

**CREEDMOOR MASTER PLAN**

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**Office of the Queens Borough President**  
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## EXECUTIVE SUMMARY

In 1997, the New York State Office of Mental Health (OMH) announced plans to sell portions of the Creedmoor Psychiatric Campus in Queens County, New York. Two parcels, an 8-acre site and a 26-acre site, were slated for immediate disposition. This announcement raised concern among local residents, Queens civic associations, and elected officials over the potential impact on surrounding communities of possible future redevelopment of the campus. In response to a lack of oversight and opportunity for organized community input, the Queens Borough President, Claire Shulman, convened the Creedmoor Working Group in the Summer of 1997.

In particular, community groups expressed that any future development of the Creedmoor campus shall be subject to a Master Plan which does not detract from the existing tranquility and beauty of the campus or destabilize surrounding residential areas.

This Master Plan is a product of ten meetings involving extensive identification of issues, problem-solving, and collaboration among members of the Working Group. The proposed plan will be in character with the low-density, predominately residential character of surrounding neighborhoods. It encourages opportunities for use by local community organizations and to the greatest extent possible, preservation of existing building stock and courtyard configurations.

All future planning and development actions throughout the Creedmoor Psychiatric Center campus, including further property dispositions, shall continue to actively solicit and involve local public review, and shall follow the *Guidelines* presented in this Plan. Surplus properties should be disposed of in tracts which can be easily redeveloped and in which buildings can be rehabilitated in groups. It is critical that the State structures leases with tenants so that large groupings of buildings are vacant and available for disposition at a certain date. A relocation plan to consolidate non-State agencies and organizations in select areas within the campus must be created. Thus, the implementation of carefully-designed comprehensive phasing plan with a definitive time frame will allow the State to execute a prudent disposition process.

Future development on the 8-acre parcel shall adhere to the *Design Guidelines* presented in this plan, which include: maintaining the existing R3-2 zoning district; preservation and rehabilitation of Building #6 and Building #30; preservation of existing mature trees; and the provision of appropriate landscaping.

Future development on the 26-acre parcel also shall adhere to the *Design Guidelines* presented in this plan, which include: maintaining the existing R3-2 zoning district; new construction to be in character with the surrounding residential neighborhood; the provision of appropriate open space; and the preservation of the existing sloped wooded open space located between Building #51 and the Grand Central Parkway. Ownership of the subject parcel shall be transferred to the Board of Education for use as a public educational complex, which will include renovation and re-use of Building #51. The State should demolish Building #38 and Building #39, which will permit the Board of Education to utilize efficiently as much of the site as necessary for maximum public educational benefit.

## INTRODUCTION

The Creedmoor Psychiatric Center occupies an approximately 300-acre parcel at the northern portion of Community District 13. The site is bounded by the Grand Central Parkway to the northwest, Winchester Boulevard to the west, Hillside Avenue to the south, Commonwealth Boulevard and Little Neck Parkway to the east. The site is also traversed by the Cross Island Parkway and Union Turnpike. See **Figure 1, Figure 2, and Appendix A.**

The State of New York assigns portions of the site to several different entities, primarily the State Department of Mental Health (OMH), various other state agencies and local private organizations. The Empire State Development Corporation (ESDC) is responsible for facilitating the possible future disposition of portions of the Creedmoor campus.

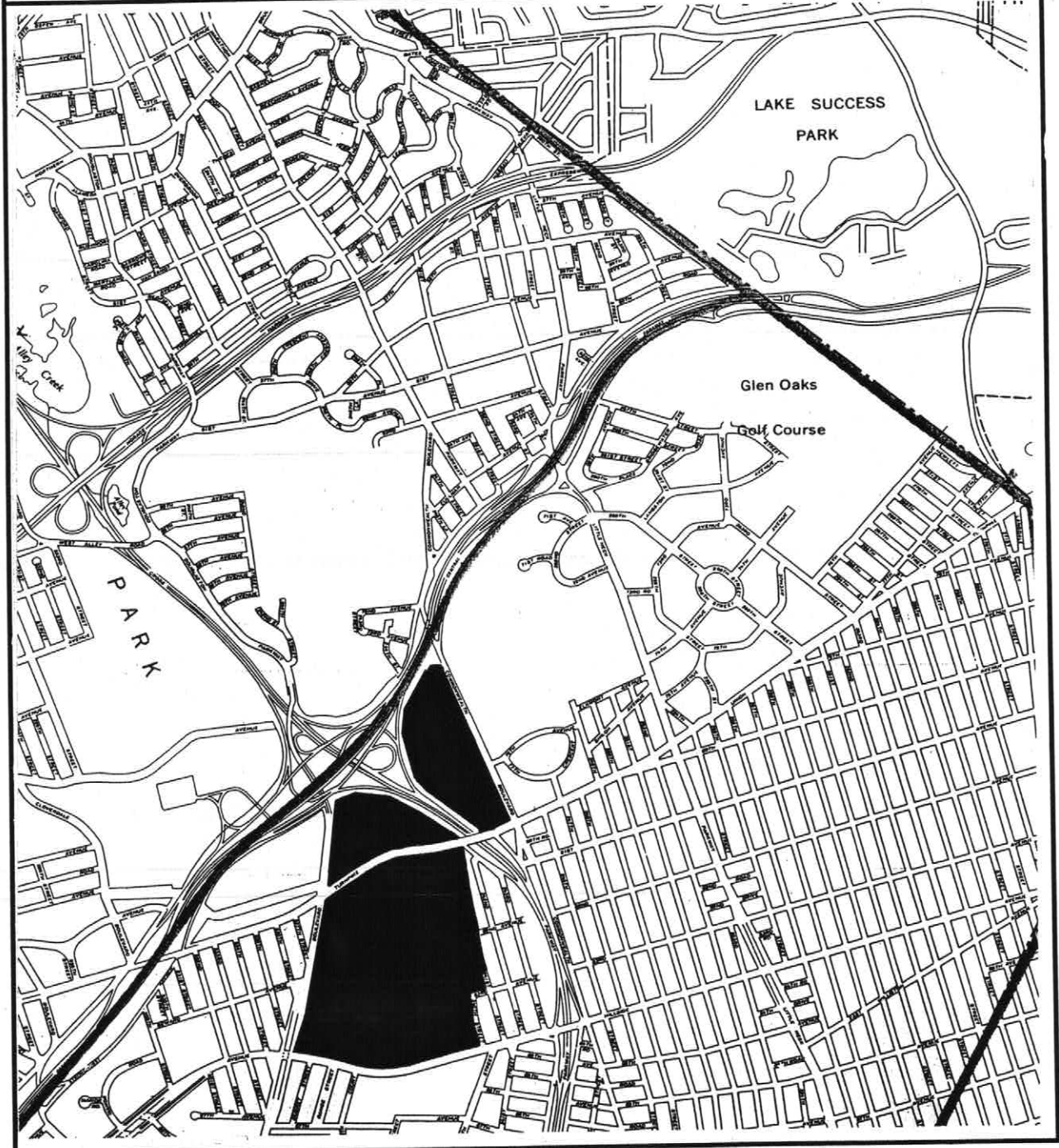
The site is surrounded to the northeast, east, south, and southwest by existing low-density neighborhoods of mostly detached single- and some two-family houses, zoned R2 and R3-2. To the northwest lies the City's Alley Pond Park, which includes active and passive space for recreation. Located north of the Center is the Douglaston Golf Course and Oak Park at Douglaston, a recently-constructed condominium development. There are several land uses which adjoin the Creedmoor Campus which would revert to OMH if these uses were discontinued. These include: the Hollis-Bellaire-Queens Village-Bellerose Little League ballfields, the Queens Children's Psychiatric Center, the Queens County Farm Museum, and the Cross Island YMCA.

### Site Description

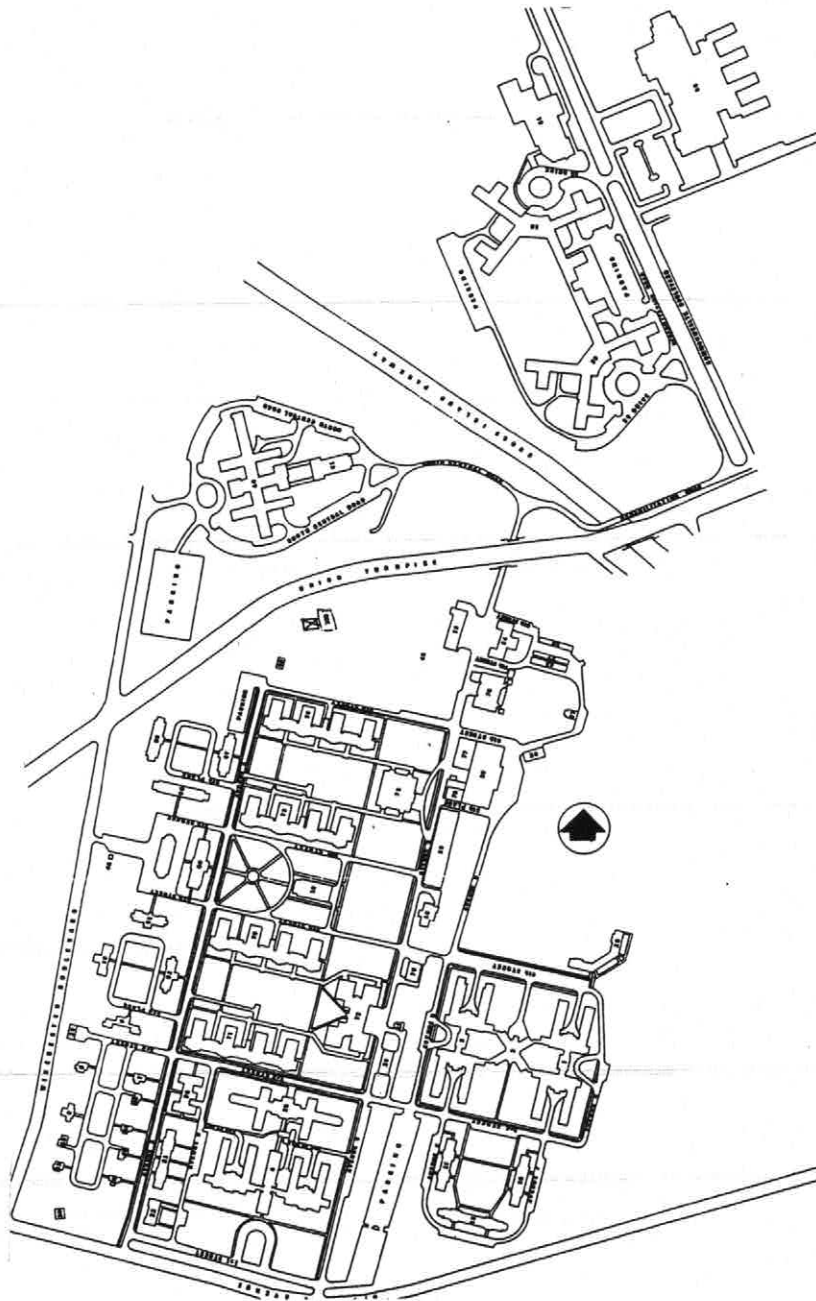
Development of Creedmoor Mental Hospital began in 1912. The facility was designed to be completely self-contained. Over time, it created its own fire department, power plant, sewage treatment system, food production, farm, livestock, greenhouses, and rail line that connected it to other institutions and resources. At full capacity, Creedmoor accommodated a resident population of 7,000. Prior to its acquisition by the State of New York in 1912, the Creedmoor area had served as a rifle range for the National Rifle Association, beginning in 1873, and also a National Guard training ground until 1910.

