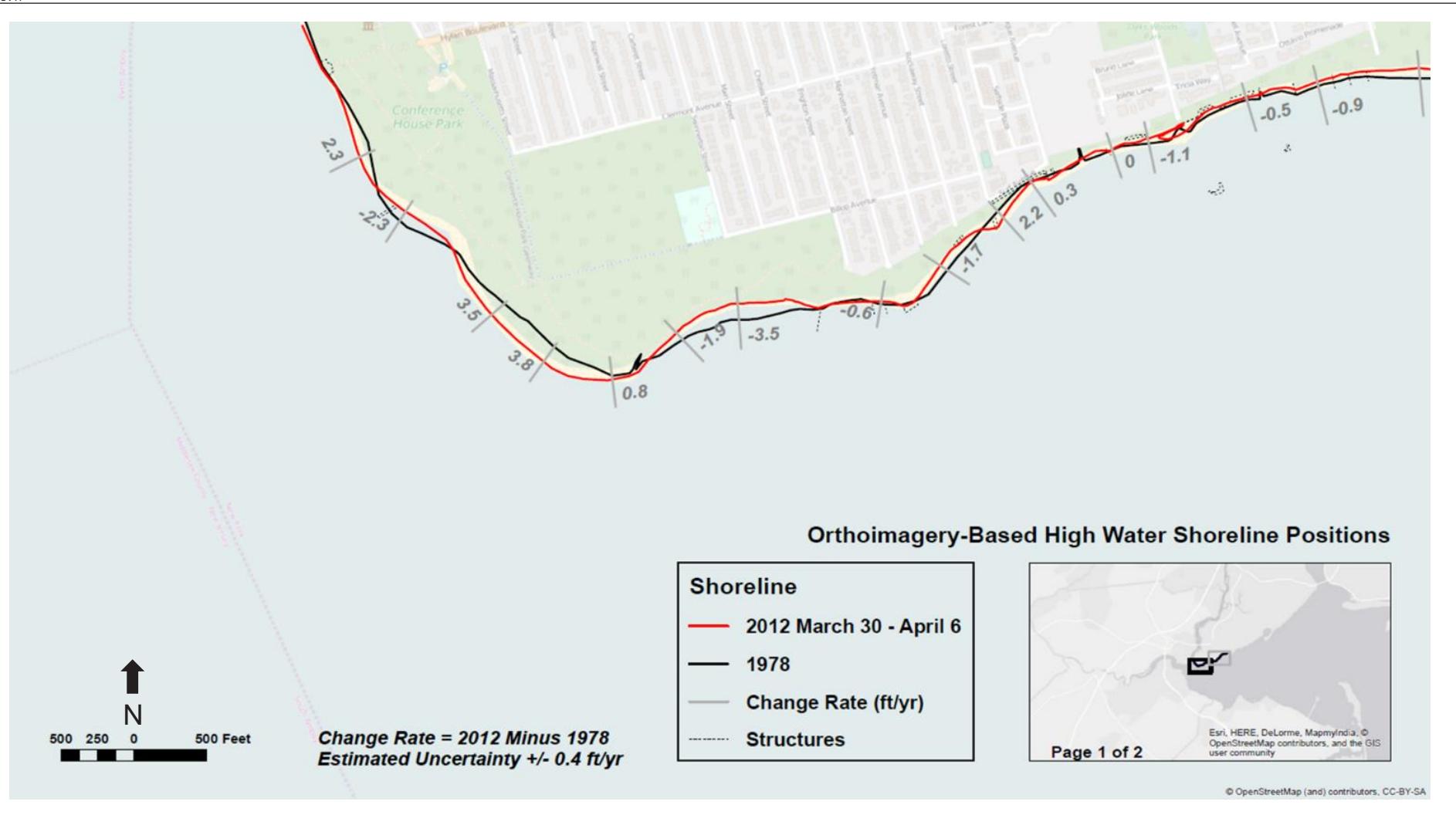
10.3 EXISTING CONDITIONS

The Tottenville shoreline is fringed by sand beaches, cobbles, and coarser materials near Mean Low Water (MLW). A man-made temporary dune, comprising sand filled barrier bags installed following Superstorm Sandy, provides temporary erosion control measures and coastal flood risk reduction between approximately Swinnerton Street and Sprague Avenue. Analysis of historical shoreline change conducted as part of the design of the Breakwaters Project revealed varying shoreline change rates across the project area. The majority of the study area experienced erosion from 1978 to 2012 (pre-Hurricane Sandy) with rates ranging from -.5 feet per year to -3.5 feet per year. The highest erosion rates were experienced in Conference House Park between Finlay Street and Chelsea Street. Other sections of the shoreline experienced deposition of material (i.e., accretion) during that time, with rates ranging from 0 to 2.2 feet per year. This highest accretion rates were experienced in Conference House Park in the most western portion of the study area (**Figure 10-2**).

In 2012, Superstorm Sandy approached New York City with strong winds that generated powerful waves along the South Shore of Staten Island, and storm surge resulting in significant coastal erosion of the area's protective bluffs. Peak storm tides in Tottenville were measured at approximately 16 feet and many homes in the Tottenville Beach area were damaged due to flooding (PlaNYC 2013). Following Superstorm Sandy, New York City formed the Special Initiative for Rebuilding and Resiliency (SIRR) to analyze the impacts of the storm on the city's buildings, infrastructure, and people, assess climate change risks in the medium term (2020s) and the long term (2050s), and outline strategies for increasing resiliency citywide. One of the studies used to inform these resiliency strategies was NYC Department of City Planning's (NYCDCP's) Urban Waterfront Adaptive Strategies (UWAS) study, which demonstrated that the south shore of Staten Island is particularly vulnerable to erosion during extreme events, as well as on an everyday basis.

