

Creedmoor

Community Master Plan



**Creedmoor Community
Master Plan**

Empire State Development sponsored the Creedmoor Community Master Plan in partnership with Queens Borough President Donovan Richards Jr.

The Metropolitan Urban Design Workshop prepared this report with assistance from WXY Architecture + Urban Design.

To the residents of eastern Queens and the various government and community partners who have shaped this plan, we offer our thanks.

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Letter from Governor Kathy Hochul

Dear Friends,

For sixty years, underutilized land at Creedmoor Psychiatric Center has presented an opportunity to strengthen the surrounding neighborhoods and revitalize Eastern Queens. Located at the juncture of several Queens communities near parks, museums, and community spaces, the 125-acre campus has drawn excitement from residents and local leaders as a site for potential housing and other opportunities. That has been the foundation of my administration's partnership with the Queens Borough President's Office on a months-long outreach effort to engage residents and leaders on how the Creedmoor site can serve the needs of Eastern Queens.

The Creedmoor Community Master Plan, our cooperative vision for redeveloping vacant portions of the Creedmoor campus, is the result of that engagement. The revitalization proposes more than 2,000 new homes at a range of affordability levels with ample opportunities for homeownership, including the expansion of cooperative housing, housing for veterans, and senior apartments and it also envisions new parks and neighborhood amenities with approximately 14 acres set aside for open space to serve the surrounding communities.

As we enter into the project's next phases, I look forward to a continued partnership with local stakeholders. Together, we can create a vibrant new community anchor at Creedmoor that will serve Eastern Queens residents for decades to come.

Sincerely,

A handwritten signature in black ink that reads "Kathy Hochul". The signature is fluid and cursive, with the first name "Kathy" and last name "Hochul" clearly distinguishable.

Governor Kathy Hochul







Letter from Hope Knight

For sixty years, the uncertain future of vacant land at Creedmoor Psychiatric Center has cast a shadow over several Queens communities that neighbor the state-owned hospital campus. Previous efforts to repurpose surplus property at Creedmoor have provided homes to beloved community institutions such as the Queens County Farm Museum, but dozens of acres have remained languishing, underutilized, and off-limits to the public.

After decades of dreaming about the possibilities at Creedmoor, I am pleased to present *The Creedmoor Community Master Plan*, a cooperative vision built on the input and efforts of hundreds of eastern Queens residents over six months of successful community engagement in partnership with the office of Queens Borough President Donovan Richards. This proposal brings together feedback from in-person sessions, zoom meetings, and countless messages from residents and community leaders. The Plan replaces decaying buildings with approximately fourteen acres of open space, community amenities, and the area's largest investment in new housing since the construction of Glen Oaks Village in the 1950s.

The Plan introduces new elements to the Creedmoor site, but it doubles down on two elements that have made the surrounding communities successful: concerted engagement from the residents who have made eastern Queens a desirable place to live and an abundance of affordable cooperative housing that has allowed low- and moderate-income New Yorkers to become homeowners.

The following report summarizes our engagement efforts to date and how they have evolved into a development blueprint that will usher Creedmoor into the coming decades. I thank all of the community members for participating in the sessions that informed this document, Governor Hochul for her leadership on prioritizing thoughtful redevelopment on state-owned sites across New York, and the Borough President for harnessing the opportunities to activate public land right here in Queens. I am looking forward to continued engagement with the community on our next steps as we move ahead.

Sincerely,



Hope Knight
President, CEO and Commissioner of Empire State Development



Letter from Donovan Richards

My motto has always been clear: we can't talk our way out of the housing crisis in New York City – we have to build our way out of it. That's why it's been my absolute pleasure to partner with the Empire State Development Corporation (ESD) on efforts to redevelop and revitalize the abandoned, unused portions of Creedmoor Psychiatric Center.

When we began developing this plan, I made it clear the planning process must be collaborative. We wanted the plan to be informed by community voices within Community District 13 and beyond. I am proud of ESD's work in holding multiple public workshops, both in-person and virtual, to incorporate as many opinions as possible into the final plan.

I want to thank the civic associations that represent the neighborhoods surrounding Creedmoor for being thoughtful, open and honest about the Creedmoor Community Plan.

I also want to thank the area's local elected officials for coming to the table and working with me every step of the way by looking out for their constituents and asking hard questions. They include State Senators Comrie and Stavisky, Assembly Members Weprin and Braunstein and Council Member Lee.

I invite you to not only read this report outlining the Creedmoor Community Plan, but to ask your friends and neighbors to read it, too. The issuance of this report is the first step in the redevelopment of Creedmoor, and we want folks to be informed and engaged throughout this process.

By working together, the remnants of Creedmoor's past will be transformed into a new and vibrant neighborhood that will improve thousands of lives and benefit future generations for a long time to come.

Sincerely,



Donovan Richards, Jr.
President, Borough of Queens





01



Executive Summary

Executive Summary

The Creedmoor Community Master Plan (CCMP or “the Plan”) is a community-driven framework for redeveloping underutilized land at the Creedmoor Psychiatric Center campus in eastern Queens. The Plan seeks to transform approximately fifty-eight (58) acres of the Creedmoor campus from surface parking lots, overgrowth, and vacant buildings into a vibrant new community with homes, recreational spaces, greenery, and neighborhood retail. It is the result of a six-month collaborative planning process led by Empire State Development (ESD) and the Queens Borough President’s Office, facilitated with help from the Metropolitan Urban Design Workshop (MUDW).

The Creedmoor Psychiatric Center campus covers approximately 125 acres in eastern Queens. It is situated among residential neighborhoods predominantly composed of single-family homes and multifamily cooperative housing developments built during the postwar era. Local community institutions include Alley Pond Park, the Queens County Farm Museum, the Cross Island YMCA, various houses of worship, civic groups, and other active not-for-profit organizations. The New York State Office of Mental Health (OMH) provides inpatient and outpatient mental health services throughout Creedmoor. Though OMH no longer provides services in many buildings due to declines in long-term residential Psychiatric care that date back to the 1960s, they still bear the financial and administrative burden of securing and maintaining inactive portions of the campus.

Many small parcels of Creedmoor’s property have been sold to non-profit groups and private developers, but the piecemeal approach of New York State’s previous land dispositions has left the community with an unclear idea of the campus’ future. In the meantime, neighborhoods around Creedmoor have changed in ways that require a fresh look at how community priorities are evolving and how redevelopment at Creedmoor could address emerging needs.

Responding to concerns about the increased cost of housing across New York, Governor Kathy Hochul announced Executive Order 30 on July 18, 2023. The executive order requires state entities such as ESD and OMH to consider housing in any policy or programmatic decision and to collaborate on identifying potential state-owned sites for housing development purposes. The Plan provides a model for how communities and state agencies can work together to find creative new uses for underutilized state-owned land.

The Plan’s development involved extensive community engagement, primarily through three rounds of in-person and virtual workshops as further detailed in the *Engagement* section. Initial Visioning Workshops identified priorities like a need for community gathering spaces, diverse housing options, neighborhood retail, and improved transit. They also identified the qualities residents wanted to see maintained and strengthened in their neighborhoods as redevelopment moves forward. Subsequent Open House

Workshops focused on topics like public amenities, building densities, and transportation access. Design Workshops presented preliminary concepts incorporating feedback from earlier sessions. ESD and MUDW identified several priorities that residents wanted the Creedmoor redevelopment to achieve. These priorities informed the Plan's nine *Guiding Principles*:

1. Engage with residents and stakeholders early, often, and throughout the planning process.
2. Provide a range of housing options for the area's diverse population, including new affordable homeownership opportunities.
3. Distribute density to respond to the surrounding built context, particularly at the site's edge.
4. Develop a system of interconnected open spaces to accommodate a range of passive/recreational uses.
5. Make transit use a more convenient and efficient choice.
6. Provide commercial, cultural, recreational, and educational spaces that meet neighborhood needs and complement existing institutions.
7. Address the environmental conditions and reuse potential of historic campus buildings.
8. Harness opportunities to create clean energy and minimize impacts to local utility infrastructure.
9. Create pathways for historically excluded groups to access jobs and contracting opportunities.

To implement these principles, the Creedmoor Community Master Plan introduces over 2,000 units of new housing, with more than 55% designated as homeownership. This would represent the area's single largest new investment in housing since Glen Oaks Village in the 1950s and its largest single expansion in homeownership opportunities since the construction of North Shore Towers in the 1970s. The Plan also introduces a mix of affordable rental options for seniors, families, and OMH clients. It also continues a nearly 80-year history of veteran housing in eastern Queens by offering individuals who have served in the armed forces preferential access to a portion of the project's units. In addition, the Plan also designates approximately 14 acres for open space and sets aside locations for amenities such as a recreation center, daycare facility, school, and neighborhood retail.

Following the Plan's release, ESD will form the Creedmoor Community Advisory Committee to provide ongoing guidance on implementation. The next step would be an environmental review process (similar reviews take about eighteen months but may take as long as twenty-four months). Concurrently with this review, ESD will prepare a General Project Plan setting forth the essential terms of the proposed redevelopment. This predevelopment phase would also include the release of requests for proposals (RFPs) to find development partners who will implement the Plan in phases over the following decade.

This document will serve as a foundation for continued engagement with neighbors and other local stakeholders, as we work together to transport Creedmoor in a way that will serve new and existing eastern Queens residents for the coming decades.