Creedmoor's facilities were originally dedicated to the Mental Hospital. Existing structures were constructed from 1890 to 1987; most are from the early 1920s to the mid-1950s. There are approximately 100 structures within Creedmoor's boundaries, most of which were constructed before World War II of brick and frame. Some were executed in the Colonial Revival style and resemble buildings on college campuses. The buildings range widely in type and size. Several police/security booths of approximately 50 square feet are scattered throughout the campus. The majority of the buildings are less than 30,000 square feet. Eight buildings exceed 100,000 square feet, one of which exceeds 500,000 square feet. Much of the site's acreage is open space consisting of a mix of small and large passive green spaces and two 12-acre athletic fields.

**FIGURE 1.  
CONTEXTUAL MAP**



**FIGURE 2.  
SITE MAP**





## Impetus for the Study

As the State's resident patient population declined, the State designated portions of the campus surplus property. In 1974, 50 acres were sold to establish the Queens County Farm Museum, which was subsequently transferred to the City of New York in 1982. Since then, a few portions of the property have been sold or leased to community organizations and government agencies. However, the majority of surplus building space has been leased to community organizations and government agencies.

In 1993, OMH convened a group, called *Creedmoor 2000*, to provide input on the closure and re-use of parts of the Creedmoor campus. The group met three times and was never reconvened. In 1997 when OMH announced plans to sell portions of the campus, significant concern was raised by local residents, Queens civic associations, and elected officials over the potential impact on surrounding communities of possible future redevelopment of the campus. Although State law mandates the formation of a Task Force to assess needs and priorities prior to disposition of any mental hygiene facility, none was organized in the case of Creedmoor.

In response to this lack of oversight and opportunity for organized community input, the Queens Borough President's Office convened the Creedmoor Working Group in the Summer of 1997. It is comprised of local elected officials, community boards, civic and community organizations, the Department of City Planning (DCP), and ESDC.

## Community Concern

News of OMH's plans for a piecemeal disposition of parts of Creedmoor without a Master Plan generated a great deal of concern and interest on the part of local organizations and community members. In particular, community groups expressed a desire to ensure that any future development of Creedmoor remain compatible and not detract from the existing tranquility and beauty of the Creedmoor campus nor destabilize surrounding residential areas, as well as continue to serve community needs.

As local and non-Queens-based organizations became aware of the State's plans for dispositions of Creedmoor, many expressed interest in developing portions or all of the campus in a variety of ways. Most of these development proposals were for community facility uses, houses of worship, and housing related to the two aforementioned uses. **Table 1** lists these prospective users and their proposals.

In addition, St. John's University, which is developing student dormitories on its campus, is being urged by State Senator Frank Padavan to consider Creedmoor as an alternative dormitory location.

**TABLE 1.  
EXPRESSIONS OF INTEREST  
FROM PROSPECTIVE USERS**

ORGANIZATION	PROPOSED USE
Bellerose Assembly of God	religious community facility
Community District 13	CD 13 offices
constituent	mobile home campground
constituent	summer outdoor theater
Elim Full Gospel Assembly	religious community facility
Life Experiences, Inc.	community recreation center/athletic facility
Malankara Orthodox Syrian Church	religious community facility
New Greater Bethel Ministries, Inc.	school/convention center
NYC Department of Sanitation	Community District 13 sanitation garage
NYC Board of Education	educational complex
Shanghai Acupuncture	acupuncture clinic
United Jewish Housing Organization	religious community facility/housing
United Metropolitan Coordinating Council on Jewish Poverty	assisted living quarters/senior citizen housing

## **STUDY PURPOSE, METHODOLOGY AND GOALS**

### **Purpose of the Study**

The purpose of the study is to identify the most appropriate land uses and design guidelines for future development of the Creedmoor Psychiatric Center campus, with particular emphasis on the two parcels designated by OMH for disposition in the near future.

## **The Creedmoor Working Group**

In addition to staff from the Queens Borough President's Office of Planning, the staff of the Queens Office of the Department of City Planning, local elected officials and Community Board 11 and 13 representatives, the Working Group included representatives from over a dozen local community and civic organizations. The Working Group convened eight times from July 1997 to August 1998. For a summary of meeting dates and activities, see **Appendix B**.

## **Methodology**

The methodology used to acquire information and develop the Master Plan from the Working Group's inception in July 1997 to the Master Plan's completion in June 1999 is summarized in **Table 2**.



**TABLE 2.  
MASTER PLAN METHODOLOGY**

JULY 1997	<ul style="list-style-type: none"> <li>• Discussion and analysis of <i>Highest and Best Use Study</i>.</li> <li>• Division of the Working Group into subcommittees.</li> <li>• Queens Civic Congress Presentation of its Master Plan.</li> </ul>
SEPTEMBER 1997	<ul style="list-style-type: none"> <li>• Discussion of ESDC's plans for disposition of two parcels.</li> <li>• Identification of the need to maintain the existing stability and neighborhood character of surrounding neighborhoods.</li> </ul>
NOVEMBER 1997	<ul style="list-style-type: none"> <li>• Adoption of a Work Program intended to produce realistic site plans showing development scenarios for the two parcels.</li> <li>• Approval of goals and design criteria.</li> </ul>
DECEMBER 1997	<ul style="list-style-type: none"> <li>• DCP analysis of the 8-acre parcel under the existing zoning.</li> <li>• BOE expression of interest in developing an Educational Complex on the 26-acre parcel, with strong support of the Working Group.</li> <li>• Identification of the need for a comprehensive planning approach to the future development and/or re-use of the campus.</li> </ul>
FEBRUARY 1998	<ul style="list-style-type: none"> <li>• DCP photographic analysis of the campus.</li> <li>• Discussion of possible residential development scenarios on the 8-acre parcel and an educational complex on the 26-acre parcel.</li> </ul>
APRIL 1998	<ul style="list-style-type: none"> <li>• DCP analysis of anticipated vacancies of campus buildings.</li> <li>• Discussion and illustration of DCP's schematic site plans of possible low-density development on the 8-acre parcel and a proposed high school on the 26-acre parcel.</li> </ul>
AUGUST 1998	<ul style="list-style-type: none"> <li>• Presentation and discussion of proposed Land Use Map and General Design Guidelines for future development.</li> <li>• Department of Sanitation expression of interest in construction of a sanitation garage on the campus.</li> </ul>
JANUARY 1999	<ul style="list-style-type: none"> <li>• Presentation and discussion of draft Master Plan.</li> </ul>
JUNE 1999	<ul style="list-style-type: none"> <li>• Presentation and discussion of proposed final Master Plan.</li> </ul>

## THE STUDY AREA

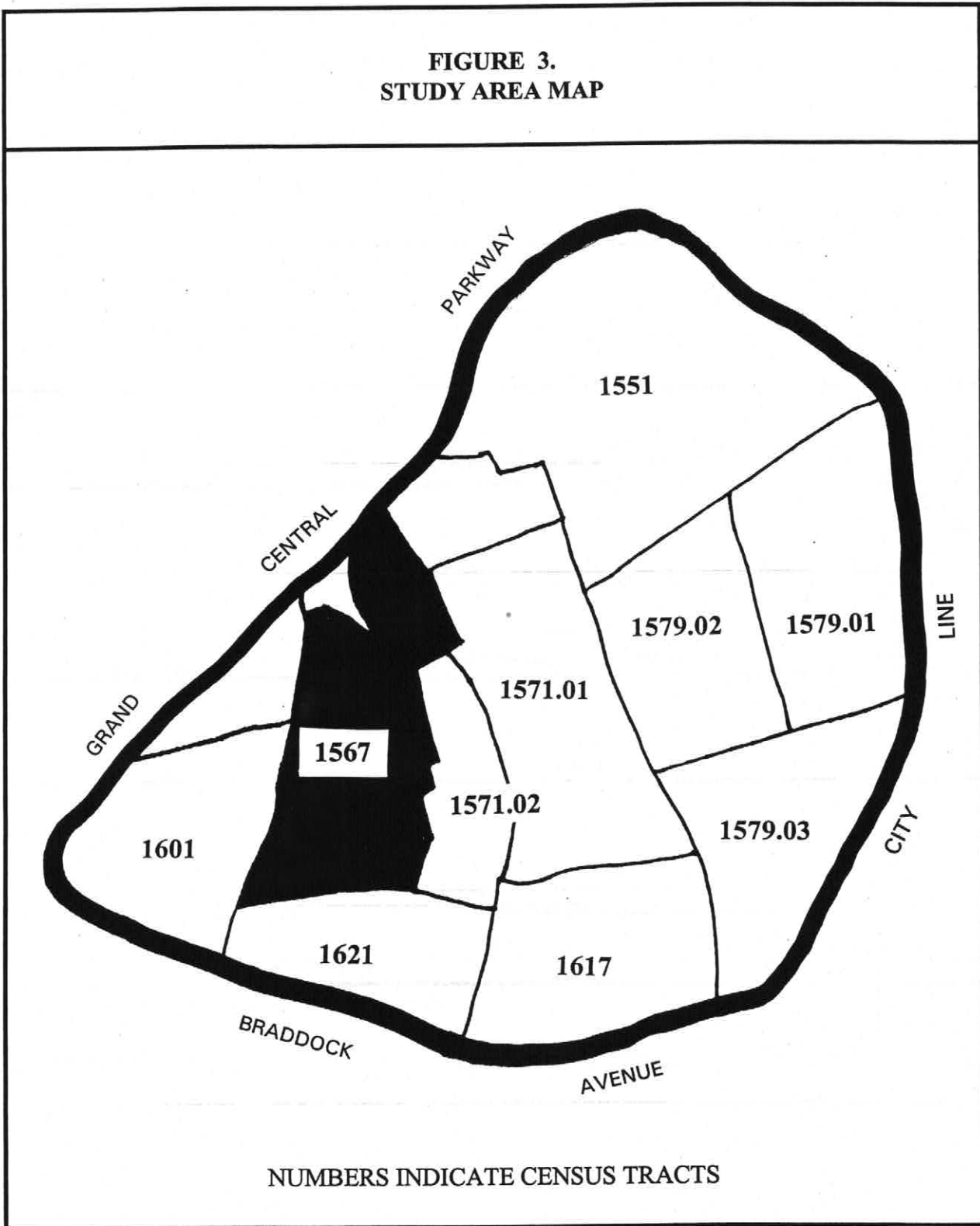
### Description

The Study Area was established based on criteria such as the character of surrounding residential neighborhoods and principal roadways and highways. Its boundaries are the Grand Central Parkway, the Cross Island Parkway, and Braddock Avenue. The Study Area includes the following census tracts: 1301, 1529.01, 1529.02, 1551, 1567, 1579.01, 1579.02, 1579.03, 1571.02, 1571.02, 1617, 1621. See **Figure 3**.

### Population and Other Characteristics

Based on the 1990 U.S. Census, the Study Area included 46,551 persons. Persons 65 years and older comprised approximately 22% (10,383) of this population. This percentage is significantly higher than the Queenswide and New York City 65-and-over percentages, which are 14.8 and 13, respectively. The Study Area's median income of \$43,696 is nearly \$10,000 higher than the Queens County median income of \$34,186, and almost \$15,000 higher than the Citywide median income of \$29,823. Approximately 5 percent of the Study Area's residents were unemployed in 1990, compared to 7.6 percent of all Queens residents and 9 percent of the residents in New York City. Homeownership in Community District 13 is 73%, much higher than the percentages for Queens and New York City. The Study Area's average household size of 2.7 persons is nearly identical to that of Queens and New York City. See **Table 3**.

**FIGURE 3.  
STUDY AREA MAP**



**TABLE 3.  
DEMOGRAPHICS COMPARISON**

	STUDY AREA	QUEENS COUNTY	NEW YORK CITY
TOTAL POPULATION	46,551	1,951,598	7,322,564
65 YEARS AND OLDER	22.3%	14.8%	13%
HOUSEHOLDS	17,546	720,149	2,819,401
AVERAGE HOUSEHOLD SIZE	2.7	2.7	2.6
OWNER OCCUPIED UNITS	73%*	42%	29%
UNEMPLOYMENT RATE	4.8%	7.6%	9.0%
MEDIAN INCOME	\$43,696	\$34,186	\$29,823

\*73% represents percentage of owner-occupied units in Community District 13.