In addition to its vulnerability to coastal storm surges and storm waves, the shoreline at Tottenville was identified as an at-risk shoreline vulnerable to sea level rise (SLR) and long-term erosion by New York City Economic Development Corporation Study (NYCEDC) in 2014. SLR at the Sandy Hook NOAA tide gage (#8531680) has been observed at a rate of 1.34 feet/100 years between 1932 and 2014.

1.25.17



NOTE: Negative rates indicate erosion, positive rates indicate accretion

10.3.1 FLOODPLAINS

FEMA released revised preliminary FIRMs on January 30, 2015 that precede the future publication of new, duly adopted, final FIRMs. The revised preliminary maps represent the Best Available Flood Hazard Data at this time. FEMA, and the Federal Government as a whole, requires communities to use the preliminary maps or the current effective maps, whichever is more restrictive, per the Federal Uniform Flood Risk Reduction Standard for Sandy Rebuilding and the FEMA Best Available Data memo, both from 2013. Based on the revised preliminary FIRMs, the study area is fully within the 100-year floodplain in Zone AE (the area with a 1 percent chance of flooding each year) and Zone VE (an area of high flood risk subject to inundation by the 1 percent annual-chance flood event with additional hazards due to storm-induced velocity wave action, a 3-foot or higher breaking wave). Zones AE and VE are considered a Special Flood Hazard Area (SFHA). The preliminary FIRM 100-year flood elevations (i.e., Base Flood Elevation [BFE]) in the study area range from +13 to +19 feet North American Vertical Datum of 1988 (NAVD88) and are highest in the VE zone along the shoreline (**Figure 10-3**). Most of the 100-year floodplain within the study area is within the Limit of Moderate Wave Action (LiMWA).³ While FEMA does not impose floodplain management requirements based on the LiMWA, it is mapped to help communicate the higher risk that exists in that area (FEMA 2013).

Coastal floodplains are influenced by astronomic tide and meteorological forces (e.g., nor'easters and hurricanes) rather than local flooding caused by precipitation (FEMA 2013).

10.3.2 COASTAL EROSION HAZARD AREA (CEHA)

Most of the south shore of Staten Island is within the NPFA of the CEHA (**Figures 10-4a and Figure 10-4b**). NPFAs within coastal areas, such as dunes and beaches, provide buffering and protection against wave energy and mitigate the loss of coastal habitat and property due to erosion. The NPFA along the southern shore of Staten Island encompasses the entire shoreline to north of the Verrazano-Narrows Bridge. Within the study area, the NPFA extends landward to the northern edge of Surf Avenue in the western portion of the study area and north of the sand-vegetation line in the eastern portion of the study area. Much of the historical shoreline erosion has occurred within the CEHA. The western portion of the study area comprising Water Hub Potential Location 2 is outside the CEHA. NYSDEC is updating the CEHA and the boundaries in the study area have the potential to change in the future.

10.4 EFFECTS ASSESSMENT

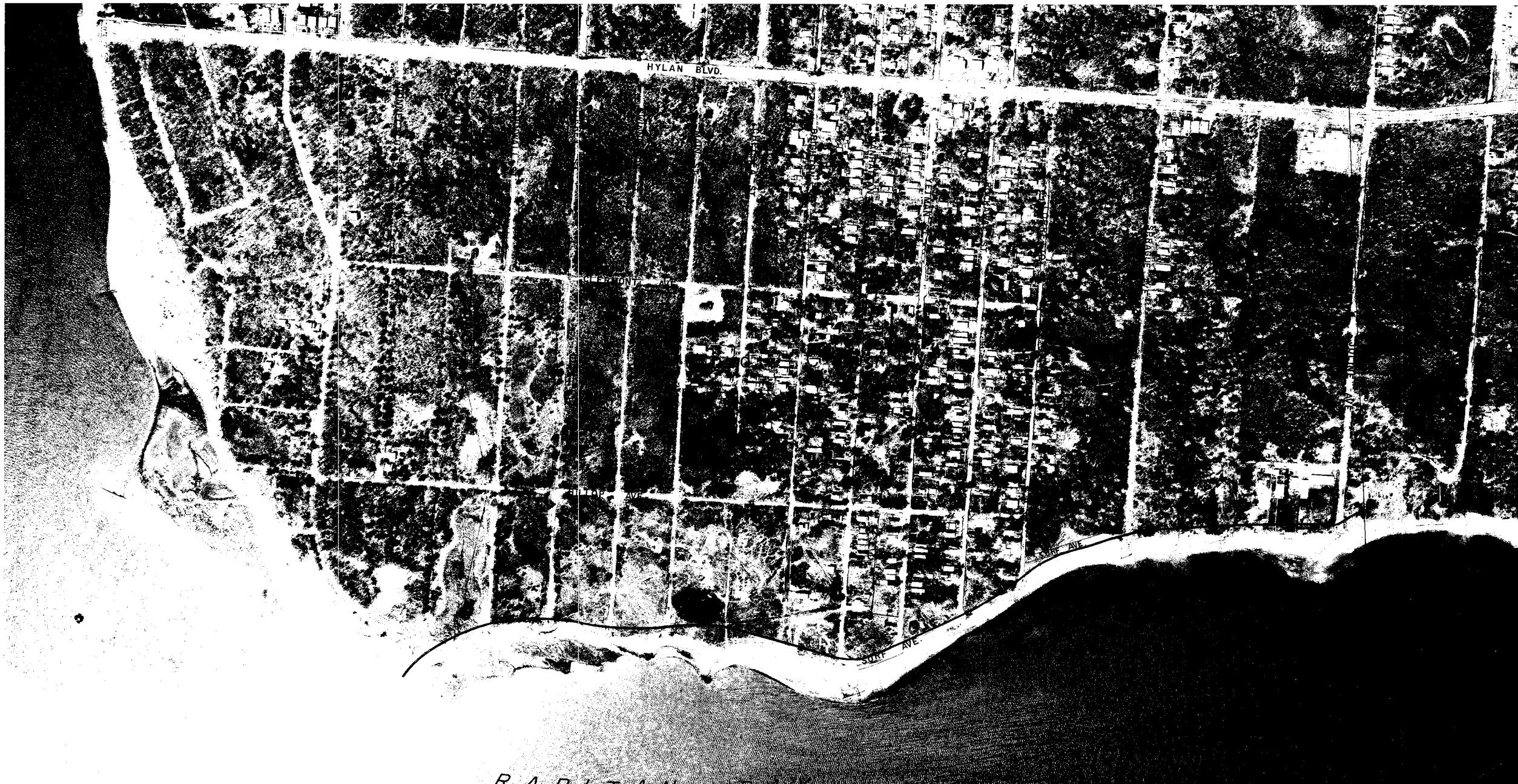
10.4.1 ALTERNATIVE 1—NO ACTION ALTERNATIVE