02



Site Overview

Historic Evolution

Pre-Colonial Era

During the pre-colonial era, today's Creedmoor campus was part of lands occupied by the Matinecock, Munsee, Merrick, and Rockaway tribes of the Lenape people.



1869

Bernardus Hendrickson Creed purchased what became the Creedmoor campus from the Kissams, a prominent and wealthy Long Island Family who had owned the land since 1802. The Kissams and the Creeds maintained the site in its agricultural state.

1872

On July 5, 1872, Poppenhusen sold 70 acres, including part of today's Creedmoor Psychiatric Center, to the newly formed National Rifle Association (NRA) which intended to build a rifle shooting range. The NRA board of directors named the site Creedmoor after Bernardus Hendrickson Creed, the former owner of the site. The shooting range at Creedmoor would become a popular destination as it hosted many shooting competitions.

Colonial Era

During the colonial era, today's Creedmoor campus was considered part of Flushing, and was occupied by farms.



1871

Conrad Poppenhusen purchased the property from Bernardus Hendrickson Creed. Poppenhusen was a German immigrant who was an industrialist and a philanthropist, founding both the India Rubber Comb Company and the first free kindergarten in the United States in the College Point neighborhood of Queens.



1873

On January 8, 1872, Poppenhusen opened Creedmoor Station as part of his Flushing and North Side Railroad, just south of today's Creedmoor campus. Poppenhusen's 1872 sale turned out to be a shrewd business move, as the success of the shooting range would go on to contribute to the success of the railroad.





1890

Due to lack of political support in New York, the NRA sold its property at Creedmoor to the State for a dollar, relocating its primary rifle range to Sea Girt, NJ. The New York National Guard continued to use the rifle range facilities at Creedmoor until their closure.

1929

Throughout the 1920s, Creedmoor expanded rapidly with 1,163 patients by 1929. The hospital infrastructure on the site continued to grow as well, with buildings 73 and 74 completed in 1926, and buildings 15, 70, and 71 completed in 1929.



1957

The iconic Creedmoor inpatient tower (today called 'Building 40') north of Union Turnpike is completed.

1959

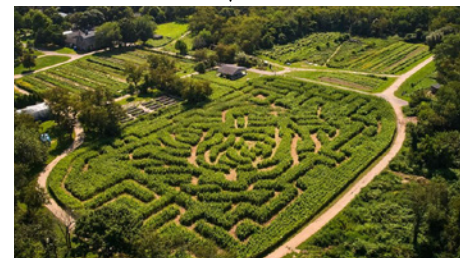
Creedmoor reached its peak patient population of over 7,000. With the growing use of psychiatric medications in the 1960s, the patient population would steadily decline over the next few decades.

1907

New York State ordered the closure of the rifle range after several gun safety incidents and as the neighborhoods surrounding the site grew.

1935

In 1935, Creedmoor State Hospital was spun off from Brooklyn State Hospital amid continued growth. In 1933, the patient population rose to 3,319 and Buildings 1 and 2 were opened. The independent Creedmoor facility issued their first annual report in 1935. This report lists a patient population of 4,389 men and women, and an employed population of 1,000 at Creedmoor.



1912

The Creedmoor psychiatric "farm colony" facility opened as a satellite facility of Brooklyn State Hospital, with a group of 32 patients, "employed at daily farm work." The agricultural therapy program helped to maintain the agricultural heritage of the site, as patients used and preserved farm buildings which are maintained at the Queens County Farm Museum to this day.



1975-2001

The need for a sprawling Creedmoor campus declined along with the patient population, and several tracts of land making up the original Creedmoor State Hospital campus were conveyed by New York State to neighborhood institutions including: Queens County Farm Museum, Hollis-Bellaire-Queens-Village-Bellerose Little League Fields, the Lifeline Center, Father Reder Senior Apartments, Country Pointe HOA, and the Glen Oaks Educational Campus.

Neighborhood Context

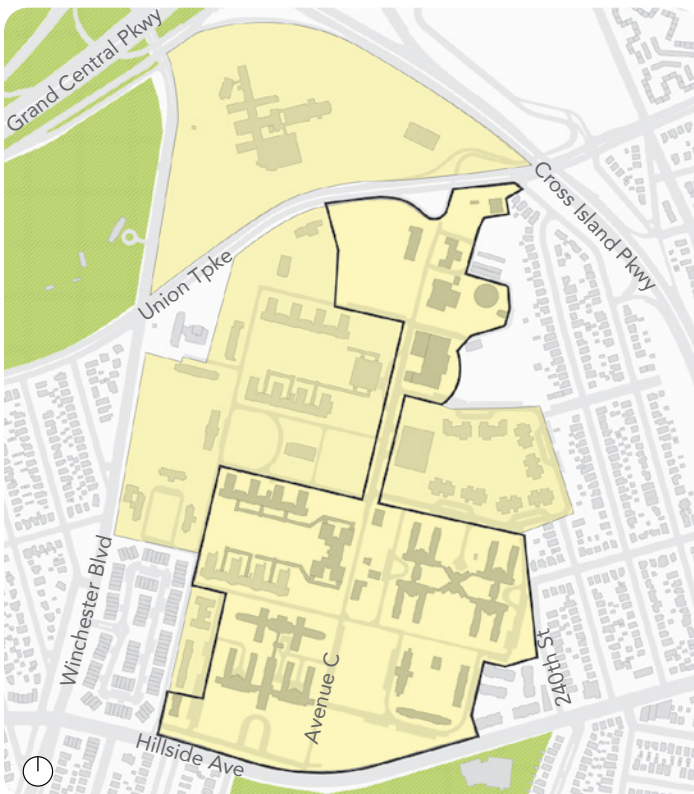
Creedmoor Psychiatric Center

Located in eastern Queens, the Creedmoor Psychiatric Center is the largest state-owned psychiatric care facility in New York City. The New York State Office of Mental Health (OMH) provides inpatient and outpatient services to individuals with serious mental illness on a sprawling campus of approximately 125 acres. Two other state agencies, the Office for People with Developmental Disabilities (OPWDD) and the Office of Addiction Supports and Services (OASAS) also operate on the campus. Additionally, the New York City Department of Sanitation (DSNY) and New York City Emergency Management are also operating on a small portion of the campus on a temporary basis. OMH, OPWDD, and OASAS plan to continue providing services to

their clients on about 67 acres of the Creedmoor campus, leaving approximately 58 acres available for redevelopment.

The scale of this approximately 58-acre Creedmoor redevelopment site is comparable to nearby Queens institutions such as Roy Wilkins Park, which spans about 54 acres, and roughly halfway between the size of Queens College (approximately 80 acres), and Queensborough Community College (approximately 37 acres).

The Creedmoor redevelopment site is largely bordered by Hillside Avenue to the south, Winchester Boulevard to the west, Union Turnpike to the north, and a mix of public and private properties, along with 240th Street, to the east. OMH is the redevelopment site's largest neighbor, and numerous active OMH buildings are close to areas slated for redevelopment. Public access to the Creedmoor campus is limited. It is currently facilitated through five gated entry points, with one along Winchester Avenue, two along Hillside Avenue at Avenue A and Avenue C, and two entry points on the eastern side, where OPWDD provides programming. The Avenue A entrance is typically kept closed, and the OPWDD entrances appear to be used primarily for emergency vehicle access.



Site Ownership Map

- Creedmoor Campus
- Creedmoor Redevelopment Site

Creedmoor Psychiatric Center
pictured to the right



Neighborhood Context

The Creedmoor campus is surrounded by several neighborhoods, including Oakland Gardens, Hollis Hills, Queens Village, Bellerose Manor, Bellerose, Floral Park, and Glen Oaks. These neighborhoods predominantly feature single-family homes, multifamily cooperative developments, and several larger multifamily buildings. The multifamily developments primarily consist of 2-3 story apartment villages, most of which were built in the post-war era. Notably, there has been no new construction of multifamily units since 2007.

One senior residence, the Father Reder Senior Apartments, constructed in 1995, is located directly adjacent to the Creedmoor campus at the intersection of Hillside Avenue and 240th Street, providing housing for 80 low-income seniors. Additionally, Country Pointe, a development featuring 99 one and two-family attached and semi-attached townhomes constructed in 2002, is located on the southwestern edge of the site along Winchester Boulevard and Hillside Avenue. The area also hosts other notable housing developments, including Glen Oaks Village, Bell Park Manor Terrace, Alley Pond Owners Corp, Cambridge Hall Tenants Corp, and Braddock Gardens.

Nearby Community Resources

The areas surrounding the Creedmoor campus have a range of institutions that serve local residents and attract visitors from the region. Alley Pond Park, situated across Union Turnpike on the northern edge of Creedmoor, is one of the most prominent and frequently visited. Spanning 635 acres, Alley Pond Park is the second largest city-run park in Queens. It offers a diverse array of attractions including a bird sanctuary, tennis courts, and a nature trail that connects to the Vanderbilt Motor Parkway, a 2.5-mile bicycle path.

The Queens County Farm Museum is another local attraction that draws tourists from New York City and beyond. It is located on 47 acres, which is the largest parcel of uninterrupted agricultural land in the city. The Museum includes historic farming buildings, a greenhouse complex, livestock, planting fields, an orchard, and an herb garden.

The Cross Island YMCA, located across the street from Creedmoor on Hillside Ave, provides gym facilities, early childhood education, summer camp, and other family services to the eastern Queens community.