### **Housing**

The predominant housing type in the study area is two-story, single-family detached frame with siding or brick veneer. There are also a few garden apartment complexes in the area, such as Glen Oaks Village and Bell Park Gardens, the majority of which are in cooperative ownership. North Shore Towers, a residential development to the north, and the 21-story Building #40, currently part of Creedmoor's operating facilities, are the only notable high-rise structures in the immediate area. To the north of the campus is Oak Park, a condominium townhouse development, which is currently under construction. It is located in an R4 zoning district and when completed will include 213 dwelling units.

### **Transportation**

#### Roadways

The site is potentially accessible from the following: Winchester Boulevard to the west, Hillside Avenue to the south, Commonwealth Boulevard and the Cross Island Parkway to the east, and the Grand Central Parkway to the north. Union Turnpike bisects the campus. The Long Island Expressway is located approximately one mile north of the campus and has exits at Douglaston and Little Neck Parkways.

### Transit Network

The E, J, and Z subway lines provide service at Jamaica Avenue and Parsons Boulevard. The F line is available at Hillside Avenue and 179th Street. Long Island Rail Road train stations to the north and south of Creedmoor offer local and express service to Penn Station in Manhattan. Stations include: Queens Village, Bellerose, and Floral Park to the south; and Douglaston, Little Neck, and Bayside to the north. Nearby bus routes include: #22, #22A, #26, #43, and #68 along Hillside Avenue; #46 along Union Turnpike; and #79 along Little Neck Parkway.

## RELEVANT ISSUES AND NEEDS ANALYSIS

### Needs Analysis

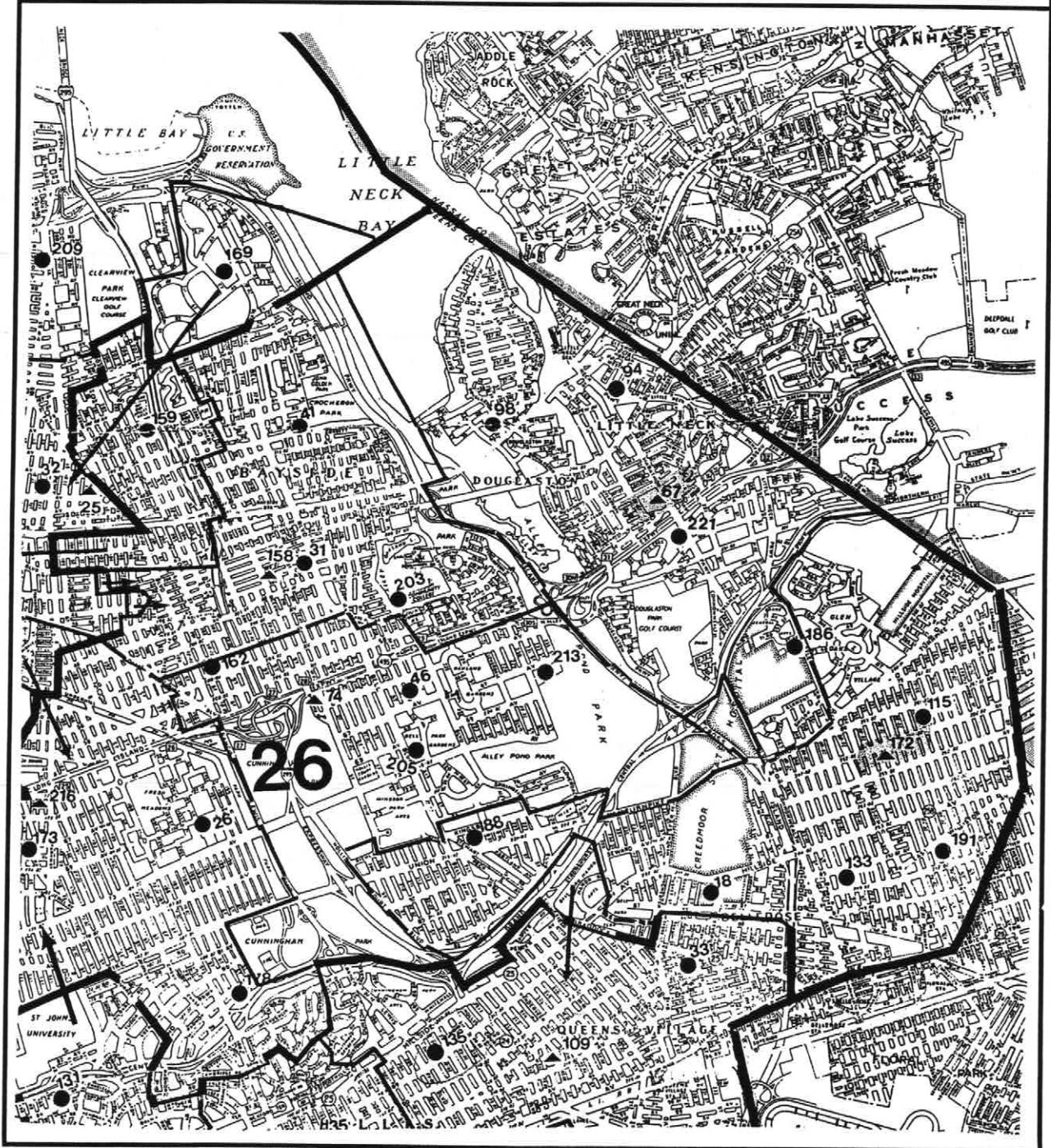
#### Education

Creedmoor is located at the southernmost border of Community School District (CSD) 26 (see **Figure 4**). Overcrowding in public schools is a major concern boroughwide, and the Board of Education projects increasing student enrollment in CSD 26 over the next several years. **Table 4** shows the overcrowding conditions in the district. In the 1997-1998 school year, 16 of 20 elementary schools were at a 90% or higher utilization rate; 4 of 5 intermediate schools were at a 90% or higher utilization rate; and both high schools, Martin Van Buren and Benjamin N. Cardozo, exceeded 100% utilization.

**TABLE 4.  
LOCAL SCHOOL UTILIZATION**

	TOTAL	NUMBER OF SCHOOLS AT 90% UTILIZATION OR HIGHER	PERCENT
CSD 26 ELEMENTARY SCHOOLS	20	16	80%
CSD 26 INTERMEDIATE SCHOOLS	5	4	80%
LOCAL AREA HIGH SCHOOLS	2	2	100%

**FIGURE 4.**  
**COMMUNITY SCHOOL DISTRICT 26 / LOCAL AREA SCHOOLS**





## Housing

In 1995, The Weitzman Group, Inc. provided for the Empire State Development Corporation a *Highest and Best Use Analysis of Creedmoor Psychiatric Center, Queens County, New York*. The Weitzman Group conducted a housing analysis that focussed on the supply and demand of housing in Queens County, which is the target area in which the supply of housing will be most competitive with potential housing at the Creedmoor campus. In the *Analysis*, it was determined that approximately 535 new dwelling units were constructed annually in Queens County from 1990 to October 1994, based on building permit trends. Of the total, single family homes accounted for approximately 14.5 percent of this new construction. The building permit data indicates that during the latter part of this time period, Queens County experienced a continual decline in new construction. Since 1990, the number of permits issued decreased by 7.5 percent.

The *Analysis* attributed the low level of new construction in Queens County to the absence of available multi- and single-family housing sites. Due to Creedmoor's locational advantages, as well as the limited number of potential development sites, the *Analysis* suggested that the subject property would be a favorable site for possible new development.

According to the *Analysis*, the total number of households in Queens County is projected to increase by 4,183 households, or 0.6 percent from 1995-1999. Assuming an annual internal mobility rate of four percent, the *Analysis* projects an overall annual demand of 21,759 to 25,029 units in Queens County from 1994 to 1999. Using these figures, the *Analysis* projects an annual new housing demand of 550 units in Queens by 1999. This estimate seems low compared to other estimates made in recent years by housing analysts. For example, in the Manhattan Institute for Policy Research's Civic Report (September 1996, No. 2), Salins estimated that New York City needs to add at least 20,000 dwelling units to its housing stock each year just to stay even, and twice that number to actually improve housing conditions and reduce housing prices.

## Congregate Care

The *Highest and Best Use Analysis* also conducted supply and demand analyses for congregate care facilities for senior citizens in Queens County. Congregate care facilities include semi-independent complexes with limited services such as optional meals and recreational activities; assisted living complexes which include more comprehensive services; nursing homes; and a variety of other enriched living programs.

The typical tenant is a middle-income, widowed female over 75 years of age. Demand for units is based on the tenant's need for social interaction, relief from housekeeping duties, a secure environment, assistance in transportation, and provision of a recreational package. In addition, the market is further defined by the ability of the tenants to afford the services provided.

The *Analysis* projects the 75 and over population in Queens to increase slightly from 6.4 percent in 1994 to 6.6 percent by 1999. By further qualifying the target market by income level for the defined market area, the *Analysis* recommended that 350 semi-independent living units and 150 assisted living units could be built on the Creedmoor campus.

### Parks and Open Space

There are two parks near the Creedmoor campus. Alley Pond Park, which includes 655 acres of passive and active recreational space and an environmental education center, is located northwest of the campus and extends from Union Turnpike to the Little Neck Bay. The other major recreational facility in the area is the Douglaston Golf Course, north of Creedmoor near the Grand Central Parkway. South of the campus on Hillside Avenue, adjacent to P.S. 18, is a playground.

Also nearby are private recreational facilities such as the Cross Island YMCA and an athletic field owned by the Hollis-Bellaire-Queens Village-Bellerose Athletic Association, both on Hillside Avenue south of the campus. The Queens County Farm Museum, located on Little Neck Parkway adjacent to the campus, is a 47-acre working farm which documents the agricultural history of New York City. The Queens Lifeline Center, a school for special education students, affiliated with the NYC Board of Education, lies at the southeast corner of Union Turnpike and Winchester Boulevard.



## THE PROPOSED PLAN

### Introduction

The proposed plan addresses the concerns and needs expressed by the community members, civic organizations, and elected officials who participated in the Working Group's planning and evaluation process. As mentioned previously, it is imperative that any future developments on the Creedmoor campus are compatible in appearance and use with existing activities on the campus as well as are in character with surrounding neighborhoods.