The No Action alternative assumes that no new structural risk reduction projects would be implemented in the study area by 2020 (the current anticipated end of the construction period for the Proposed Actions), and the current trend of ongoing shoreline erosion and high exposure to

³ The LiMWA is the portion of the 1 percent annual chance coastal flood hazard area referenced by building codes and standards, where base flood wave heights are between 1.5 and 3 feet, and where wave characteristics are deemed sufficient to damage many National Flood Insurance Program (NFIP)-compliant structures on shallow or solid wall foundations.

2/28/2018





This map was prepared by the New York State Department of Environmental Conservation. It was financed, in part, through a grant from the United States Department of Commerce, National Oceanic and Atmospheric Administration, under the Coastal Zone Management Act of 1972, as amended.

REVISIONS TABLE

| Date: | Change: | By: |
|---------|---------------------|--------|
| 12/1/76 | 1-1-a | L.P. |
| 10/1/92 | Extended bay front. | G.R.C. |
| | | |
| | | |
| | | |

LEGEND

- COASTAL EROSION HAZARD AREA CLASSIFICATIONS
- Landward Limit of Natural Protective Feature Area
 - - - Landward Limit of Structural Hazard Area
- County Line
- Town Line
- City or Village Corporate Limits
- Park or Reservation Line

COPIES OF COASTAL EROSION HAZARD AREA MAPS ARE AVAILABLE FROM
NEW YORK STATE DEPARTMENT OF ENVIRONMENTAL CONSERVATION
COASTAL EROSION MANAGEMENT PROGRAM