Neighborhoods and Green Space surrounding Creedmoor

Transit Access

The Creedmoor redevelopment site benefits from two nearby local bus lines, the Q43 and Q46, both within a 15-minute walk. The X68, QM6, and QM36 express bus lines also serve the site. In addition, two NICE bus routes, the n22 and the n26, follow routes along Hillside Avenue.

The Long Island Rail Road (LIRR) is reachable within a 10-minute drive or a 15-minute bike ride from the site, providing rapid transit access to Midtown Manhattan, Downtown Brooklyn, and points east of Queens County. The LIRR stops nearest to the site include Queens Village, Elmont, Bellerose, and Floral Park.

Subway access to Creedmoor is more limited. The nearest NYC Transit subway station, the F train located at 179th Street, is over three miles away. With a combination of buses and subways, commute times to midtown Manhattan can exceed 90 minutes for residents of the neighborhoods surrounding the Creedmoor campus.

Dedicated bike lanes in the immediate vicinity can be found along Winchester and Commonwealth Boulevards. The nearby Vanderbilt Motor Parkway mentioned above provides connectivity to the city's bicycle lane network in central Queens, although accessing the path can be difficult for residents of Glen Oaks and Floral Park, the neighborhoods immediately east of Creedmoor.

Other Developmental Considerations

All roadways within the Creedmoor campus are privately owned and managed by New York State. The layout of the campus follows a standardized grid, comprising north-south avenues and east-west streets. Avenue C serves as the central thoroughfare, with connections to Hillside Avenue. Because the Creedmoor site is not on the NYC street grid, there is limited access to utility services from surrounding roads.

Based on drainage deficiencies and the age of the potable water, stormwater, and sanitary sewer systems that serve the Creedmoor campus, it is likely that this infrastructure will require substantial upgrades to support new development. Additionally, the Creedmoor campus' primary, water, sewer, and stormwater lines run underneath Avenue C, which would need to be widened and maintained as part of the redevelopment process.



Transit Network

- Bus Routes
- Bike Lanes

Existing Historic Building and Community Resources

Most of the structures on campus were constructed between 1920 and 1940. Within the Creedmoor redevelopment site, 19 out of 25 buildings are currently vacant. A significant portion of the Creedmoor campus, including the redevelopment site, qualifies as a historic district eligible for inclusion on the New York State and National Registers of Historic Places.

Two key community institutions call the Creedmoor campus home today: Services Now for Adult Persons (SNAP) and the Living Museum. The Museum, established in 1983, is located in a former Creedmoor kitchen hall and features a collection of contemporary art created by artists who receive care at Creedmoor. SNAP provides a wide range of programs, including meals on wheels, classes, discussion groups, and various events specifically designed for seniors in the area.

Building Age

- 1920 - 1929
- 1930 - 1939
- 1940 - 1949
- 1950 and later





Community Resources

1. P.S. Q023 Queens Children Center
2. PS/I.S. 266Q
3. Queens High School of Teaching
4. PS/I.S. 208
5. Lifeline Center for Child Development
6. The Living Museum
7. SNAP Innovative Senior Center
8. Father Reder Senior Apartments
9. Cross Island YMCA
10. P.S. 18Q
11. Parsons Pre-School
12. Martin Van Buren High School

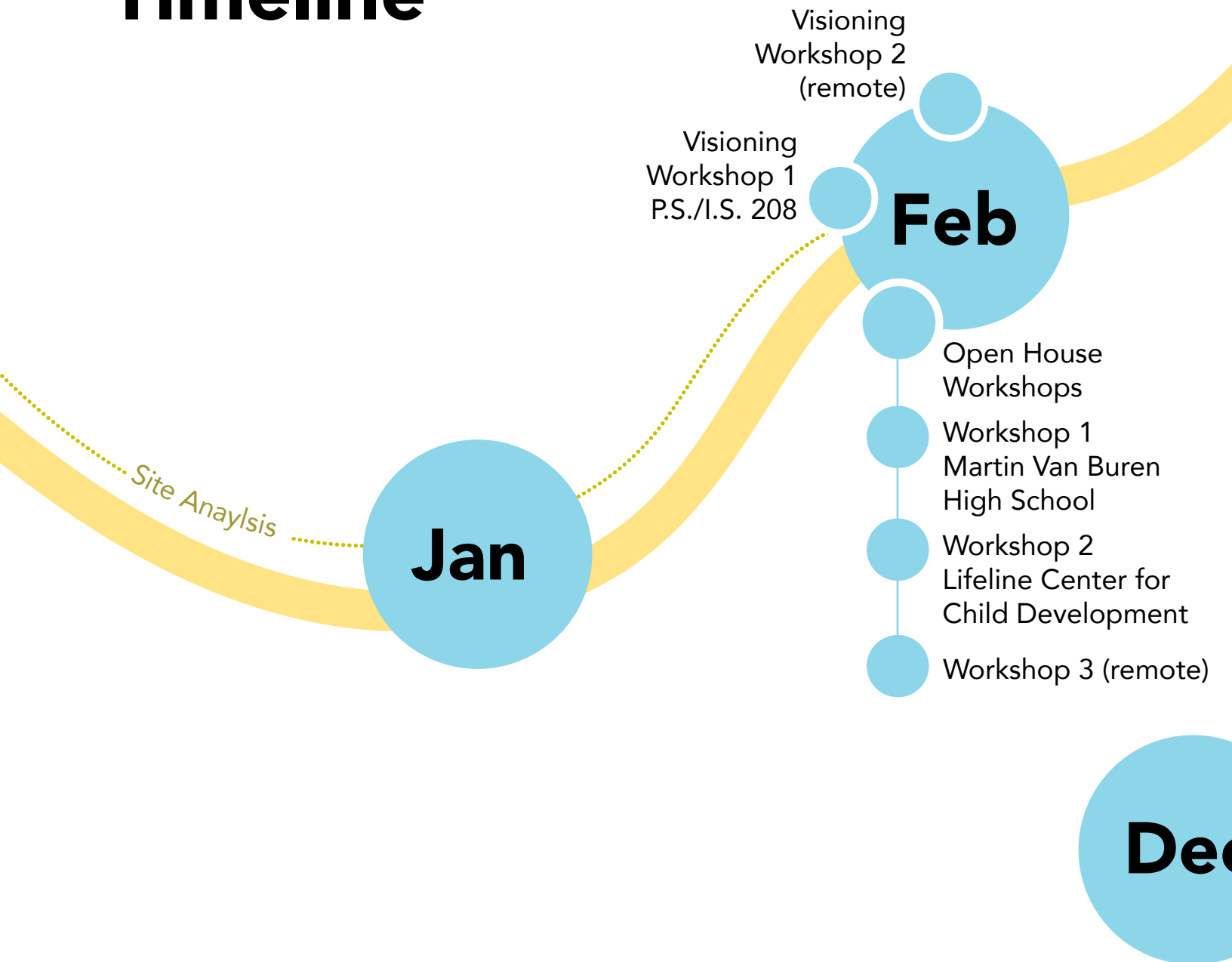
A large group of people, mostly men, are seated at long tables in a workshop or meeting room. They are looking towards a large screen at the front of the room. The room has a high ceiling and large windows. The number '03' is prominently displayed in the center of the image.