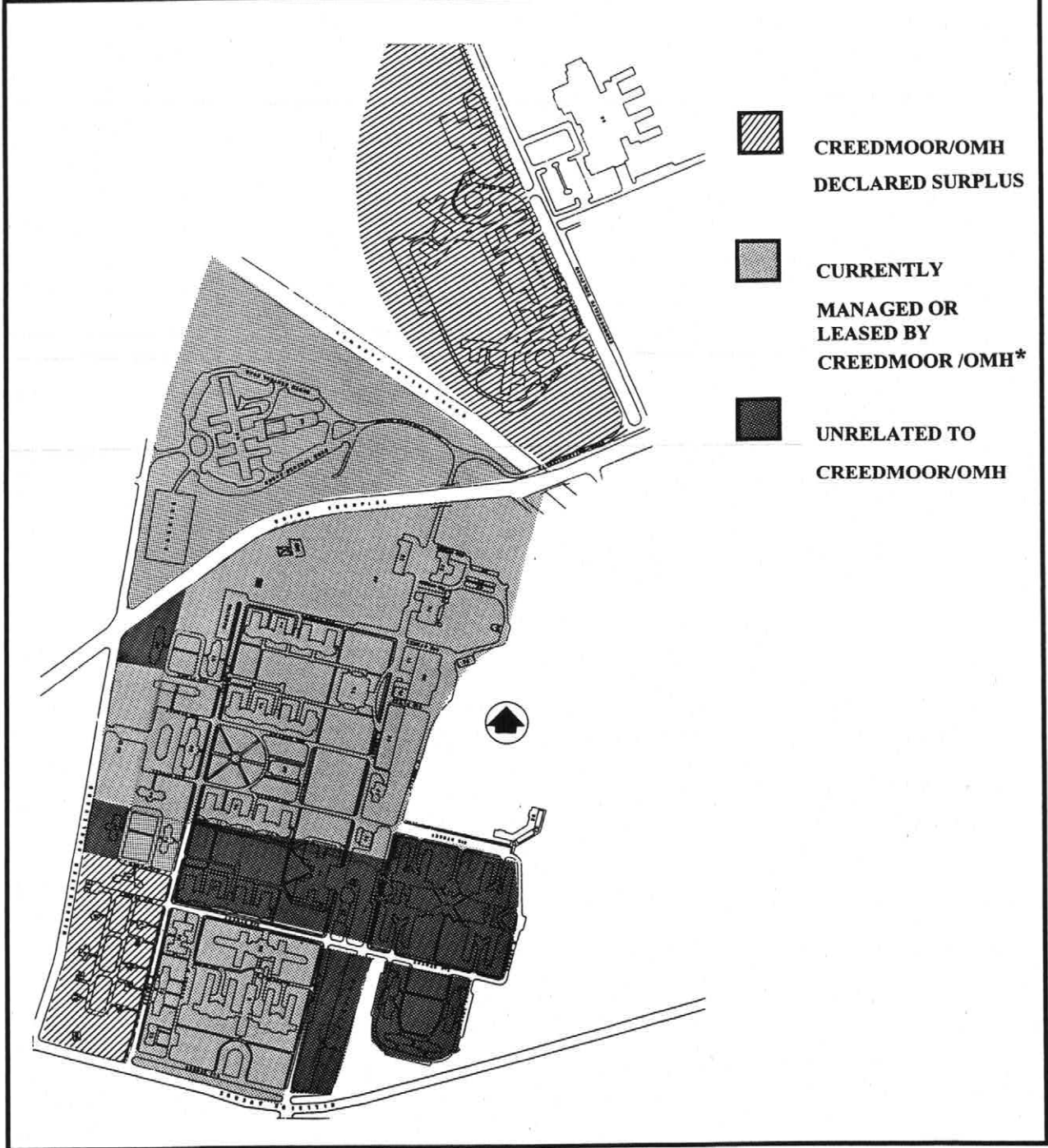
### Redevelopment and Re-use Site Constraints

The optimum method of planning the future development of the campus is to determine exactly which portions of the property will be become available for disposition at a specific point in time. Further, it would be beneficial for both the current property owner (the State of New York) and any prospective property owner if surplus land and buildings were disposed of in large, contiguous tracts. In this way the value of each portion of surplus real estate would be at its maximum since a prospective developer will have greater design freedom and certainty about the location and scope of future dispositions.

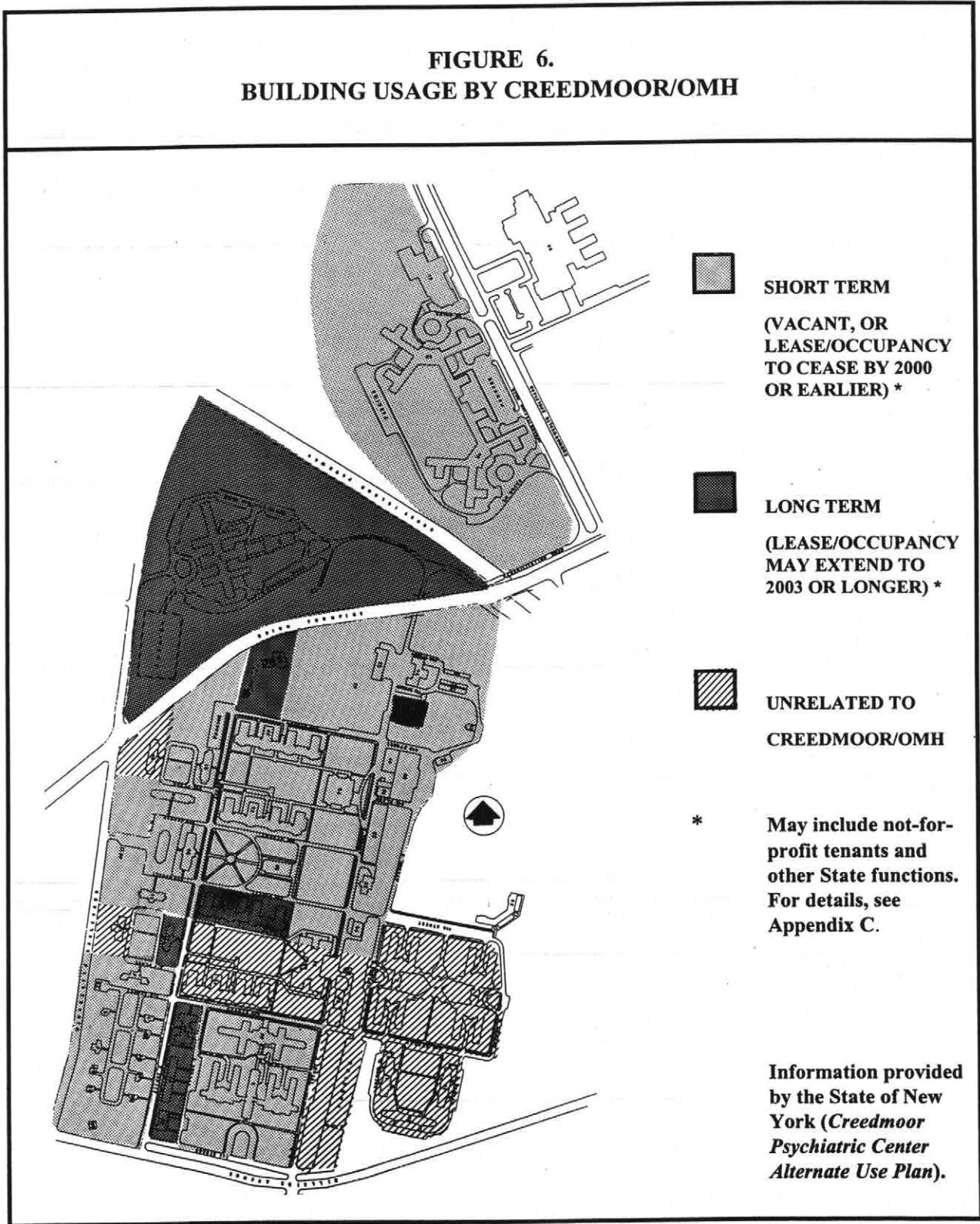
Unfortunately, the circumstances concerning future dispositions of surplus property at Creedmoor are complex. First, OMH is an occupant or has leased space up to the year 2000 to various local community organizations and government agencies in several buildings, and it is unclear whether these buildings will be vacated. Most of these buildings are located in the southern and western portions of the campus. These include Buildings #4, #17, #20, #21, #22, #60, #61, #62, #63, #66, and #67. Second, several buildings which are located in the center and northern portions of the campus are to be retained by OMH for long-term use. These include Buildings #40, #41, #47, #60, #66, #67, #68, #70 (which is partially occupied by the NYPD Tactical Narcotics Unit), #77, and #100. Thirdly, several buildings located centrally and in the eastern portion of the campus are assigned to the State Office of Mental Retardation and Development Disability (OMRDD) and the Bernard Fineson Center, and will be retained. These include Buildings #1, #2, #3, #10, #11, #12, #19, #26, #71, and #72. **Figure 5** shows jurisdictional boundaries on the Creedmoor campus. **Figure 6** illustrates building usage. For a detailed listing of current lease arrangements and building characteristics, see **Appendix B**.

Further, the ability to adequately plan for the future development and re-use of existing buildings and infrastructure on the campus is limited by the lack of information about existing construction materials, structural soundness, and hazardous materials contents. Future development at Creedmoor will probably include rehabilitation and re-use of several of the campus's existing structures. Many of these buildings are aesthetically significant, have footprints that are large enough to accommodate flexible interior reconfiguration, and are in good external condition.

**FIGURE 5.  
CREEDMOOR 1999 JURISDICTION MAP**



**FIGURE 6.  
BUILDING USAGE BY CREEDMOOR/OMH**



Therefore, it is clear that a professional assessment of the existing conditions of the buildings and infrastructure should be conducted before any disposition takes place. The information provided by such an assessment would enable the State to more accurately appraise the value of the property and consequently solicit the highest bids possible. The assessment would allow for a more comprehensive approach to planning for disposition, redevelopment, and re-use. In April 1998, the Queens Borough President submitted a letter to the Chairman of the Empire State Development Corporation urging the State to conduct such an assessment.

## **Guidelines for the Creedmoor Campus in Its Entirety**

The Working Group established the following guidelines for the 300-acre campus:

- Preserve Creedmoor's campus-like setting of open space and greenery and maintain public access to areas already used by the community at-large.
- Maintain, to the greatest extent possible, Creedmoor's attractive, older building stock and infrastructure through preservation and architecturally sensitive re-use.
- Provide opportunities for community-based use of existing space where appropriate.
- Require new construction to conform in scale, architecture, density, and use with the surrounding community.
- Require new developments to be compatible with each other, economically feasible, environmentally sensitive, and appropriately located.

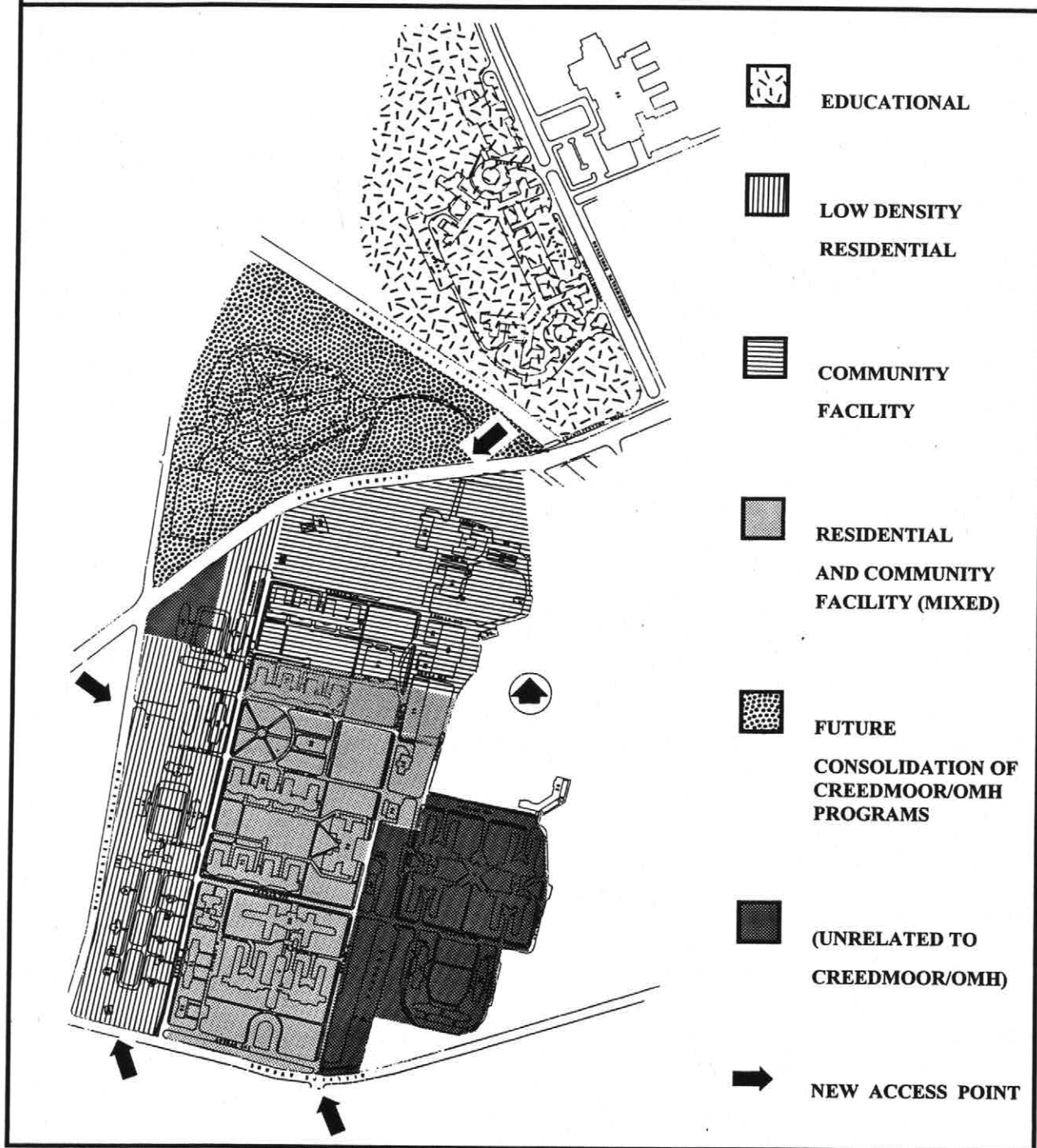
### As-of-Right Development Under Existing Zoning

The existing R3-2 zoning district permits flexibility in the types of residential configurations that can be created. Possible development scenarios include single- or two-family residences, detached or semi-detached; and garden apartments. The maximum number of dwelling units per acre in an R3-2 zone is 42. The State intends to retain large tracts of the campus for continued health-related services. It is likely that the numerous existing, perhaps structurally sound, buildings on the campus will remain and consequently large new development schemes will be difficult to execute. In addition, new development will require extensive internal roadway improvements to facilitate automobile and pedestrian circulation; new street construction and widenings will reduce the amount of land available for residential development.