50 WOLF ROAD
ALBANY, N.Y. 12233-0001
SCALE 1:2400 1"=200'(APPROX.)
200 0 200 400 600 800 FEET
50 0 50 100 150 METERS

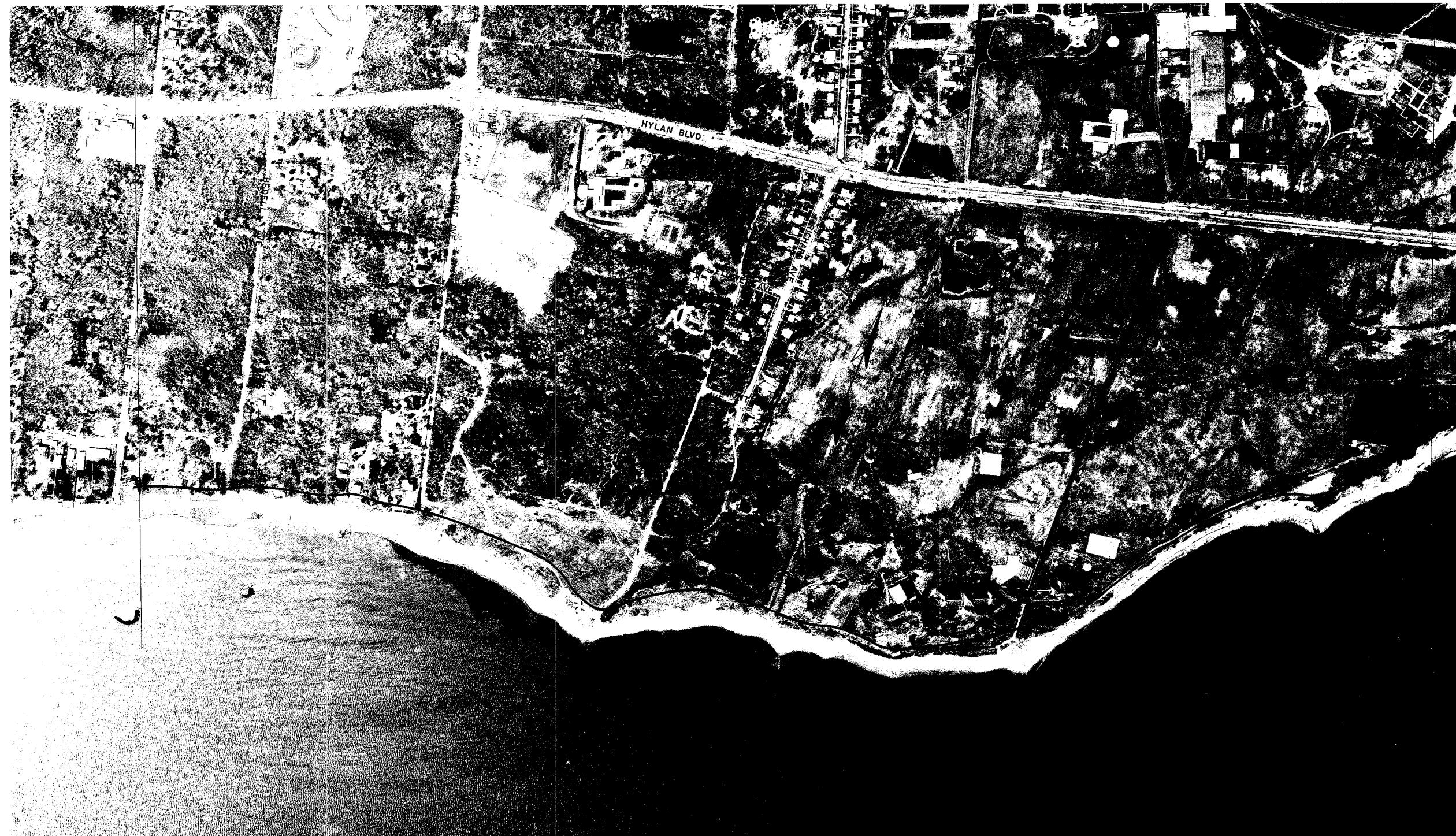
COASTAL EROSION HAZARD AREA MAP

STATEN ISLAND

RICHMOND COUNTY, NEW YORK

This map prepared pursuant to Environmental Conservation Law, Article 34, and approved by the Commissioner of Environmental Conservation and issued on 11/10/88

Photo No. 17-279-78 SHEET 1 OF 14



COASTAL EROSION HAZARD AREA MAP STATEN ISLAND RICHMOND COUNTY, NEW YORK

Photo No. 17-277-78 SHEET 2 OF 14

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storm wave action would continue. Existing strategies to educate New Yorkers and the general public on the risks posed by climate change would continue under the No Action Alternative.

Under the No Action Alternative, the existing man-made dune would remain in 2020, the current anticipated end of the construction period for the Proposed Actions. These dunes and the Tottenville shoreline would remain vulnerable to intense wave energy and severe coastal flooding, and thus continue to be at risk from storm wave damage and both event-based and long term erosion. Based on historical trends, the Tottenville shoreline is expected to continue to erode in certain locations. Numeric simulation of shoreline changes using a shoreline response numerical modeling system revealed that in the southwestern portions of the site (southwest of Sprague Avenue) both the overall pattern and rates of shoreline erosion and accretion are likely to continue into the future, including erosion rates of 1 to 2 feet per year between Loretto Street and Manhattan Street, and between 2.0 and 3.5 feet per year in Conference House Park between Main Street and Wards Point. Northeast of Sprague Avenue, modeling indicates that the general pattern of erosion and accretion will remain the same as those observed historically, though the simulation shows future rates of change slightly lower than those historically observed. The New York City Panel on Climate Change projects that the sea level in New York City will rise approximately 11 to 31 inches by the middle of the century (Horton et al. 2015), resulting in an increase in the height of the 100-year flood elevation and increasing the risk for flooding within the study area. These erosion rates, combined with projected sea level rise, could eliminate some beach sections and leave others completely inaccessible at high tide, eliminating continuous public access along the shoreline and reducing the protective beach which is the first line of defense against erosion and waves.

10.4.2 ALTERNATIVE 2 (PREFERRED ALTERNATIVE)—THE LAYERED TOTTENVILLE SHORELINE RESILIENCY STRATEGY: LIVING BREAKWATERS AND TOTTENVILLE SHORELINE PROTECTION PROJECT (LAYERED STRATEGY)

As described in Chapter 1, “Purpose and Need and Alternatives,” the Layered Strategy consists of the implementation of two individual projects: the Living Breakwaters Project and the Tottenville Shoreline Protection Project.

The primary component of the Breakwaters Project would be an ecologically enhanced breakwater system that would provide coastal risk reduction by reducing wave energy at the shoreline, and reducing or reversing long term shoreline erosion. The breakwater system would increase habitat diversity by providing a combination of exposed, intertidal and subtidal reef-like habitat, including “reef streets” (pockets of habitat complexity within the structure). Another key element of the Breakwaters Project is a proposed community Water Hub that would provide physical space for access to the waterfront, orientation, education, information on shoreline resiliency, community gathering space and, if located on-shore, potential and equipment storage for New York City Department of Parks and Recreation (NYC Parks) maintenance. The Water Hub would provide space and programming to engage students in water-based education, oyster restoration and reef building, and cultivating long-term estuary stewardship. The Water Hub would also provide information on the Proposed Actions and how it works to reduce risk and enhance ecosystems, educate residents and visitors about the coastal environment, with its risks and benefits, and foster awareness, preparedness and stewardship within the Tottenville community. Three potential locations are currently proposed for the Water Hub; only one of the three would be pursued. Potential Location 1 would be located on-shore in the vicinity of the southern terminus of Page Avenue where an approximately 5,000 square foot building would be

constructed along with approximately 35,000 square feet of site improvements. Direct water access from shore would be provided on-site as an accessory seasonal boat launch in the vicinity of the Water Hub at Potential Location 1. Potential Location 2 would be located on-shore in the north-western portion of Conference House Park where one of two NYC Parks buildings would be adaptively reused as the Water Hub facility. If sited near either of these two structures (i.e., Biddle House or the Rutan-Beckett house), water access would be provided with Americans with Disabilities Act (ADA) accessible pathways and ramps from the grounds of the house to the beach area in the vicinity of a seasonally deployed temporary floating boat launch. Potential Location 3 would involve a “floating” Water Hub—a vessel operated by a non-profit organization such as the Billion Oyster Project (BOP). The vessel would visit the breakwater project area periodically for education and monitoring and would be docked at existing facilities in the City. No additional parking facilities would be required with this option. Also, because this option does not include an on-shore facility, a seasonally deployed temporary floating boat launch would not be included as part of the project. Should Water Hub programming be located at Potential Location 2 or 3, wayfinding and interpretive elements and potential storage for kayaks would be constructed near the terminus of Page Avenue. Additional wayfinding, interpretive signage, and monitoring locations would be integrated along the length of the shoreline as part of the Water Hub’s educational programming. Should Water Hub programming be located on-shore at Potential Location 1 or 2, a temporary seasonal floating dock would be installed near the eastern-most breakwaters segments for observations, monitoring, maintenance and stewardship, including specifically, for vessels operated by anticipated project stewards, such as the BOP. Lastly, the project would include a one-time addition of new sand for shoreline restoration along approximately 806 feet of shoreline between Manhattan Street and Loretto Street to build up a particularly narrow, eroded section of the beach.