03

Engagement



Engagement Timeline



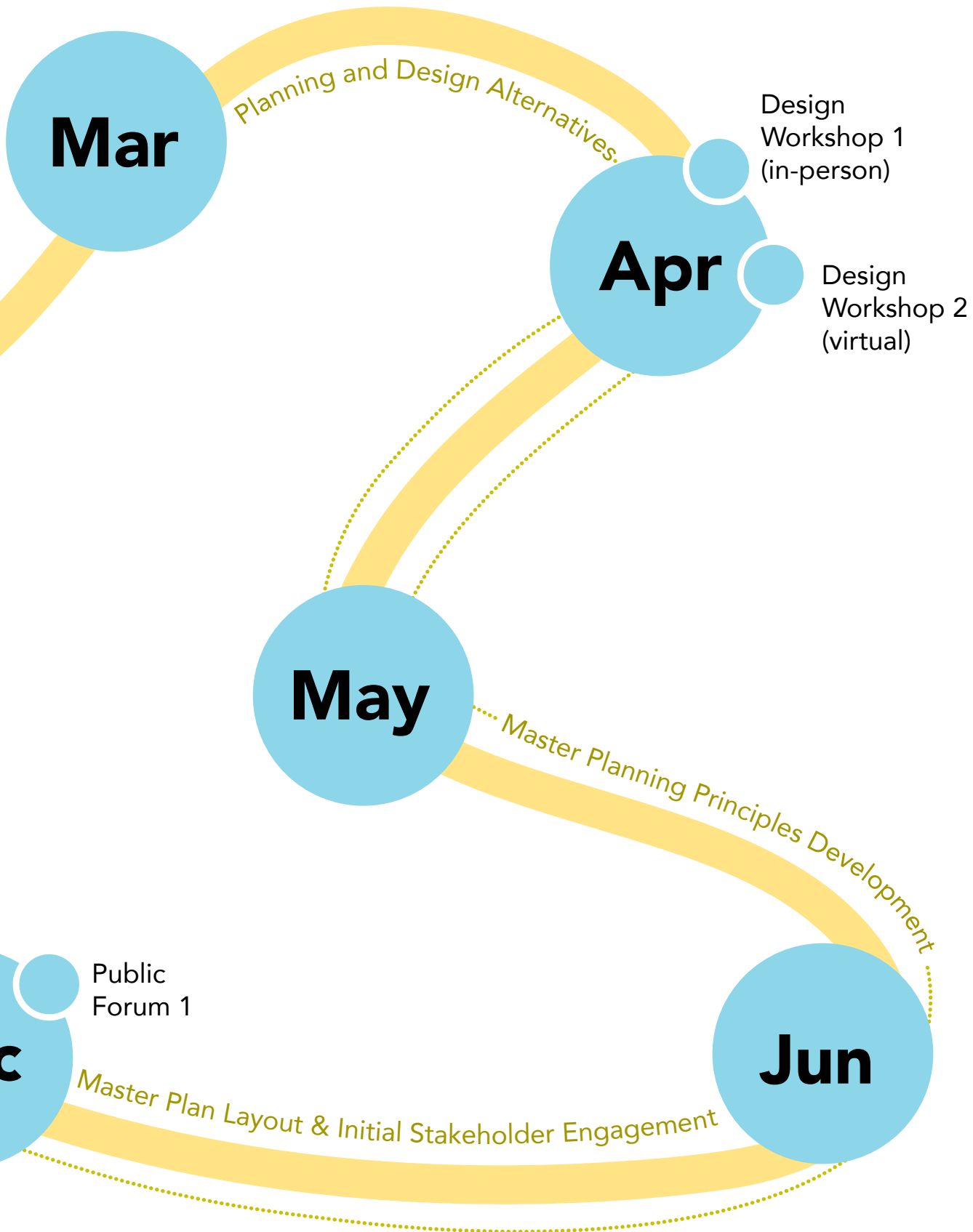




Image Credit: Metropolitan Urban Design Workshop

132
Participants

Visioning Workshops

| workshop sessions |

(1) VISIONING WORKSHOP
February 02, 2023
P.S./I.S 208

(2) VISIONING WORKSHOP
February 07, 2023
Virtual

Visioning Workshops

The first set of community workshops set out to highlight existing strengths in the neighborhoods surrounding Creedmoor. During an in-person and a virtual session, workshop attendees shared which neighborhoods they called home, which community characteristics they wanted to see maintained, and how potential development at Creedmoor could complement or detract from what they loved most about where they lived.

Attendees representing at least a half-dozen different neighborhoods near Creedmoor agreed that the family-friendly atmosphere, proximity to local parks, cultural diversity, quiet nature, and safety of their neighborhoods were important features of their communities. When asked what they needed more of in their neighborhoods and what they wished Creedmoor could look like in 10 years, the most common thread was a desire for places to gather, specifically places for recreation, the arts, and celebration of local cultures. In addition, housing options for low- and middle-income households, seniors, veterans, and young families were an identified need, although some residents expressed a wariness about overdevelopment. Other priorities included maintaining the safety and community fabric, strengthening social services, and enhancing pedestrian and bike networks.

Priorities and key takeaways for the development of the Creedmoor site



"We need to make Creedmoor the new place to want to be. A place to hang out with friends and family. A place where neighbors can meet and chat and get a cup of coffee. A place to hear some music, dance or watch a show. That would be my wish."

240
Participants

Open House Workshops

| workshop sessions |

(1) OPEN HOUSE WORKSHOP

February 16, 2023, Martin Van Buren High School

(2) OPEN HOUSE WORKSHOP

February 18, 2023, Lifeline Center for Child Development

(3) OPEN HOUSE WORKSHOP

February 23, 2023, Virtual



Image Credit: Metropolitan Urban Design Workshop



"Creedmoor could be a cohesive residential, recreational, and community space. Affordable housing for seniors and families, wellness and recreational facilities, and arts/cultural organizations would make this an attractive neighborhood."

Open House Workshops

The second set of workshops focused on three areas that emerged as important topics during the initial Visioning Workshop Sessions: Public Realm & Amenities, Building Use & Density, and Mobility & Access. Many residents who attended workshops in the first round also participated in this second round, and they were joined by other stakeholders including members of local labor organizations (a portion of whom lived in the Creedmoor's nearby neighborhoods). All participants had the chance to vote on sample images falling under each of these topics to illustrate what they would like (or would not like) to see on the site.

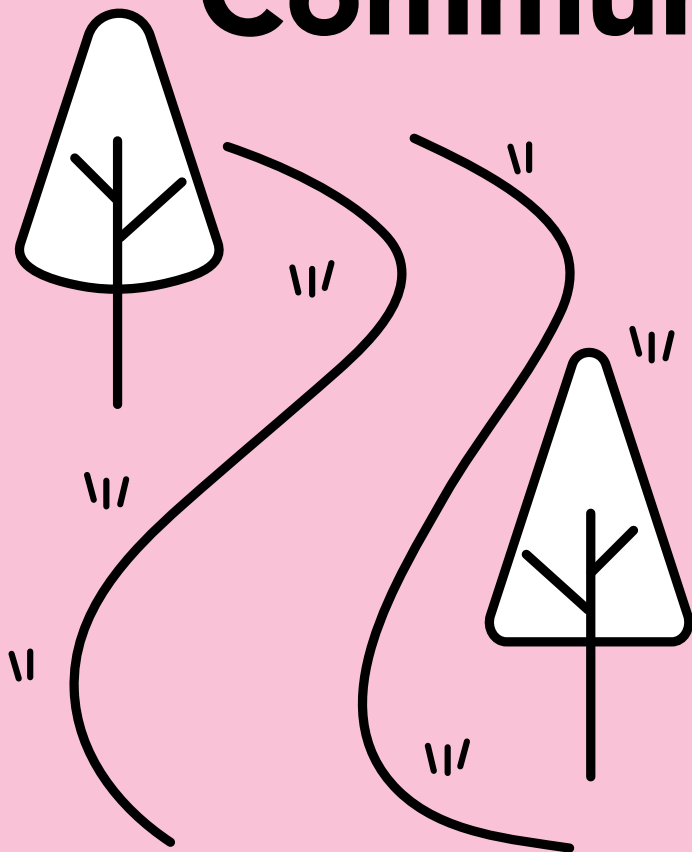
For Public Realm & Amenities, participants highlighted the existing parks in the surrounding areas and how they'd like new development to complement these open spaces. Individuals interested in Building Use & Density discussed ways in which to create new housing that responds to the surrounding neighborhood context. For Mobility & Access, workshop attendees had in depth conversations on their needs as a New York City community with a relatively high reliance on cars and future opportunities for safe pedestrian and bike friendly modes of transportation and access to the Creedmoor site.

Community

Future development should ensure that treasured community institutions are protected and supported by new indoor, multigenerational recreational facilities.



Findings: **Public Realm and Community Resources**

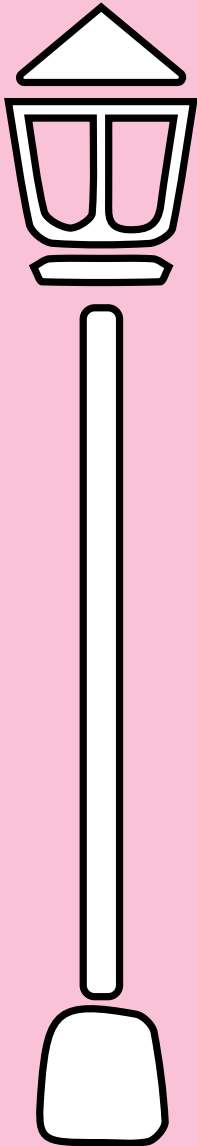
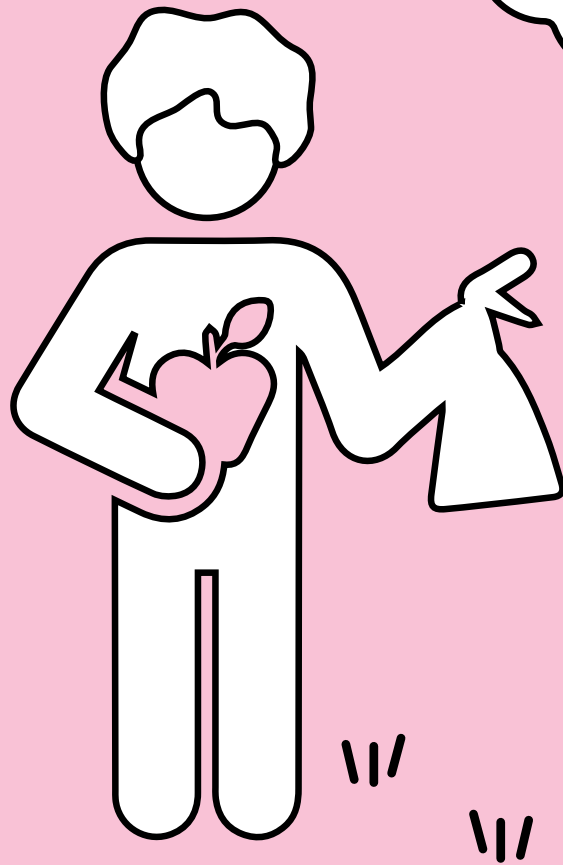


Green Network

Establish links to Alley Pond Park, Vanderbilt Motor Parkway, and Padavan-Preller Fields to strengthen the network of open spaces.