### Appropriate Future Land Uses

The Working Group determined that two types of land uses are most appropriate for the continued use of existing campus buildings and possible future development: first, low-density residential; second, compatible community facilities. Low-density residential uses include the housing types mentioned above. Compatible community facilities include a wide range of activities which typically provide services to residences who live within proximity of their operations. Examples of compatible community facility uses include: assisted living quarters for senior residents or other persons with special needs; schools; doctor's offices; long term residential health facilities; and schools, limited to Parcel A. See **Figure 7**.

**FIGURE 7.  
RECOMMENDED LAND USES**





### Appropriate Consolidations of Parcels/Buildings

Future surplus properties should be disposed of in tracts which can be easily redeveloped and in which groups of buildings can be rehabilitated. This policy will encourage comprehensive campus planning and the efficient use of land and infrastructure. In order to achieve this, it is critical that OMH 1) structure leases with tenants so that large groupings of buildings are vacant and available for disposition at a certain date; and 2) create and implement a relocation plan to consolidate non-State agencies and organizations in select areas within the campus. Further, these policies will encourage the preservation of existing courtyards, configurations that are an important design characteristic of the campus, enhancing its beauty and providing open space. **Figure 8** shows suggested configurations of building groups and surrounding land for future disposition.

In addition, future development will probably require new automobile access points to the campus. The densities, configurations, and uses will more accurately determine where these points will be necessary, at least two points have been identified (See **Figure 7**). There are four points which have been identified. The first is located near the southwestern portion of the campus off Hillside Avenue. If this 8-acre parcel is developed for residential use, access from the south end of the parcel will most likely be necessary. The second point is located near the northern end of the campus, from Union Turnpike. The third is located on Winchester Boulevard. The fourth is on Hillside Avenue in the southeastern portion of the campus, which, with the access point on Union Turnpike, would create a north-south transportation route.

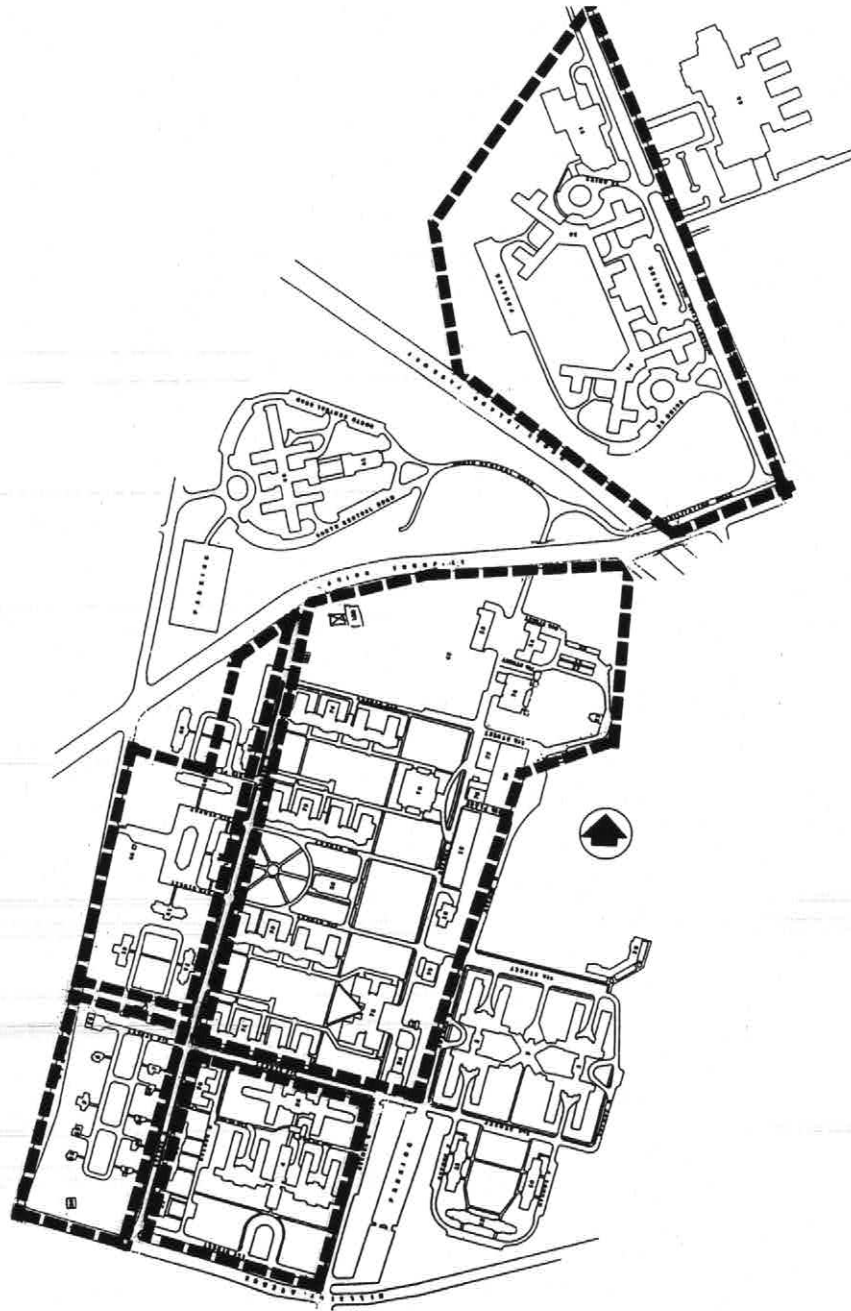
### **AREAS FOR POTENTIAL DEVELOPMENT**

ESDC has slated two parcels for immediate disposition. It is recommended that the following design guidelines be adhered to and the proposed development scenarios are considered.

#### **Parcel A**

Parcel A is approximately 8 acres and is located at the southwest corner of Hillside Avenue and Winchester Boulevard. It includes twelve buildings previously used as residences by staff employed by Creedmoor Psychiatric Center. The majority of these structures are vacant. The buildings are arranged in a courtyard format around a central green area that is enclosed by a narrow internal road. The green area includes several mature trees. It can be accessed internally by automobile from its northeast corner and by pedestrians from the north and east. Located at the southern end of the site is Building #30, a three-story, 3,000 square-foot vacant Victorian cottage in good external condition.

**FIGURE 8.  
RECOMMENDED LAND CONSOLIDATIONS  
FOR FUTURE DISPOSITION**





### Design Guidelines

- The Zoning District shall remain R3-2, which imposes a height limit of 35 feet and a floor area ratio (FAR) of .60 for residential developments. Any future community facility development shall be limited to 35 feet in height.
- Building #6 and Building #30 shall be preserved and rehabilitated. (See **Figures 9 & 10**).
- Existing mature trees shall be incorporated into future development and the existing green buffer zone shall be maintained.
- Future development on this site shall be accessible to the surrounding community.
- The northern, western, and southern site boundaries shall be landscaped extensively in order to buffer any new development on the subject site from existing uses on the campus land uses as well as street activities on Winchester Boulevard and Hillside Avenue.
- Acknowledging that Buildings #20, #21, and #22 are anticipated to be disposed of in the future, the site plan for the subject parcel shall permit an alternative orientation to development of that area or re-use of these structures at a later date.

**FIGURE 9.  
BUILDING #6**



**FIGURE 10.  
BUILDING #30**



## Residential Development Alternatives

With the assistance of the Department of City Planning, several prototypical design alternatives have been developed. These illustrate the potential for compatible development at this location.

### *Alternative #A1*

Semi-detached configuration of new housing incorporating two existing residential-style structures which could be renovated (see **Figure 11**). Features would include a central green area and garages located within residential structures.

- 2 dwelling units per building
- 48 buildings
- 96 dwelling units

### *Alternative #A2*

Semi-detached configuration of new housing incorporating three existing residential-style structures that could be renovated (see **Figure 12**). Features would include a central green area and garages surrounded by residential structures.

- 2 dwelling units per building
- 70 buildings
- 140 dwelling units

### *Alternative #A3*

New, low-rise garden apartment complexes, preserving renovated Victorian cottage (see **Figure 13**). Features would include central green areas and perimeter parking.

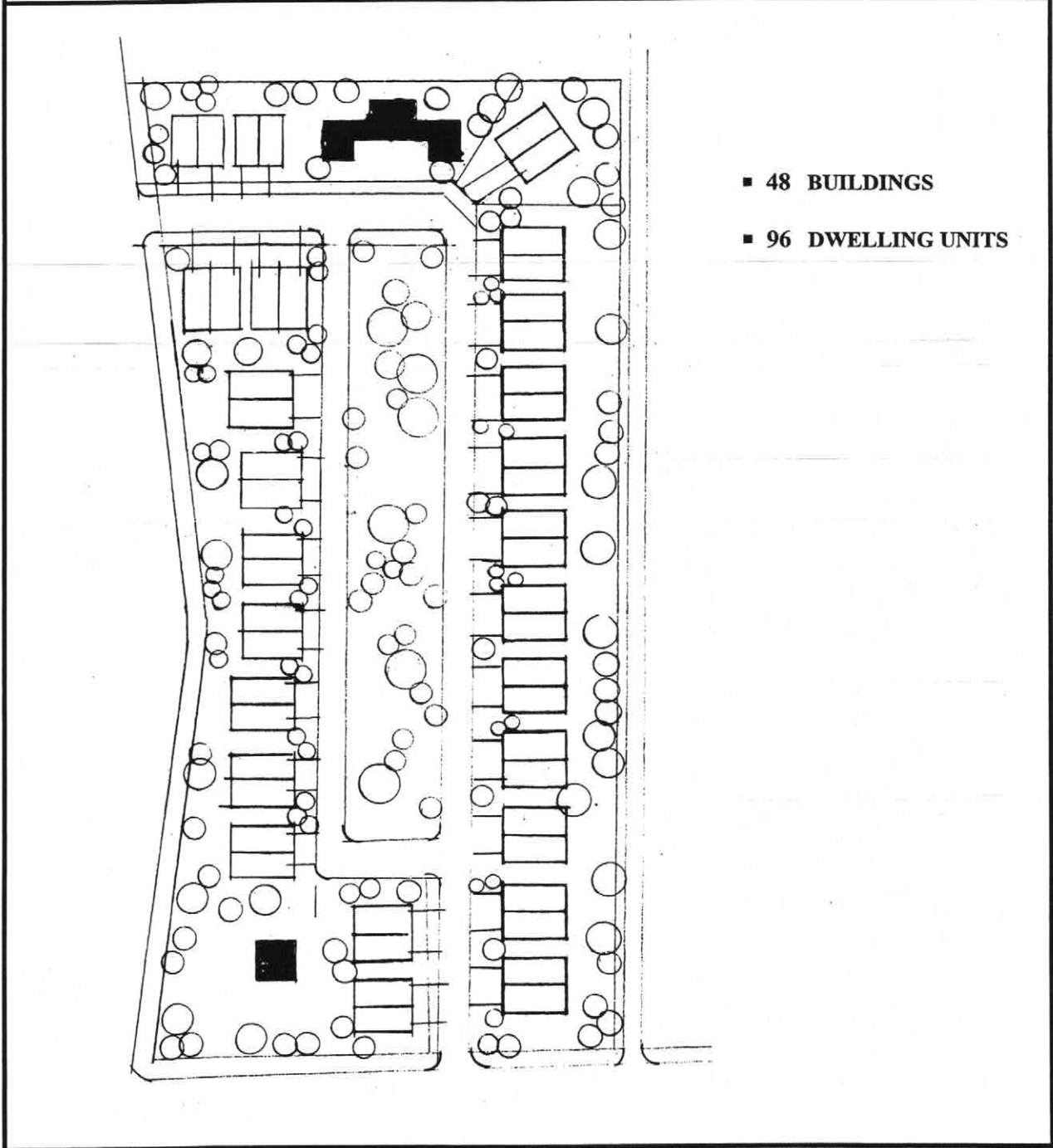
- Approx. 16 units per building
- 10 buildings
- 162 dwelling units