The Shoreline Project would consist of a series of shoreline risk reduction measures, including an earthen berm, a hybrid dune/revetment system, two sections of eco-revetment, and a raised edge (revetment with trail),along with wetland enhancements and landscaping with native coastal plant species, from approximately Carteret Street to Page Avenue (Figure 10-5). Existing temporary dunes along the shoreline constructed by NYC Parks as interim protective measures post-Superstorm Sandy are currently in place from approximately Swinnerton Street to Sprague Avenue. These temporary dunes would be replaced with the shoreline elements proposed along this stretch. The earthen berm would extend from about Swinnerton Street to Brighton Street, where an eco-revetment, comprising a pathway and rip rap with joint plantings, would extend between Brighton Street and Manhattan Street, along the landward edge of a 0.8-acre delineated wetland. At about Manhattan Street, the system would transition to a hybrid dune/revetment system which would extend to Loretto Street. At Loretto Street, the proposed hybrid dune/revetment system would transition to another section of eco-revetment which would parallel along Surf Avenue to Sprague Avenue. At Sprague Avenue, this second eco-revetment would transition to a raised edge, which would parallel the shoreline until approximately Page Avenue. Americans with Disabilities Act (ADA) accessible pathways, access points and overlooks would be constructed along the shoreline protection system.

FLOODPLAINS

The proposed breakwater system is designed to reduce wave energy and reduce or reverse shoreline erosion in the study area. The Breakwaters Project is intended to provide effective wave attenuation for 100-year storm waves and would reduce 100-year wave heights to less than 3 feet at the shoreline (with 30 inches of sea level rise). Breakwater crest elevations and

Source: Stantec / RACE Coastal Engineering



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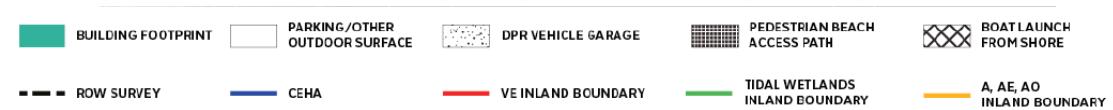
locations were based on the relative need for storm wave attenuation along the shoreline, the intent to stabilize shoreline change across the project area and to promote shoreline accretion (reverse erosion) in key locations. Breakwaters with higher crests are proposed in the central and northern sections of the project area to protect upland areas containing buildings and infrastructure exposed and vulnerable to heavy wave action during storm events (i.e., priority beach zones). Three types of breakwaters are proposed for Raritan Bay in three groups of breakwater segments: Type A on the west, Type B in the center, and Type C on the east (**Figure 10-1**). Types B and C breakwaters would have a crest elevation of +14 feet NAVD88, designed to protect the most vulnerable portions of the shoreline from storm wave action, as well as protect the shoreline from erosion. Modeling indicates that this crest elevation would effectively prevent transmission of waves greater than 3 feet in a storm up to the 100-year storm event with 30 inches of SLR. Type A breakwaters, with elevations of +5 feet NAVD88, are proposed where the shoreline is not as vulnerable to storm wave action but where erosion of the shoreline needs to be reduced to prevent loss of beach, a natural protective feature. The crest of these breakwaters would remain above MHW (+2.08 feet NAVD88) under the 30-inch SLR scenario.

Wave attenuation provided by the breakwaters on a day-to-day basis would help to maintain beach conditions by reducing or reversing long-term beach erosion rates, reducing exposure of shoreline structures to wave damage and erosion, and encouraging accretion in priority beach zones and where the beach is currently narrow. The breakwater system will hold sand in the system through wave energy reduction along the shoreline. Down drift erosion past the project area is not considered to be an issue as the dominant direction of long-shore transport of sediment is from the north-east to the south-west and the breakwater system extends to the most south-western tip of the shoreline, with no exposed shoreline down-drift of the proposed breakwaters. One-time shoreline restoration is proposed for the narrow section of shoreline between Loretto Street and Manhattan Street. The breakwaters will act to hold this sand in place (**Figure 10-1**).