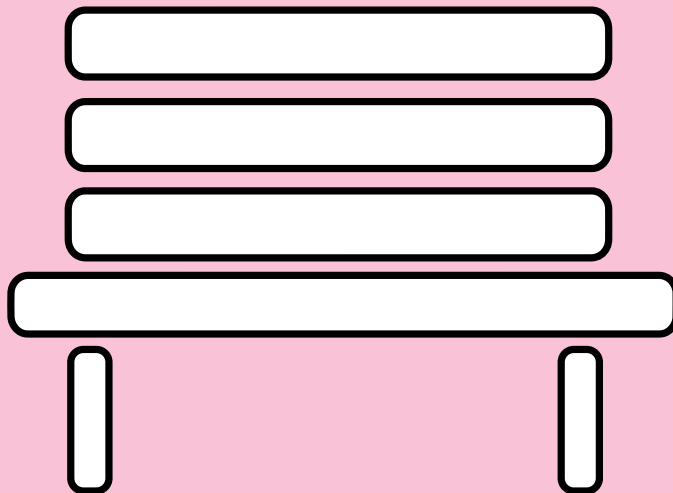
Youth Activities

Expand child-friendly community-oriented programming including community gardens, musical events, farmers markets, and art fairs.



Plaza Space

Create ADA-accessible plaza spaces with seating, lighting, and landscaping.



Findings:

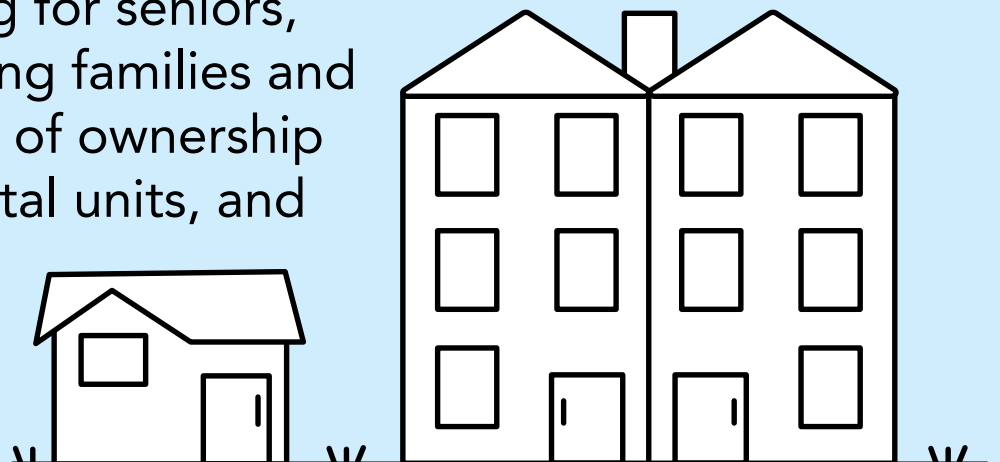
Building Use and Density

Development Character & Scale

Many residents expressed a strong preference not to see high-rise building types similar to the 1970s-era North Shore Towers development.

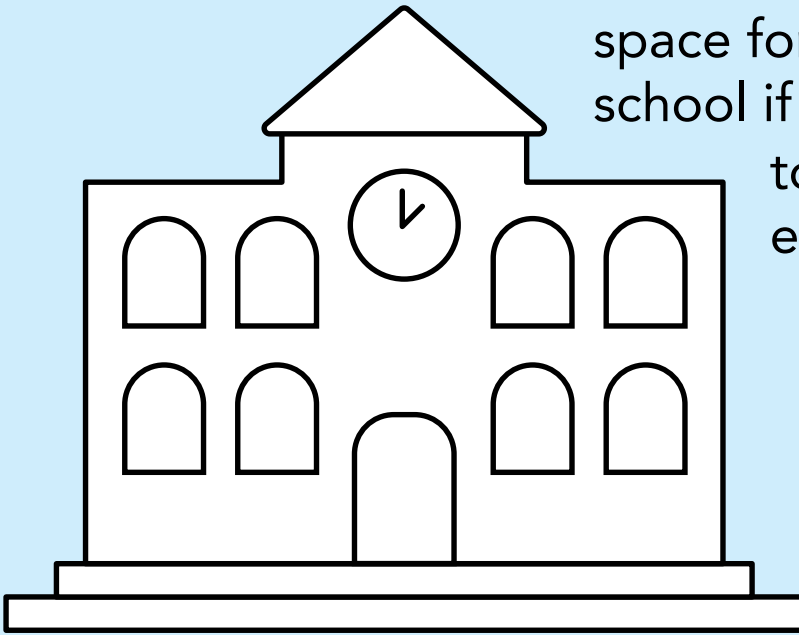
Housing Choices

Housing should serve the community needs, including affordable housing for seniors, veterans, and young families and should have a mix of ownership opportunities, rental units, and income levels.



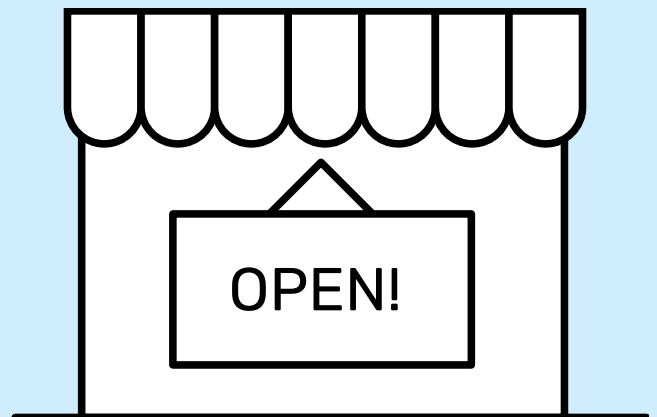
Childcare and Education

The site plan should set aside space for a childcare center and a school if the development leads to overcrowding at existing facilities.



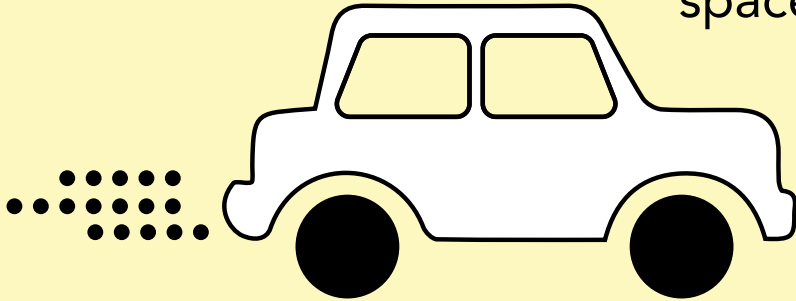
Local Retail

New retail space should be sized to serve small local businesses instead of big box retail.



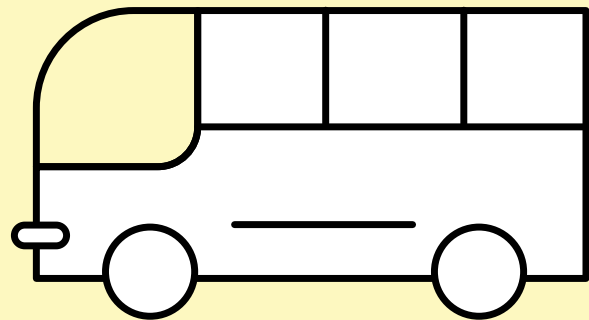
Parking

Participants did not want the Creedmoor development to affect the availability of parking spaces in the surrounding blocks.



Public Transit

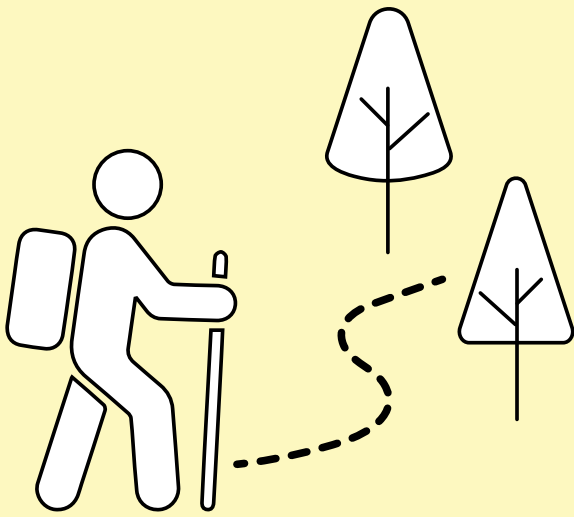
Residents suggested last mile travel options within the Creedmoor site including shuttle buses and additional bike lanes.