### *Alternative #A4*

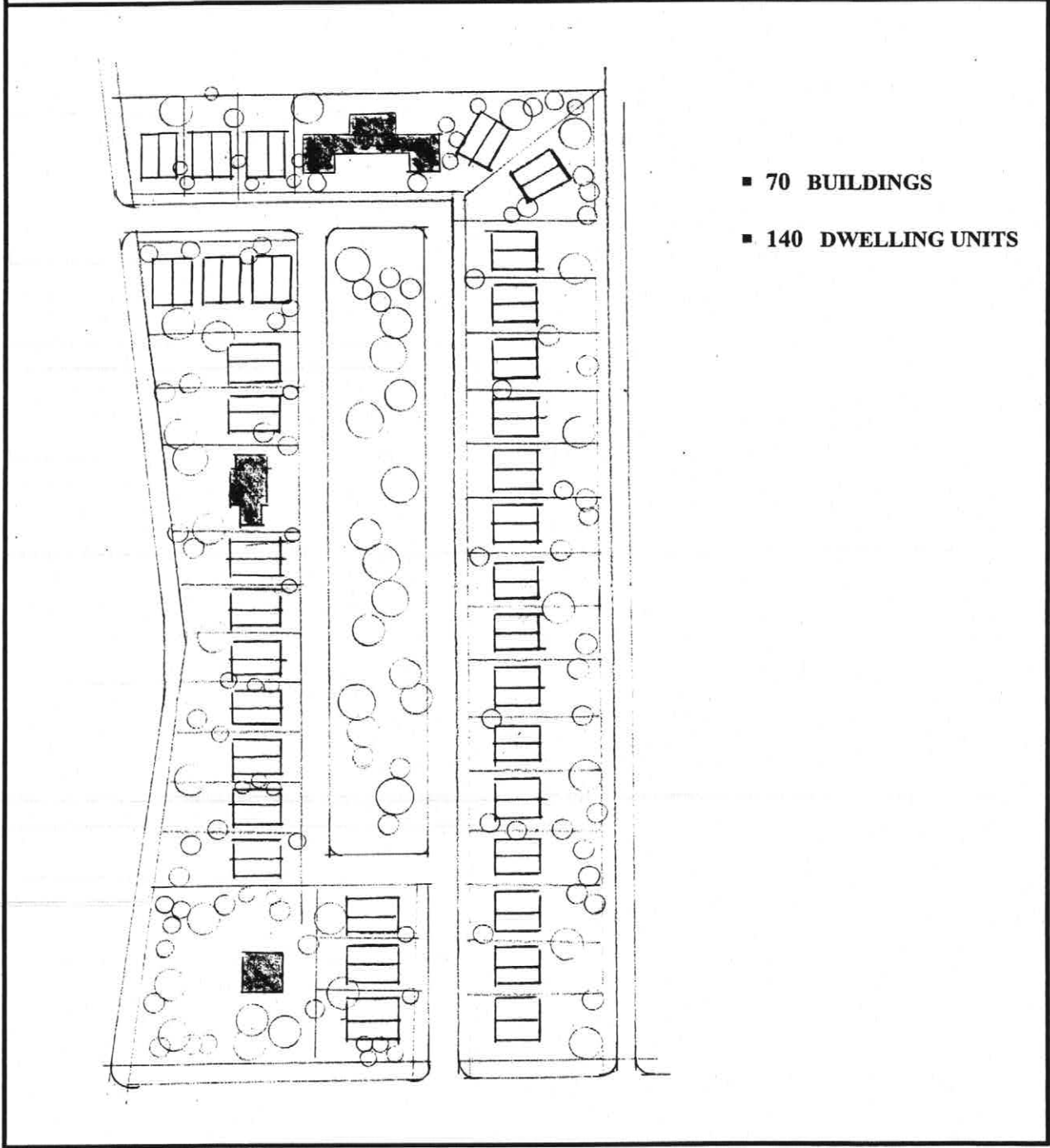
L-shaped configuration consisting new, small, low-rise garden apartment complexes with the intent of incorporating existing adjacent eastern structures into residential design scheme. The existing structures include Buildings #20, #21, and #22. The Victorian cottage could be renovated and retained. (see **Figure 13**). Features include a central green area and interior or perimeter parking.

Other acceptable alternatives would preserve the Victorian cottage and maximize open space.

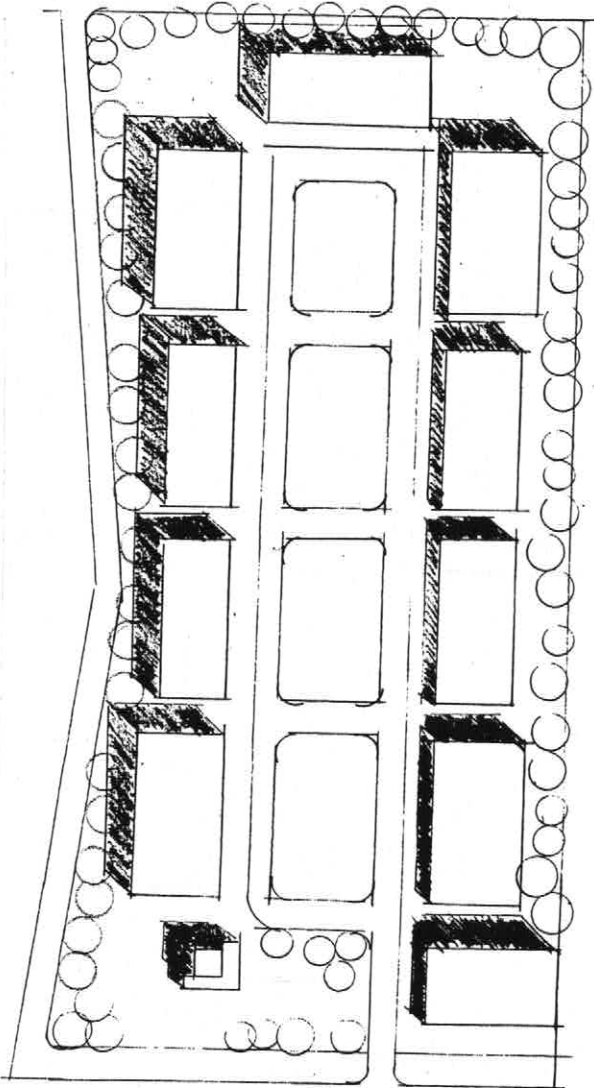
**FIGURE 11.**  
**PARCEL A: RESIDENTIAL ALTERNATIVE #A1**



**FIGURE 12.**  
**PARCEL A: RESIDENTIAL ALTERNATIVE #A2**

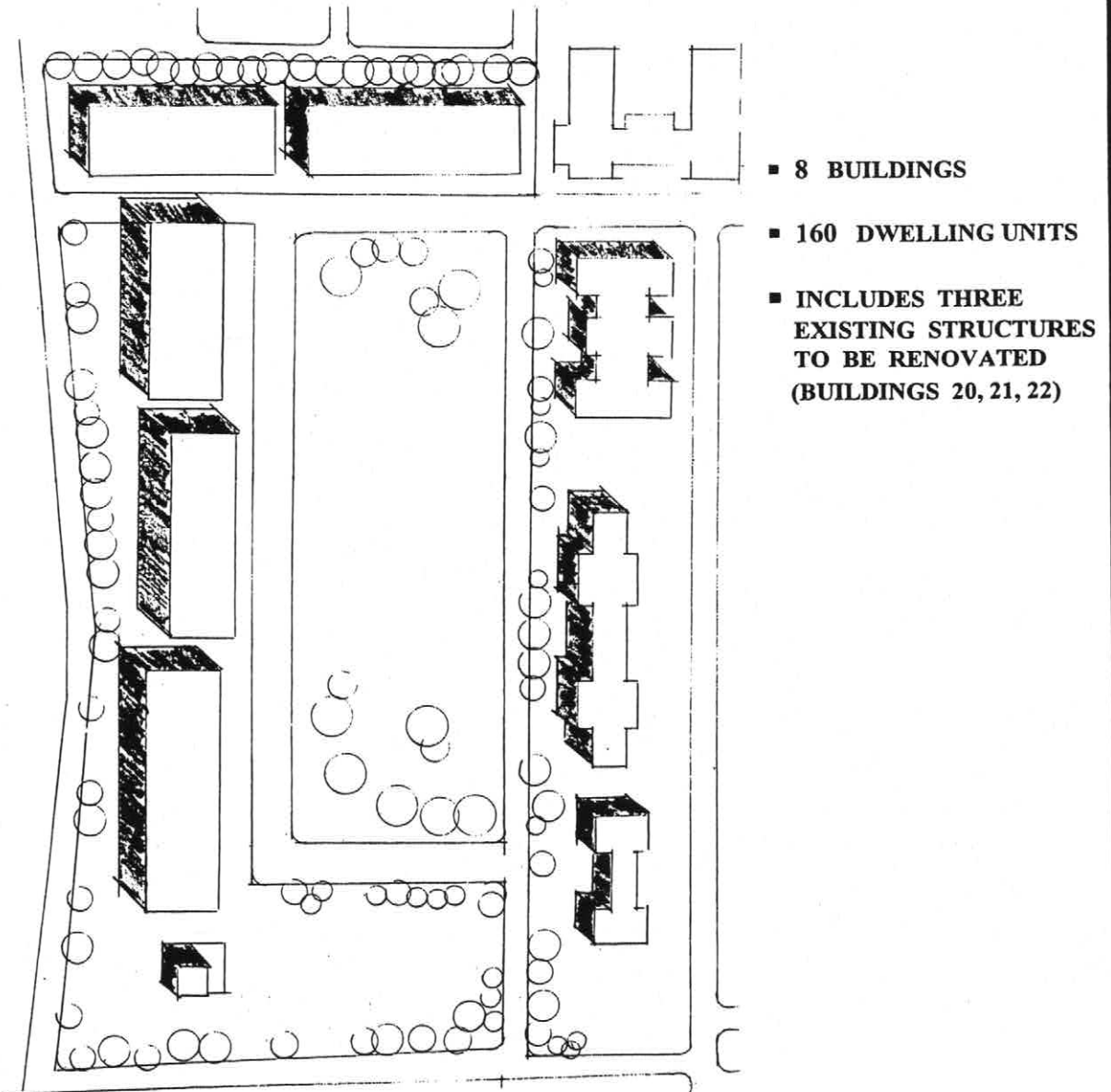


**FIGURE 13.**  
**PARCEL A: RESIDENTIAL ALTERNATIVE #A3**



- 10 BUILDINGS
- 162 DWELLING UNITS

**FIGURE 14.  
PARCEL A: RESIDENTIAL ALTERNATIVE #A4**





## **Parcel B**

Parcel B is approximately 26 acres. It is bounded by Commonwealth Boulevard, the Cross Island Expressway and Union Turnpike. This site includes Buildings #38, #39, and #51 (See **Figure 14**). Building #51, a two-story multi-purpose building, was constructed in 1972 and contains approximately 38,000 square feet. Its amenities include a swimming pool, bowling alley, auditorium, gymnasium, and large windows providing good air circulation and natural light. It is used as a psychological treatment center during the day and leased to the Cross Island YMCA for community use in the evening hours.