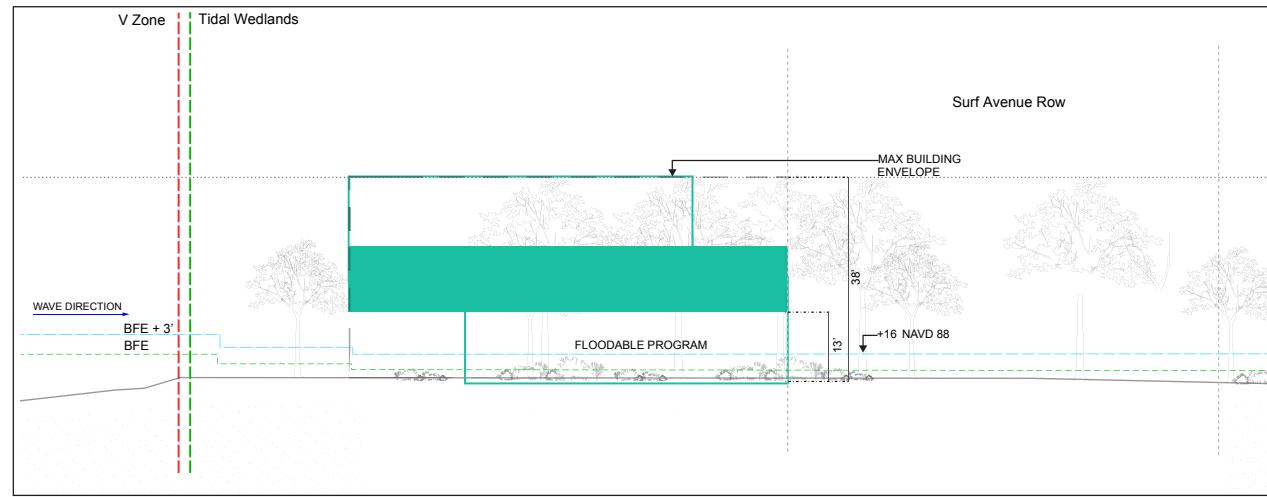
Only one of the three potential locations for the Water Hub facility would be selected. These potential locations include Potential Location 1 near Page Avenue with a parking area and a recreational boat launch (**Figure 10-1**), Potential Location 2 in the northwestern portion of Conference House Park, and Potential Location 3 as a vessel. At Potential Location 1, there are two optional sites (a Page Avenue East option and a Page Avenue West option, both requiring construction of a new building) for the building footprint. Both options would be located outside Zone VE at elevations of either +11 feet NAVD88 or +7 feet NAVD88; however, a portion of the proposed parking for the eastern site option would fall within Zone VE. The Water Hub building at Potential Location 1 would be elevated 3 feet above the BFE, mitigating the risk of a structure located in the 100-year floodplain and conforming to EO 11988 and Article 36 of the ECL (**Figures 10-6a and 10-6b**). At Potential Location 2, one of two NYC Parks structures would be rehabilitated and adaptively reused for Water Hub programming. Located at elevations of approximately +36 and +64 feet NAVD88, both structures are located outside any floodplains. At Potential Location 3, the vessel would not be a permanent structure that would occupy or modify the floodplain and would therefore be compliant with EO 11988. Should the Water Hub be located at Potential Locations 2 or 3, a small facility (approximately 400 sf) would be located near the terminus of Page Avenue to provide seating, wayfinding and potential storage for kayaks, and beach cleaning equipment and may be connected to the public water supply.

Similar to other portions of New York City, Staten Island is affected by local stormwater flooding (e.g., flooding of inland portions of the city from short-term, high-intensity rain events

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Source: Stantec / RACE Coastal Engineering



Proposed Water Hub Location 1—Page West Option

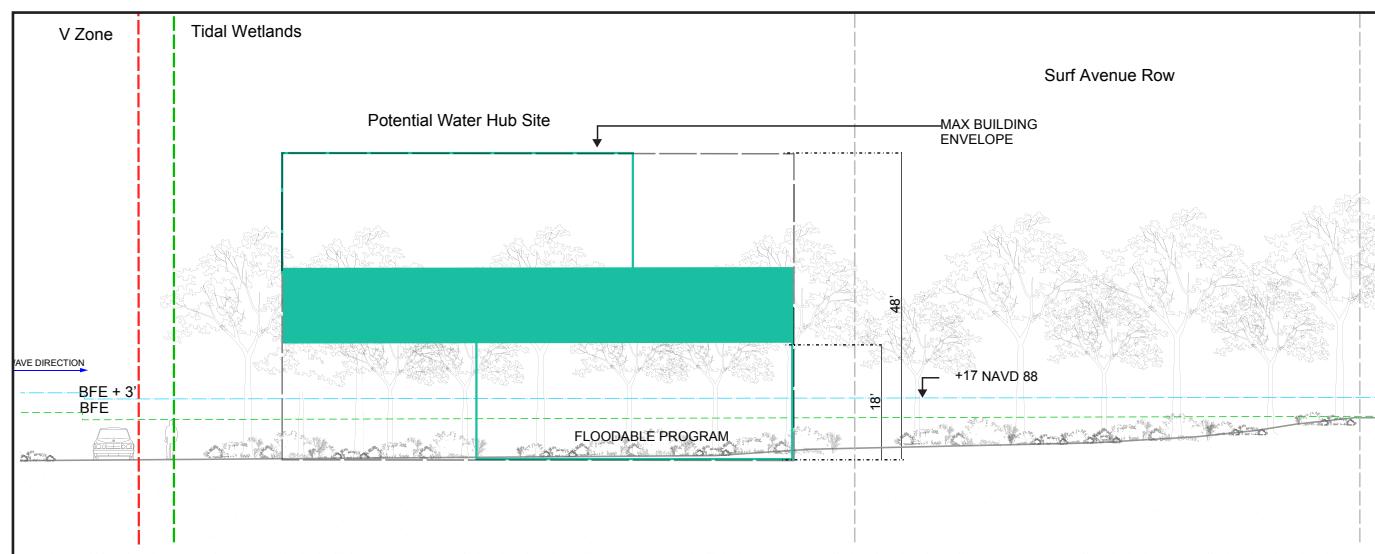
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Figure 10-6a

3.10.17



Source: Stantec / RACE Coastal Engineering



Proposed Water Hub Location 1—Page East Option

in areas with poor drainage), fluvial flooding (e.g., streams overflowing their banks), and coastal flooding (e.g., long and short wave surges that affect the shores of the Atlantic Ocean, bays such as Raritan Bay, and tidally influenced creeks and rivers [FEMA 2013]). Within New York City, coastal flooding is the primary cause of flood damage. The floodplain within and adjacent to the study area is affected by coastal flooding and would not be affected by construction or regrading/filling of the floodplain as would occur within a riverine floodplain. Coastal floodplains are influenced by astronomic tide and meteorological forces (e.g., nor'easters and hurricanes) rather than local flooding caused by precipitation (FEMA 2013). Therefore, the occupancy of the floodplain by the Shoreline Project, the Water Hub at Potential Location 1, the shoreline restoration, the proposed seasonal boat launch, and a potential small facility proposed at Location 1 (should the Water Hub be located at Potential Locations 2 or 3), would not affect the flood elevation or increase risks due to flooding in areas adjacent to the study area. In addition, the Shoreline Project would provide on-shore risk reduction measures that would augment the wave attenuation potential provided by the Breakwaters Project. The Shoreline Project has been designed to provide protection for upland areas from wave energy and erosion under storm return periods ranging from 10 to 100 years with SLR, and storm conditions similar to those experienced with Superstorm Sandy.