Findings: **Mobility and Transportation**

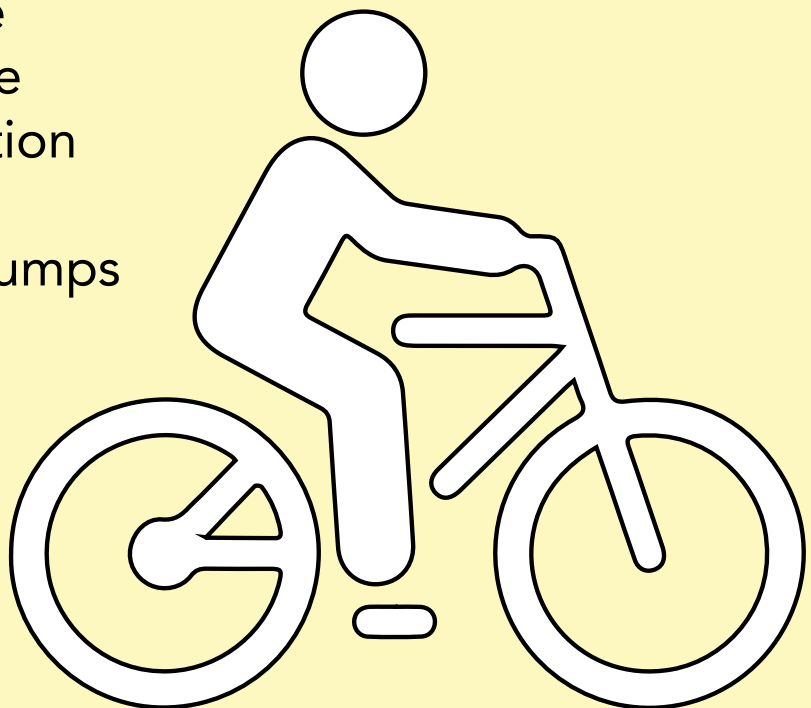
Walk & Bike Paths

Pedestrian and bike connections to and from the Creedmoor site are desired. Participants would like to see a network between the site, Alley Pond Park, and the Vanderbilt Motor Parkway.



Safety For All

Participants would like to see pedestrian and bike only entrances along the Creedmoor site in addition to traditional roadway entrances with speed bumps and traffic lights.





250
Participants

Design Workshops

| workshop sessions |

(1) DESIGN WORKSHOP
April 27, 2023
Cross Island YMCA

(2) DESIGN WORKSHOP
May 03, 2023
Virtual

Design Workshops

Building on the feedback received during the Visioning Workshops and Open Houses, the Design Workshops introduced three master plan “building blocks” including public realm, transportation and mobility, and building use and density. Informed by feedback from previous sessions, The Metropolitan Urban Design Workshop provided images showing examples of each of these building blocks that were aligned with preferences expressed during the earlier Open House Workshops. For example, mobility and transportation included examples/possibilities for pedestrian-only streets, alleyways, complete streets, and different parking configurations.

These building blocks were used to develop five distinct site configurations in different sections of the Creedmoor master plan site. These configurations demonstrate how the building blocks could adapt and respond to the different site conditions and community needs. These configurations include:

- Garden Apartments
- Shared Streets
- Town Center
- Central Community Space
- Terraced Housing

Participants reviewed these configurations and provided feedback for further refinement. The following pages summarize the site configurations and associated feedback which was used to develop the full master plan layout for environmental review.

Building Use & Density



Senior/Supportive Housing



First Time Home Owners/Renters

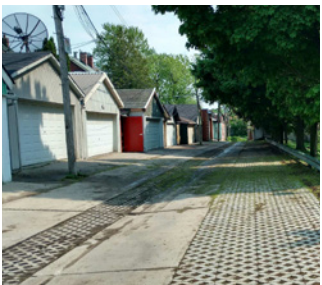


First Time Home Owners/Renters



Low Density

Mobility & Transportation



Alleyway



Pedestrian Path



Shared Street



Main Street

Public Realm & Amenities



Backyard



Small Shared Green Space



Central Quad Open Space



Town Center

Garden Apartments

Characteristics:

The *Garden Apartments* configuration is characterized by incorporating green spaces into the fabric of each housing typology. Car access is strategically situated on the outer perimeters of the blocks, leaving the interior with expansive private and public green areas connected by pedestrian pathways. Along Hillside Ave, a retail and commercial corridor allows easy access to these amenities. Furthermore, the inclusion of bike and bus connections ensures seamless access to broader recreational networks.



Priorities and Key Takeaways:

Building Use & Density

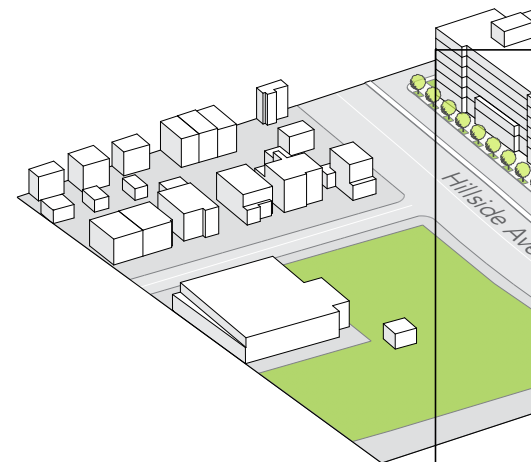
- Housing options for first time home buyers
- Medium densities up to eight floors could be supported as they would allow greater affordability

Mobility & Transportation

- Support car owners with dedicated parking and provide visitor parking in commercial areas
- Better pedestrian infrastructure and scooter options
- Safe ways to cross the street in and around the site

Public Realm & Amenities

- Maximize planted spaces
- Consider an outdoor space for organized sports for the youth in the community





Shared Streets

Characteristics:

The *Shared Streets* configuration prioritizes walkable and bikeable connections through shared streets and pedestrian pathways, promoting a sense of community connectivity. The housing options are conscious of the height and density of adjacent lowrise residential neighborhoods. There is a major vehicular spine to manage traffic flow and encourage micro-mobility in other parts of the site. Additionally, smaller open spaces provide residents with diverse and accessible recreational opportunities in close proximity to their homes.

Priorities and Key Takeaways:

Building Use & Density

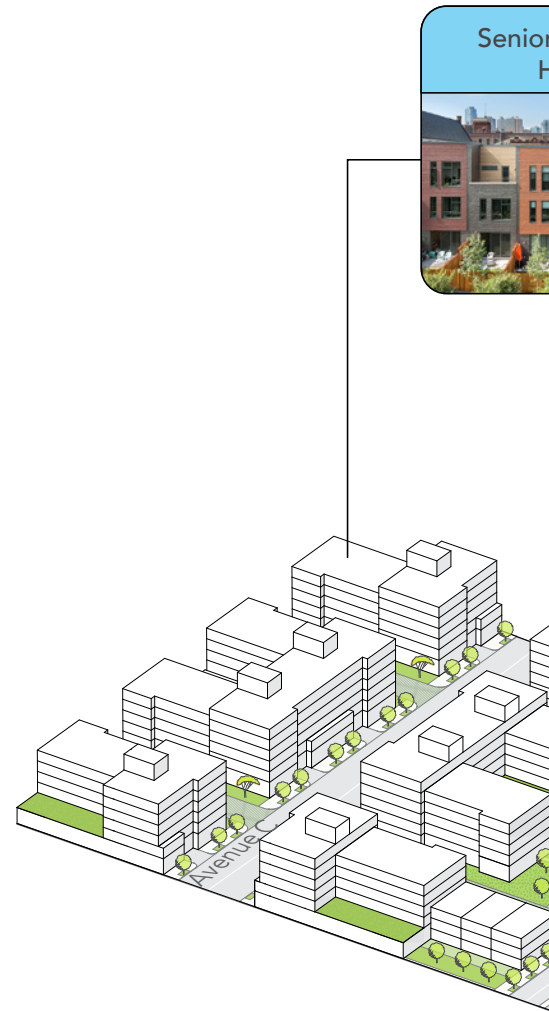
- Transition to lower building heights in portions of the site closest to residential side streets

Mobility & Transportation

- More options for cyclists
- Supports the separation of vehicles and pedestrians

Public Realm & Amenities

- Preserve biodiversity that exists on the site
- Prioritizing the creation for ground floor retail on Avenue C



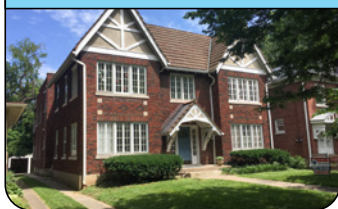
Supportive Housing



Central Quad Open Space



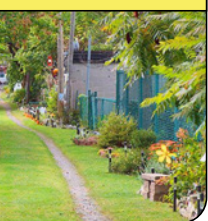
First Time Home Owners & Renters



Shared Street



Pedestrian Path



Low Density



Town Center

Characteristics:

The *Town Center* configuration features a centralized community hub accessible by both walking and biking through paired retail and residential amenities. The inclusion of a communal larger plaza, green space and smaller, private residential spaces provides a range of experiences for residents and visitors. Furthermore, the configuration emphasizes sustainability through the reuse of existing buildings, preserving the unique character of the site.