Building #38 is vacant; Building #39 is used for mental health services. They were constructed in 1956. Each is 277,000 square feet, and the two are practically identical except for their reverse orientation. They are institutional in character, four stories in height, and are connected by an internal corridor at ground level. Their respective floor plans consist of narrow central corridors flanked by small rooms.

### Design Guidelines

- The Zoning District shall remain R3-2, and shall be built in accord with the existing campus-like setting of Creedmoor.
- New development consisting of educational uses shall incorporate Building #51 into its design scheme. Building #51 shall continue to be available for evening/night use by the community. Details on this lease arrangement shall be resolved by the new full-time tenant and the lessee, respectively.
- New construction shall be in character with the surrounding residential neighborhood by incorporating attractive construction materials and plentiful landscaping. Open space, either passive or active, shall be provided to the greatest extent possible.
- Buildings #38 and #39, which are slated for disposition, shall be demolished.
- The sloped, wooded open space located between Building #51 and the Grand Central shall be preserved for passive open space purposes.

### Public Educational Complex Development Alternatives

Any configuration shall make use of the entire 26 acres for public school purposes and schools shall be developed as part of a unified architectural plan. In addition, adequate athletic facilities and open spaces shall be incorporated into these plans. The Board of Education has drafted development scenarios that incorporate the re-use of Building #51, with expansion to and development of adjacent land. Building #51 is considered for re-use as a high school of 800-seat capacity. The existing building would provide 200 seats and the new addition would provide 600 or more seats. The adjacent land may be developed for an elementary school of 650-seat capacity and an intermediate school of 900-seat capacity.

The following assumptions were made by the BOE:

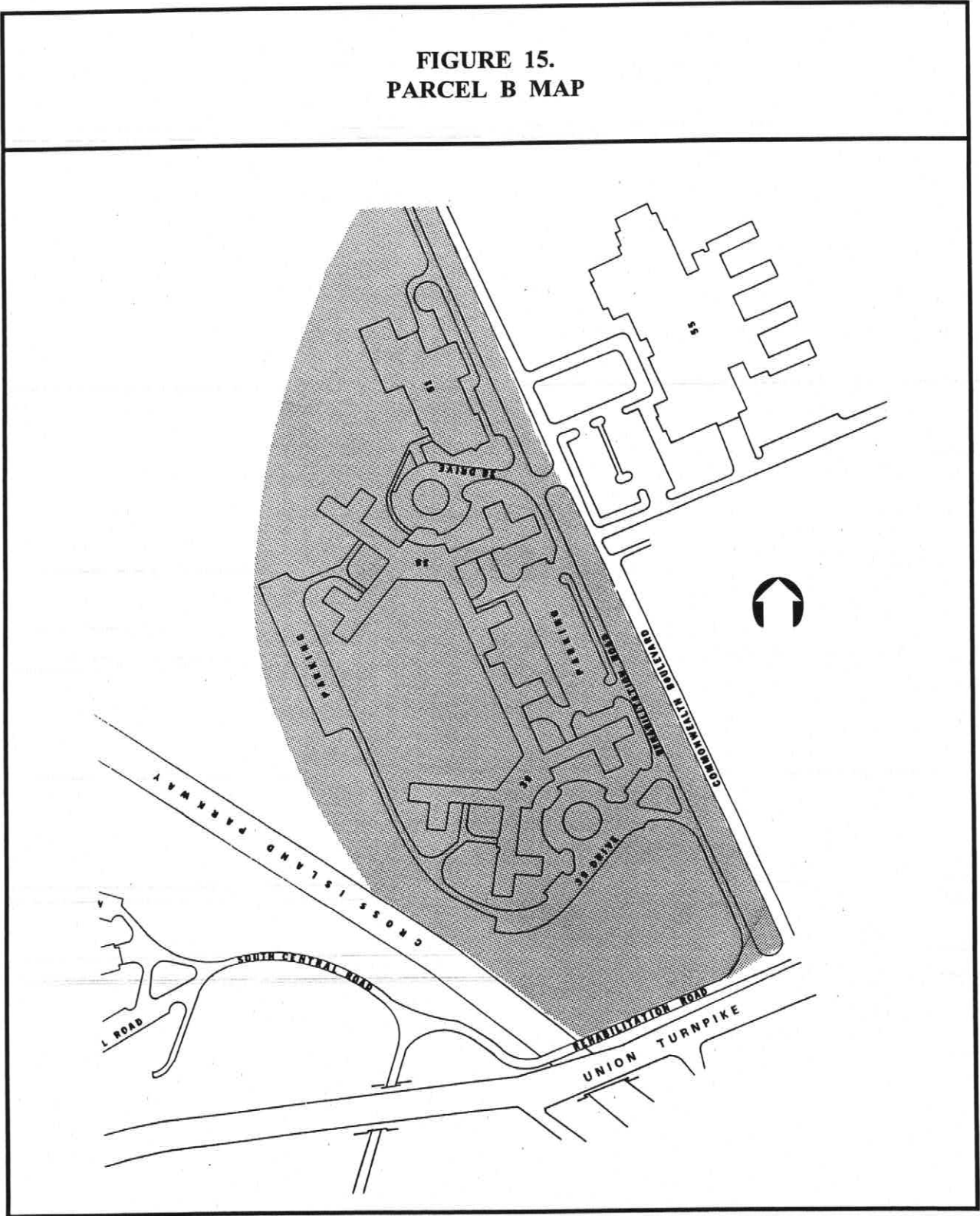
- 1) The open area to the north and west of Building #51 is presumed to be adequate in size for the development of the two additional school components, without the need of building the expansion into the sloped hill to the north.
- 2) An allowance of 110 s.f. per student for both of the elementary and intermediate school components is made.
- 3) Educational buildings shall be two stories in height.
- 4) Typical classroom size shall be 750 s.f. and accommodate 30 students.

A detailed site survey would need to be conducted in order to determine the exact size of the site and its precise topography.

#### *Basic Design Scheme*

- 200 capacity high school re-use of Building #51
- 600 capacity high school addition to Building #51
- 900 capacity intermediate school
- 650 capacity elementary school
- shared common spaces where appropriate

**FIGURE 15.  
PARCEL B MAP**



## **Implementation**

### The Campus in Its Entirety

The proposed plan will be in character with the low-density, predominately residential character of surrounding neighborhoods. It encourages opportunities for use by local community organizations and to the greatest extent possible, preservation of existing building stock and courtyard configurations.

Future surplus properties should be disposed of in tracts which can be easily redeveloped and in which buildings can be rehabilitated in groups. It is critical that OMH structure leases with tenants so that the groupings of buildings are vacant and available for disposition at a certain date. A relocation plan to consolidate non-State agencies and organizations in select areas within the campus must be created. Thus, the implementation of carefully-designed comprehensive phasing plan with a definitive time frame will allow the State to execute a prudent disposition process.

All future planning and development actions throughout the Creedmoor Psychiatric Center campus, including further property dispositions, shall continue to actively solicit and involve local public review, and shall follow the *Guidelines* presented in this Plan.

### Parcel A

Future development on the subject parcel shall adhere to the *Design Guidelines* presented in this plan, which include: maintaining the existing R3-2 zoning district; preservation and rehabilitation of Building #6 and Building #30; preservation of existing mature trees; and the provision of appropriate landscaping.

### Parcel B

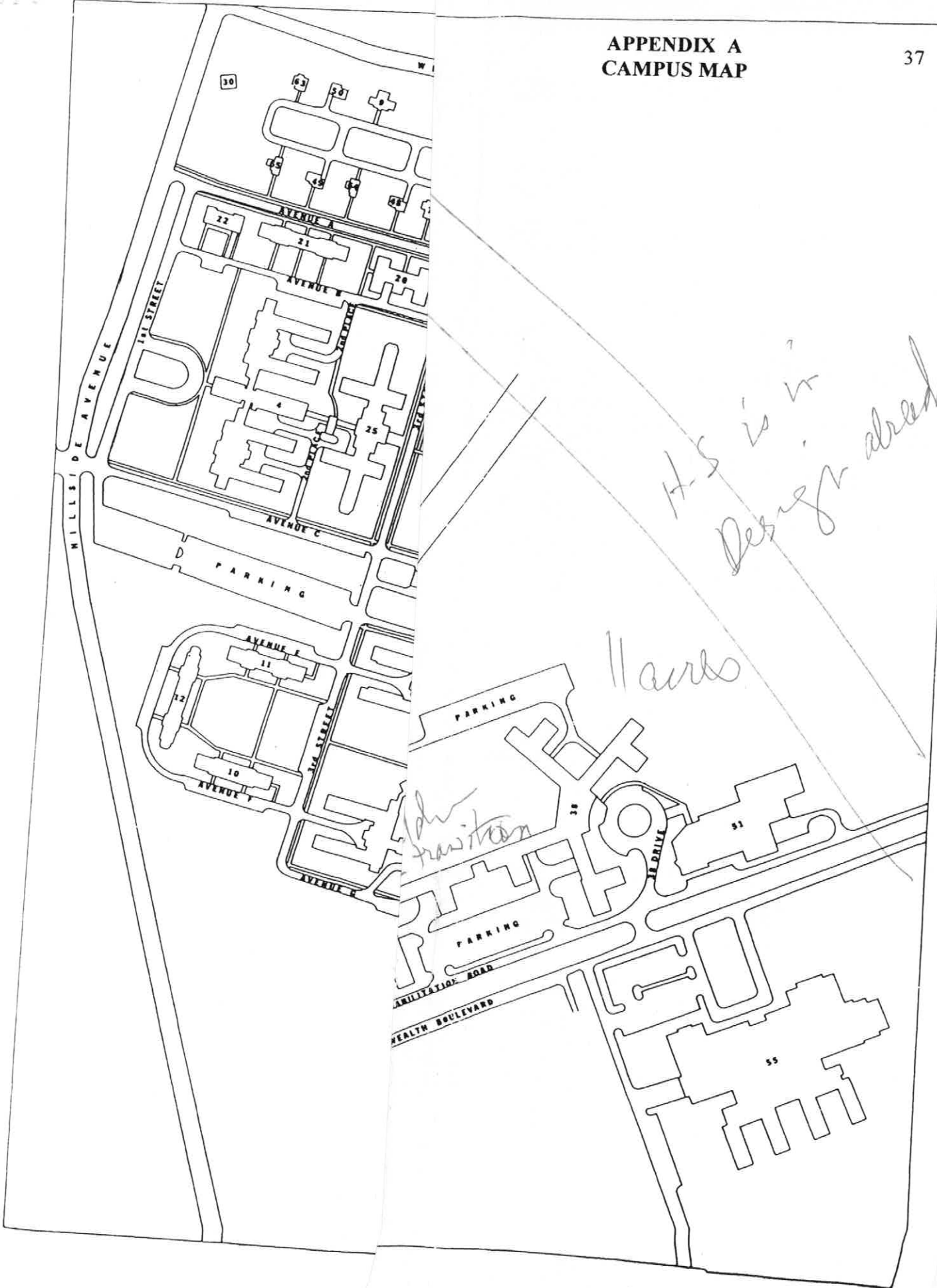
Future development on the subject parcel shall adhere to the *Design Guidelines* presented in this plan, which include: maintaining the existing R3-2 zoning district; new construction to be in character with the surrounding residential neighborhood; the provision of appropriate open space; and the preservation of the existing sloped wooded open space located between Building #51 and the Grand Central Parkway.