By its nature, there is no practicable alternative to constructing the Shoreline Project or some components of the Water Hub in the 100-year floodplain. The Shoreline Project elements and the Water Hub elements are “functionally dependent”⁴ on being located in the floodplain and NYSDEC tidal wetland adjacent area. The Water Hub at Potential Location 2 would allow for the Water Hub programming to be located outside of the 100-year floodplain but the seasonal boat launch would be within the 100-year floodplain. Similarly, the small storage facility that would be located at Page Avenue (within the Potential Location 1 footprint), should the Water Hub be located at Potential Locations 2 or 3, would be within the 100-year floodplain. This small storage facility would provide water access necessary to achieve the purpose and need of the Proposed Action. Additionally, the Shoreline Project was developed using nature-based approaches that include the earthen berm that would be planted with native coastal species, hybrid dune/revetment covered in sand and planted with dune vegetation, and eco-revetments and raised edge which would be landscaped with native coastal plant species. There are no practicable alternative locations for the Shoreline Project outside of the 100-year floodplain given the constraint of residential development landward, and the narrow shoreline as described under “Existing Conditions.” The location of the Shoreline Project within of the 100-year floodplain is essential for the efficacy of the Shoreline Project to provide protection against wave energy and erosion.

Alternative 2, collectively the Breakwaters Project and the Shoreline Project, would provide coastal resiliency in vulnerable areas along the Tottenville shoreline. While the Layered Strategy would not prevent flooding from coastal storm events, it would attenuate wave energy and reduce wave heights within the study area, and temporarily delay flooding of inland areas during certain storm events, providing some level of risk reduction to shoreline structures within the 100-year floodplain in and adjacent to the study area. While Alternative 2 may potentially result in a change in the mapped Zone VE and Base Flood Elevations below the LiMWA in the future, subject to necessary review and approvals, this is not included as part of the purpose and need of the Proposed Actions.

⁴ Functionally dependent use, as defined by 24 CFR § 55.2(6), means a land use that must necessarily be conducted in close proximity to water (e.g., a water-front park).

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Alternative 2 would not have the potential to result in direct or indirect adverse impacts to the floodplain and is appropriate for siting in the 100-year floodplain consistent with 24 CFR § 55.20 regulations of the HUD implementing Executive Order 11988 Floodplain Management concerning financial assistance for activities that are within and or affect a floodplain. As part of the EIS, GOSR has conducted the eight-step floodplain management and protection of wetlands decision-making required by 24 CFR § 55.20 for proposed actions located in a 100-year floodplain and/or wetland (see Appendix H). On March 24, 2017, in accordance with Step 2 of the decision-making process at 24 CFR § 55.20(b), GOSR published and distributed early notice of a proposed activity in a 100-year floodplain and wetland. In accordance with Step 7 of the decision-making process, GOSR will publish a final notice of a proposed activity in a 100-year floodplain and wetland.

COASTAL EROSION HAZARD AREA

Article 34 of the ECL and regulations at 6 NYCRR 505 prohibits construction within the CEHA without a Coastal Erosion Management Permit. The earthen berm, the eco-revetment landward of the delineated tidal wetland, and most of the hybrid dune/revetment are outside the CEHA NPFA. The remaining portions of the Shoreline Project—from about Loretto Street to Page Avenue, consisting of two transition nodes, an eco-revetment, the raised edge, and a portion of the Water Hub parking area for Potential Location 1—fall within the CEHA NPFA (Figure 10-5). The two on-shore proposed sites for the Water Hub are located outside of the CEHA. With the exception of the seasonal boat launch associated with Potential Location 1, the remaining in-water components of the Breakwaters Project would be located outside of the CEHA NPFA, but would have a positive effect on the NPFA by reducing or reversing shoreline erosion. While a Coastal Erosion Management Permit would be required for construction of the Proposed Actions within the CEHA that are considered regulated activities under 6 NYCRR 505 (i.e., a small portion of the hybrid dune/revetment, transition nodes, one eco-revetment, raised edge, and shoreline restoration), the design for each element is generally in conformance with CEHA regulations. The Layered Strategy would reduce or reverse shoreline erosion and reduce the risk of wave action to the shoreline. The earthen berm, hybrid dune/revetment, eco-revetments, and raised edge would provide shoreline protection from wave energy, minimize the potential for erosion of the beach at the toe of the structure, and allow for habitat enhancement through landscaping with native coastal plant species. The raised edge would be landward of Mean Higher High Water (MHHW) along its entire length and would be between +8.0 and 11 feet NAVD88. An area of un-permitted fill material in the vicinity of Tricia Way within the stretch of the raised edge project component is within the CEHA and would be removed and reused in accordance with a Beneficial Use Determination as part of the Layered Strategy.

Shoreline restoration using clean sand suitable for placement within the CEHA is proposed for a narrow, erosion-prone section of the shoreline between Manhattan Street and Loretto Street (**Figure 10-1**). The breakwater system would help hold this sand in place, allowing the shoreline to reach equilibrium with a wider beach, providing greater erosion protection to this vulnerable section of the shoreline.