Priorities and Key Takeaways:

Building Use & Density

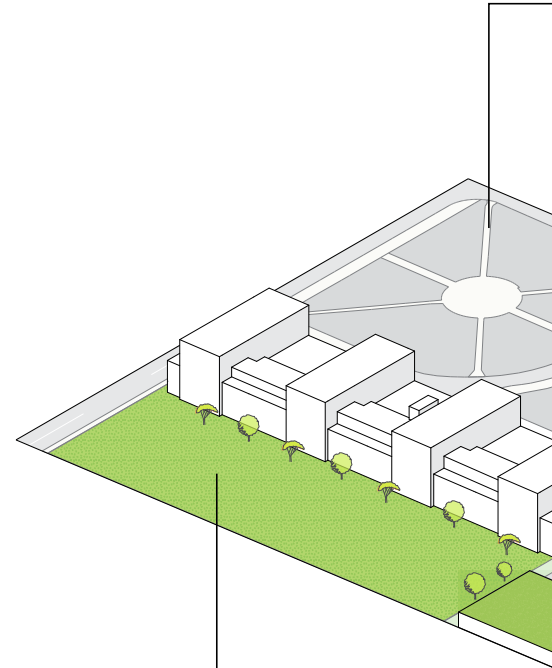
- Desire for housing opportunities for people of all ages
- Rehabilitate buildings on site

Mobility & Transportation

- Support car owners with dedicated parking and provide visitor parking in commercial areas
- Consider potential traffic on main streets

Public Realm & Amenities

- Prioritize plazas to support passive recreation like music performances, holiday markets, etc.
- Ensure easy access to commercial areas for both residents and visitors
- Provide indoor recreation opportunities



Central Quad Open Space



Ser

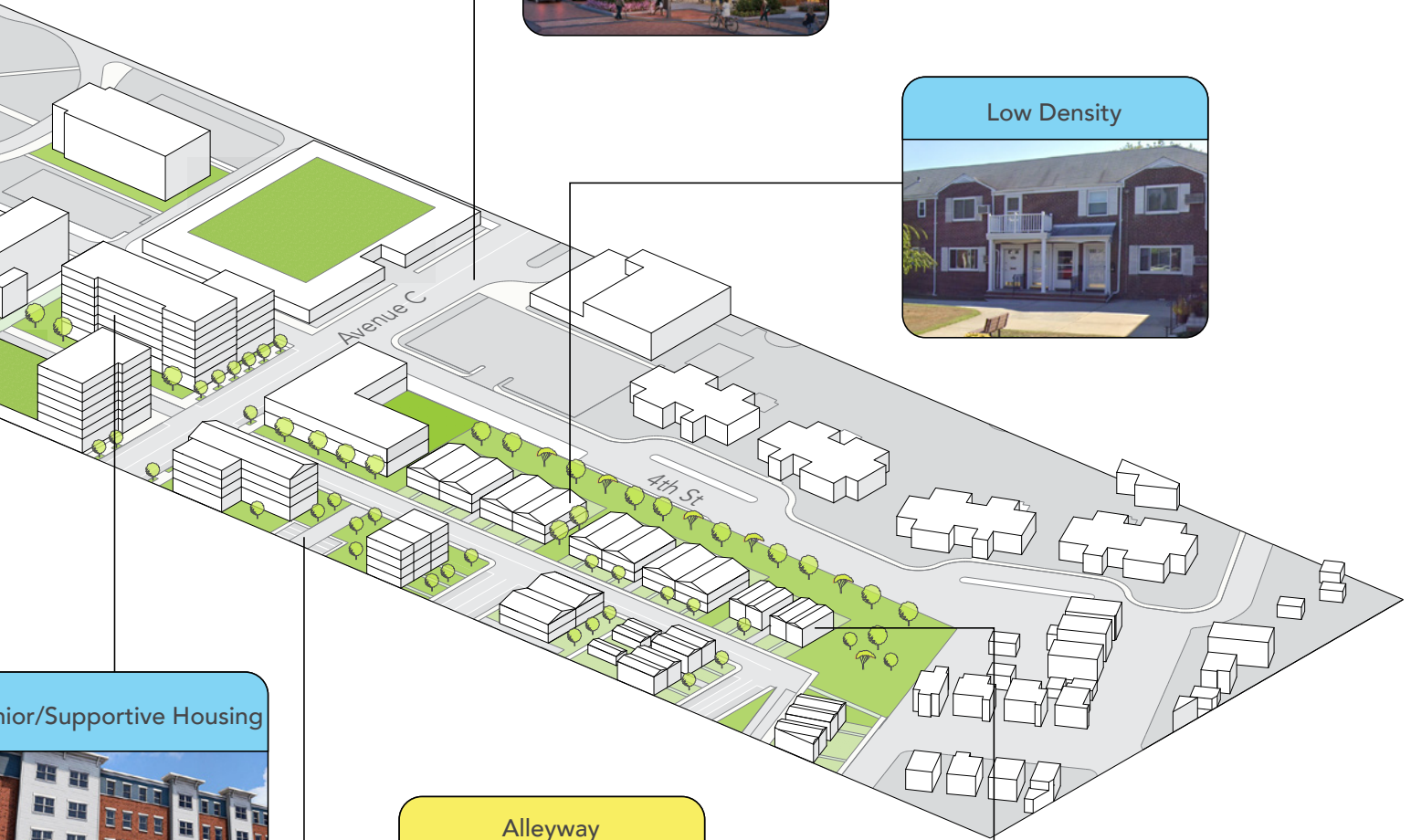
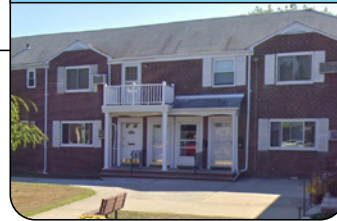
Town Center



Main Street



Low Density



Senior/Supportive Housing



Alleyway



First Time Home Owners
& Renters



Central Community Space

Characteristics:

The *Central Community Space* configuration encourages various community activities as it features both large green spaces and an indoor recreation center. The site has a variety of housing options while being conscious of adjacent lowrise residential neighborhoods.

Priorities and Key Takeaways:

Building Use & Density

- Consider senior and assisted living units
- Support mixed-use development

Mobility & Transportation

- Site access along on main roads
- More public transit services to connect to surrounding neighborhoods

Public Realm & Amenities

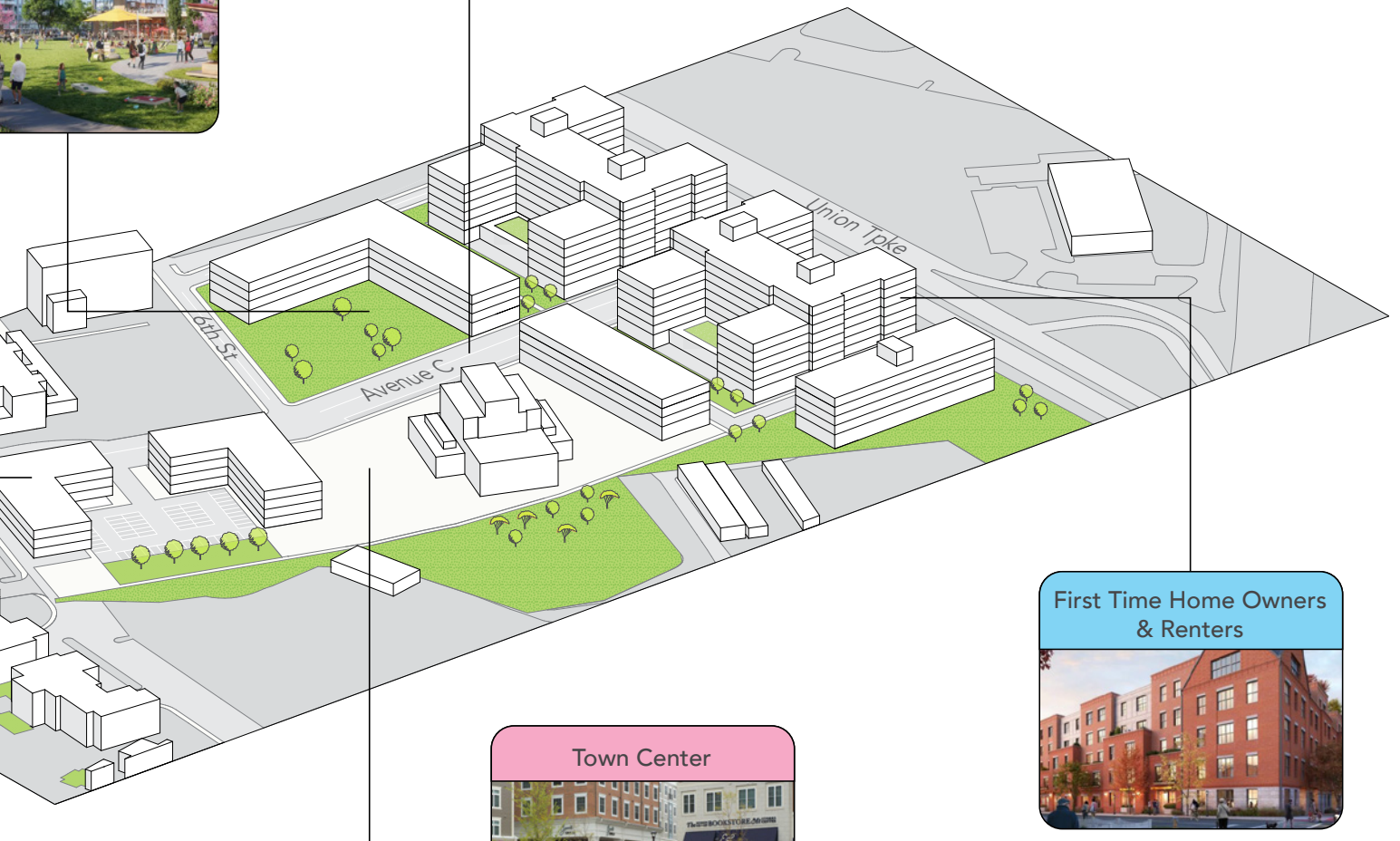
- Greater variety of community spaces
- Place retail along main roads



Main Street



Quad Open Space



First Time Home Owners
& Renters



Town Center



Terraced Housing

Characteristics:

The *Terraced Housing* configuration prioritizes diverse housing options through a mix of multifamily, row, and mixed residential typologies. It provides multiple large and small green spaces to support various community activities. Residential parking is strategically accessed via alleyways, minimizing traffic flow along main streets and encourages a more pedestrian-friendly environment.