Ownership of the subject parcel shall be transferred to the Board of Education for use as a public educational complex. Identification and appropriation of sufficient acquisition of funds will be required. Building #51 shall be incorporated into the educational complex design scheme, and shall continue to be available for evening/night use by the community. Details on this arrangement shall be resolved by the new full-time tenant and the lessee. It is recommended that the State demolish the Building #38 and Building #39, which will permit the Board of Education to utilize efficiently the site for maximum public educational benefit.

## ACKNOWLEDGMENTS

Empire State Development Corporation  
Members of the Queens Borough President's Creedmoor Working Group  
Queens Civic Congress  
Queens Department of City Planning

APPENDIX A  
CAMPUS MAP



*HS is in  
Design already*

*Halls*

*Transition*

55

## APPENDIX B

### CREEDMOOR WORKING GROUP MEETINGS JULY 1997 - JUNE 1999

July 16, 1997 meeting: The Working Group discussed ESDC's *Highest and Best Use Study (1995)* for portions of the property to be offered for sale by Request for Proposals. The ESDC's ideas for development included a shopping center; a 500-unit apartment complex; and a 350-unit senior housing complex with a 150-bed nursing home facility. The Queens Civic Congress presented its Master Plan. The Working Group was divided into two subcommittees: 1) Planning/Zoning Issues; and 2) and Existing Conditions.

September 7, 1997 meeting: The ESDC announced plans for disposition of two parcels in the near future:

#### *Parcel A*

An 8-acre site located at the Northeast corner of Hillside Avenue and Winchester Boulevard. It consists of 12 detached buildings that are residential in character. Most are vacant. Some are used as psychological treatment centers and staff residences.

#### *Parcel B*

A 26-acre triangular-shaped site in the northern portion of the campus bounded by Commonwealth Boulevard, the Cross Island Expressway and Union Turnpike. This site includes Buildings #38, #39, and #51. Building #38 is vacant; Building #39 is occupied and used for psychological treatment services. Building #51 is a multi-purpose building with recreational amenities including a pool, bowling alley, and auditorium. It is used as a psychological treatment center during the day and leased to the Cross Island YMCA during the evening hours.

ESDC provided the subcommittees with maps of the areas slated for disposition and a list of current owners/tenants and their lease expirations. DCP presented existing zoning conditions and potential development scenarios.

September 23, 1997 meeting: Working Group members discussed and established a shared concern that steps must be taken to ensure that any new development on the two parcels to be offered for sale is compatible with the surrounding neighborhood.

November 10, 1997 meeting: The Working Group adopted a Work Program. The Work Program was designed to produce realistic site plans showing development scenarios which would be acceptable to the surrounding community and prospective developers, with emphasis on constant community input throughout the process. The Working Group also approved Consolidated Goals and Criteria for its continued work.



# Building Usage Summary

## APPENDIX C

Number Letter	Name	Year Built	Stories	GSF	Hist Pres Status	Original Use	Current Use	Usage										Description of Change	Future Use	Future GSF in Use
								1986	1987	1988	1989	1990	2001	2002	2003	580				
<b>Projected Census</b>																				
<b>OMH On-Campus Facilities</b>																				
4	Cont. Triml. Bldg.	1930	P/3	192,020	0	Medical Support	Inpatient	OMH									Self/Lease	14,472		
6	Staff House	1930	B/3	11,196	0	Staff Residence	Staff Residences	OMH									Self/Lease	28,918		
7	Staff House	1930	B/3	3,081	0	Staff Residence	Available	A									Self/Lease	34,474		
8	Staff House	1930	B/2	2,733	0	Staff Residence	Available	A									Self/Lease	11,172		
9	Staff House	1930	B/2	4,249	0	Staff Residence	Available	A									Self/Lease	3,648		
13	Carpenter Shop	1930	2	16,719	0	Maintenance	Work Control/Maintenance	OMH									Demolish			
14	Garage	1929	P/1	8,073	0	Garage	Transportation	OMH	OMH								Self/Lease			
15	Laundry	1928	P/3	64,150	0	Laundry	Available	A									Self/Lease			
16	Plumb & Elec Shop	1929	B/2	13,822	0	Kitchen	Work Control/Maintenance	OMH									Self/Lease			
17	Queens Mental Health	1932	B/2	3,176	0	Admin Support	Mental Health Association	R									Self/Lease			
18	Assembly Hall	1936	B/1	28,198	0	Assembly	Decentralized Treatment S	OMH									Self/Lease			
19	Creedmoor ATC	1931	B/2	14,472	0	Staff Residence	OASAS	UR	UR	UR	UR	UR	UR	UR	UR	UR	OASAS	14,472		
20	TSI Residence	1931	P/2	28,918	0	Staff Residence	Not for Profit CR	R	R	R	R	R	R	R	R	R	Not for Profit CR	28,918		
21	Outpatient Day Ctr.	1931	B/2	34,474	0	Staff Residence	Queens Village OPD	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	APPLE INC.	34,474		
22	TSI Residence	1931	B/2	11,172	0	Staff Residence	Not for Profit CR	R	R	R	R	R	R	R	R	R	Not for Profit CR	11,172		
25	Grounds Storage	1937	B/4	140,185	0	Storage	Vacant	V									Demolish			
26	20 Car Garage	1938	1	3,648	0	Garage	OMRDD	UR	UR	UR	UR	UR	UR	UR	UR	UR	OMRDD	3,648		
27	Grounds Storage	1940	1	1,586	0	Garage	Utilities/Central Mech. E	OMH									Demolish			
28	Grandstand	1938	1	8,618	0	Grandstand	Decentralized Treatment S	OMH									Self/Lease			
29	Garage	1940	1	1,368	0	Garage	Staff Residences	OMH									Self/Lease			
30	Administration	1950	B/2	3,112	0	Staff Residence	Available	A									Self/Lease			
36	Pipe Shop	1941	1	3,180	0	Storage	Work Control/Maintenance	OMH									Demolish			
38	Cont. Treatment	1956	P/4	277,290	0	Inpatient	Inpatient	OMH									Self/Lease			
39	Queen's CPC	1956	P/4	277,290	0	Inpatient	Children and Youth Unit	OMH	OMH								Self/Lease	505,294		
40	Inpatient	1960	B/21	505,294	0	Inpat	Inpatient										Space Cond.	23,673		
41	Kitchen	1960	P/1	23,673	0	Kitchen	Nutrition Services	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	Demolish			
42	Shop Bldg	1930	1	3,220	0	Maintenance	Work Control/Maintenance	OMH									Demolish			
43	Filler House	1932	1	685	0	Water	Vacant	V									Demolish			
44	Gas Pump	1969	1	413	0	Power Plant	Vacant	V									Demolish			
45	Police Booth	Unk	1	50	0	Police	Safety	OMH	OMH								Self/Lease			
46	Police Booth	1925	1	120	0	Police	Safety	OMH	OMH								Self/Lease	100		
47	Police Booth	Unk	1	100	0	Police	Safety	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	Safety			
48	Cottage	1952	B/2	2,127	0	Staff Residence	Vacant	V									Demolish			

# Building Usage Summary

Number Letter	Name	Year Built	Stories	GSF	Hist Pres Status	Original Use	Current Use	Usage										Description of Change	Future Use	Future GSF in Use
								1996	1997	1998	1999	2000	2001	2002	2003	2003				
<b>Projected Census</b>																				
49	Outpatient Day Ctr.	1952	B/2	2,127	0	Staff Residence	Centralized Treatment Ser	660									580	Sell/Lease		
50	Staff House	1952	B/2	2,127	0	Staff Residence	Staff Residences	OMH										Sell/Lease		
51	Rehabilitation	1972	P/2	66,337	0	Rehabilitation	Centralized Treatment Ser	OMH	OMH									Sell/Lease		
57	15 Car Garage	1930	1	2,479	0	Garage	Transportation	OMH										Demolish		
58	Garage	1930	1	2,556	0	Garage	Transportation	OMH										Demolish		
59	Storehouse	1941	B/1	26,864	0	Storage	Stores	OMH	OMH									Sell/Lease		
60	Administration	1925	P/2	25,361	0	Administration	Administration	OMH	OMH									Sell/Lease		
61	Administration	1925	P/2	14,878	0	Staff Residence	Bureau of Patient Resourc	R	R	R	R	R	R	R	R	R	R	Sell/Lease	OMNI III	14,878
62	OMNI	1925	P/2	14,878	0	Staff Residence	OMNI III	OMH										Sell/Lease		
63	Inpatient Day Ctr.	1925	B/2	2,733	0	Staff Residence	Centralized Treatment Ser	OMH										Sell/Lease		
64	Staff House	1925	B/3	3,081	0	Staff Residence	Available	A										Sell/Lease		
65	Inpatient Day Ctr.	1925	B/3	3,081	0	Staff Residence	Centralized Treatment Ser	OMH	OMH									Sell/Lease		
66	Administration	1925	P/2	25,849	0	Staff	Administration	OMH										Sell/Lease		
67	Hope House	1925	P/2	20,128	0	Staff Residence	Hope House TSI	R	R									Sell/Lease		
68	Faith Chapel	1970	B/1	5,000	0	Chapel	Chapel	OMH	OMH									Sell/Lease	Chapel	5,000
70	Cont. Treatment	1925	B/3	125,466	0	Inpatient	NYC Police Tactical Narco	OMH										Sell/Lease		
71	Cont. Treatment	1925	B/3	125,466	0	Inpatient	OMRDD	UR	UR	UR	UR	UR	UR	UR	UR	UR	UR	Sell/Lease	OMRDD	125,466
72	Kitchen	1925	P/1	59,516	0	Kitchen	Vocational Program	OMH										Sell/Lease		
73	Inpatient	1922	B/3	125,466	0	Inpatient	Inpatient	OMH	OMH									Sell/Lease		
74	Cont. Treatment	1920	B/3	125,466	0	Inpatient	Available	A	A									Sell/Lease		
75	Rehab/Warehouse	1922	B/2	51,222	0	Kitchen	Artspace	OMH	OMH									Sell/Lease		
76	Powerplant	1922	P/2	31,703	0	Power Plant	Utilities/Central Mech. E	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	Sell/Lease	Utilities/Central Me	31,703
77	Engineering Bldg.	1925	B/1	27,380	0	Storage	Work Control/Maintenance	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	Sell/Lease		
78	Kitchen	1925	B/2	8,746	0	Kitchen	Available	A	A	A	A	A	A	A	A	A	A	Sell/Lease		
79	Grounds Bldg.	1925	P/2	10,874	0	Safety/Firehouse	Groundskeeping	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	Sell/Lease		
99	Police Booth	Unk			0													New Constr	Safety	100
100	SOCC	1987		11,835	0	Socr	SOCCR 1	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	New Constr	SOCCR 1	11,835
101	Rehabilitation Addi	Unk			0													New Constr	Rehabilitation	38,000
102	Support Services	Unk			0													New Constr	Stores	37,800
														<b>Sub-Total</b>		<b>2,611,031</b>			<b>886,533</b>	
<b>OMH Off-Campus Leased Facilities</b>																				
900L	Broadway/Astoria	Unk		7,454	0	Clinic	Outpatient Clinic 1	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH		Outpatient Clinic 1	7,454
901L	Myrtle Ave./Richmond	Unk		13,000	0	Clinic	Day Treatment	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH		Day Treatment	13,000
902L	Hillside Ave./Jamaic	Unk		10,000	0	Clinic	Day Treatment	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH		Day Treatment	10,000
903L	Leifrak Plaza/Eimhur	Unk		8,040	0	Clinic	Day Treatment	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH	OMH		Day Treatment	8,040

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