The eastern edge of the hybrid dune/revetment, the eco-revetment between Loretto Street and Sprague Avenue, and most of the raised edge of the Shoreline Project, and the wayfinding, interpretative signage, and monitoring locations proposed for Potential Locations 2 and 3 of the Breakwaters Project would be within the CEHA and would require a Coastal Erosion Management permit. The parking area at Potential Location 1 that would fall partially within the CEHA would not be considered a regulated activity under 6 NYCRR 505 and would therefore

require a variance. The CEHA boundary does not extend up to the area of the Water Hub Potential Location 2, and the small kayak storage facility proposed at the end of Page Avenue for Potential Locations 2 or 3 would be sited outside of the CEHA; therefore, these Water Hub elements would be fully outside the CEHA and would not require a Coastal Erosion Management permit.

As described above, historic shoreline erosion rates in the study area have been upward of 1 foot per year in many locations, and up to 3.5 feet per year at one location, justifying the need for shoreline risk reduction measures in the Tottenville area. Alternative 2 would not adversely affect the CEHA by reducing or reversing current erosion rates and increasing beach widths throughout the project area (Breakwaters Project) and introducing additional protective features (Shoreline Project). Instead, it would result in the enhancement of natural protective features within the CEHA NPFA while providing reduced storm surge risk to NPFAs by attenuating wave energy.

10.4.3 ALTERNATIVE 3—BREAKWATERS WITHOUT SHORELINE PROTECTION SYSTEM

This alternative represents conditions with the proposed breakwaters in place (including the proposed on-shore community Water Hub and associated landscape elements), but without the Shoreline Project. The existing man-made dunes would remain in 2020—the end of the construction period for the Proposed Actions—and would be maintained by NYC Parks.

FLOODPLAINS

Similar to Alternative 2, the Living Breakwaters Project without the Shoreline Project would provide greater coastal resiliency than the No Action Alternative, but it would not augment the wave attenuation potential provided by the Breakwaters Project nor provide the potential risk reduction from coastal flooding provided by the Shoreline Project, and therefore be less resilient than Alternative 2. Long term shoreline and beach erosion reduction benefits would be the same as in Alternative 2, though benefits to event-based erosion would likely be somewhat reduced due to the removal of the Shoreline Project. Similar to Alternative 2, this Alternative would be consistent with EO 11988 because the Water Hub facility at Potential Location 1 would be elevated above BFE and there would be no other shoreline structure in the floodplain. Additionally, the Water Hub at Potential Locations 2 and 3 would be fully outside the 100-year floodplain. The small storage facility proposed at the end of Page Avenue for Potential Locations 2 and 3 would be within the 100-year floodplain, but would not have the potential to significantly alter the floodplain. This Alternative would result in reduced protection of existing structures within 100-year floodplain.

COASTAL EROSION HAZARD AREA

The only portion of the Breakwaters Project within the CEHA would be the parking lot for the Water Hub at Potential Location 1, the wayfinding, interpretative signage, and monitoring locations proposed for Potential Locations 2 and 3 and the area of proposed shoreline restoration between Loretto Street and Manhattan Street. A Coastal Erosion Management permit would be required for the shoreline restoration between Manhattan and Loretto Streets and the wayfinding elements described above. The parking areas at Potential Location 1 that would fall within the CEHA would not be considered a regulated activity under 6 NYCRR 505 and would therefore require a variance. The shoreline within the CEHA would be more resilient than it would under

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the No Action Alternative, but would remain more vulnerable to erosion than it would under the Layered Strategy Alternative, and would not receive the erosion protection features within the CEHA NPFA.

10.4.4 ALTERNATIVE 4—SHORELINE PROTECTION SYSTEM WITHOUT BREAKWATERS

This alternative will evaluate conditions with the proposed shoreline protection system in place, but without the proposed breakwaters and Water Hub.

FLOODPLAINS

The Shoreline Project without the Breakwaters Project would provide greater resiliency than the No Action Alternative, but would not provide the reduction in wave energy and height prior to reaching the shoreline that would occur under the Layered Strategy Alternative. While there would be wave reduction from the various shoreline project elements during storm events, this Alternative would be less effective at protecting the Tottenville shoreline and would not achieve the same level of resiliency as the Layered Strategy. This Alternative would be consistent with EO 11988; however, the proposed earthen berm, hybrid dune/revetment, eco-revetments, and raised edge with revetment would be vulnerable to existing wave energy without the proposed breakwater system in place.

COASTAL EROSION HAZARD AREA

A Coastal Erosion Management Permit would be required for the Proposed Actions that comprise the Shoreline Project. This Alternative would provide greater resiliency than the No Action Alternative, but would not reduce long-term shoreline erosion rates, except that the inclusion of armored features such as the rock-core of the hybrid dune/revetment, the eco-revetment, and the raised edge within the CEHA would create an inland limit to erosion. Without the Breakwaters Project, the Shoreline Project would be susceptible to erosion. This Alternative would not include shoreline restoration between Loretto Street and Manhattan Street, and that portion of the beach would remain narrow and particularly vulnerable to erosion.

10.5 MINIMIZATION AND MITIGATION OF IMPACTS

The Proposed Actions would not adversely affect the 100-year floodplain or the CEHA; therefore, no additional mitigation is needed for the Proposed Actions. The Proposed Actions would provide resiliency along the Tottenville shoreline by attenuating wave energy and height, minimizing erosion of the shoreline, and enhancing native coastal plant communities. The design of the Water Hub elevation and selection of Water Hub sites considered the CEHA mapping and requirements for construction within the 100-year floodplain to withstand potential storm activity, wave action, and storm surge, as well as future climate change conditions. The two proposed building footprints for the Water Hub at Potential Location 1 (one east of Page Avenue and one west of Page Avenue),the Water Hub at Potential Location 2, and in-water Water Hub at Potential Location 3 were chosen for further analysis specifically because they would be located outside of the CEHA, NYSDEC tidal wetlands boundary, and FEMA Zone VE (**Figures 10-6a and 10-6b**).

10.6 LITERATURE CITED

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