Priorities and Key Takeaways:

Building Use & Density

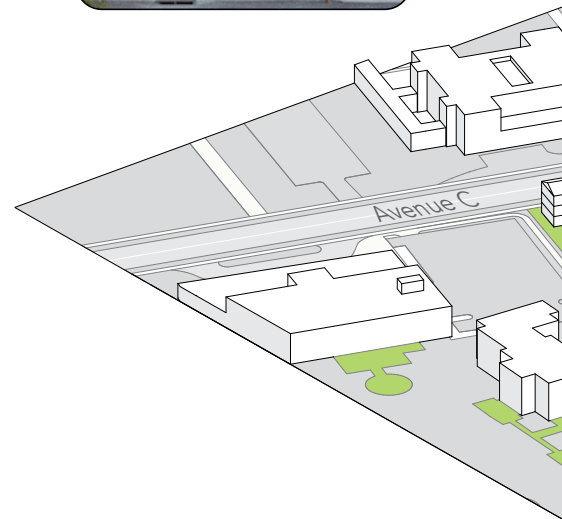
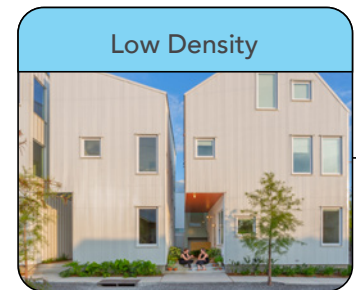
- Greater mix of apartments, townhouses, and duplexes
- Prioritize a school on site due to overcrowding

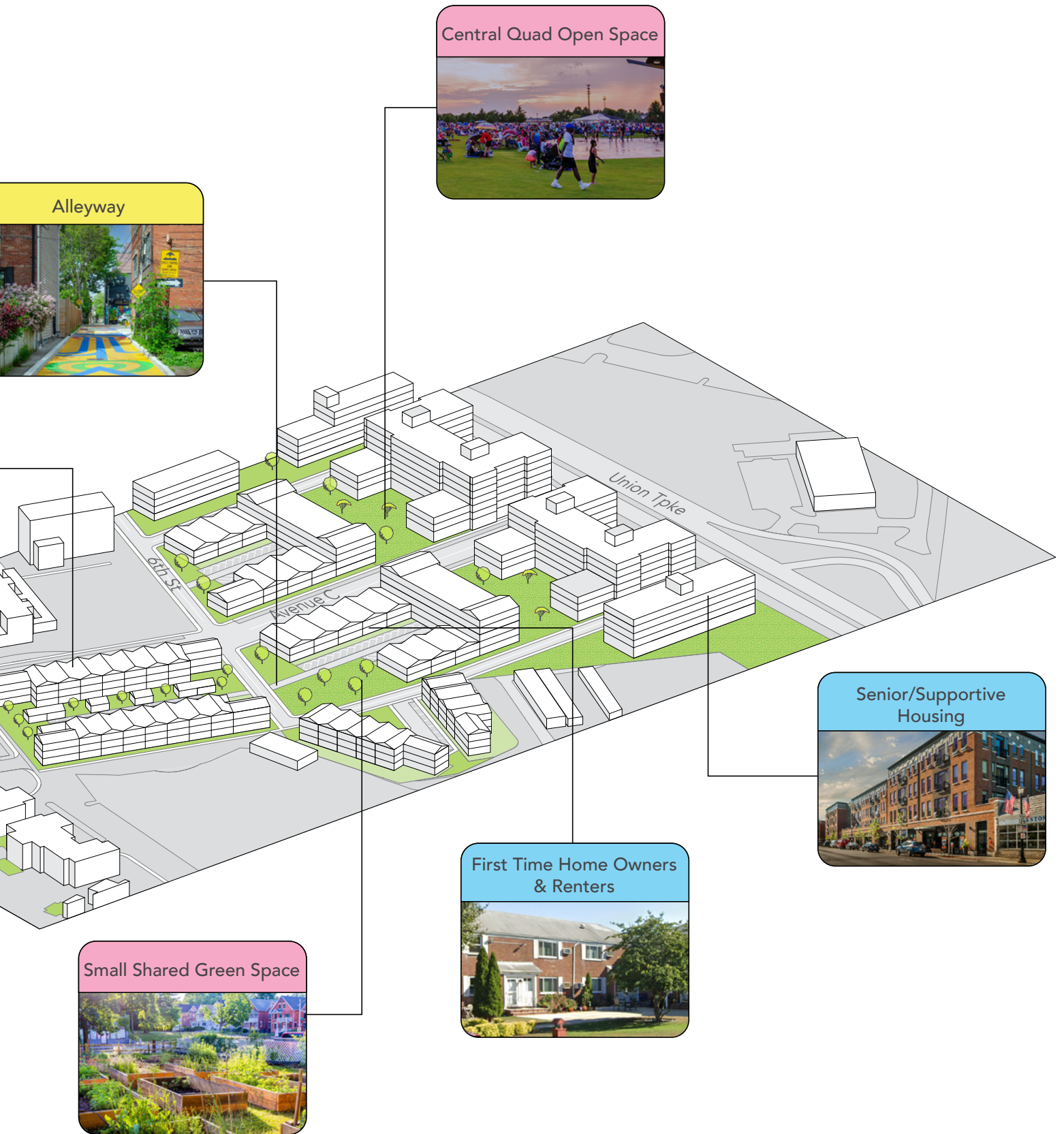
Mobility & Transportation

- Bus stops should be in close proximity to the site
- Connect green spaces to Vanderbilt Motor Parkway

Public Realm & Amenities

- Variety of sizes of open space to support all recreational activities





Central Quad Open Space



Alleyway



Senior/Supportive Housing



First Time Home Owners
& Renters



Small Shared Green Space



A photograph of a group of people in a workshop setting, overlaid with a large, bold, black number '04'. The background is a blurred image of people standing around a long white table, possibly in a meeting or collaborative workspace. The image has a warm, orange-tinted overlay.

04

A group of people are gathered in a meeting room, standing around several long white tables. The room has a high ceiling with exposed wooden beams. The image is overlaid with a semi-transparent orange filter. The text "Master Plan Guiding Principles" is centered over the image in a large, bold, black font.

Master Plan Guiding Principles

The Creedmoor Community Master Plan is a community-driven effort that prioritized engagement with local stakeholders throughout its development. This comprehensive process involved seven public workshops, meetings, and extensive stakeholder conversations that have produced nine Guiding Principles for Creedmoor's redevelopment. Both the Plan and the Principles that form its foundation prioritize inclusivity, sustainability, and adaptability to meet the diverse needs of eastern Queens residents while preserving the area's unique character and history.

The Guiding Principles aim to realize the community's aspirations for introducing a range of housing options; responding to the existing urban fabric; and creating a variety of open spaces, community facilities, and neighborhood retail. These features, along with enhanced bike infrastructure, accessibility upgrades, and celebration of local arts and culture will contribute to a cohesive and vibrant new neighborhood. The Guiding Principles emphasize the importance of improving transit access. This includes proposals

to modify bus routes, introduce new entry points, and enhance bike lanes. Simultaneously, the Principles focus on environmental considerations, aiming to address hazardous materials in historic buildings safely and explore clean energy solutions to minimize the impact on local utilities. Complementing these efforts, the Principles demonstrate a commitment to economic development that includes job opportunities for residents, especially those graduating from the Creedmoor Psychiatric Center's workforce development programs. They also encourage the involvement of minority and women-owned businesses and local entrepreneurs in the site's redevelopment.

Public feedback was essential to the development of these Principles. Public resources will be essential for their implementation. The infrastructure upgrades, open space investments, and housing opportunities will require identifying funding sources to make the community's vision for transforming Creedmoor a reality.

(1)

Engage with residents and stakeholders early, often, and throughout the planning process.



The Creedmoor Community Master Plan development involved many tiers of engagement including direct feedback from residents, businesses, community leaders, government agencies, stakeholder organizations, and elected officials. Seven digital and in-person community workshops, fourteen meetings with community groups and elected officials and dozens of stakeholder conversations have shaped the Plan. As the planning and development process advances, ESD will continue to foster ongoing community engagement with frequent and coordinated opportunities for feedback.

MASTER PLAN INITIATIVES

- 1A

Creating the Creedmoor Community Advisory Committee (CCAC), made up of Creedmoor’s local elected officials, community leaders nominated by local elected officials, and appointees from ESD
- 1B

Laying out engagement opportunities coordinated with technical planning and development milestones to provide transparency and clear communication between ESD and community residents
- 1C

Working directly with residents, elected officials, community organizations, Community Board 13, and local anchor institutions to ensure the highest possible level of visibility and awareness for public meetings, comment periods and other milestones throughout the development process

(2)

**Provide a range of
housing options for the
area's diverse population.**



At each of the Visioning, Open House, and Design Workshop sessions, resident participants expressed strong opinions on which populations should be prioritized for any new housing created on the Creedmoor redevelopment site. In addition, ESD consulted directly with City and State Agencies, elected officials, and civic groups to get additional perspective on historical housing needs in eastern Queens. Over the course of six months of engagement, ESD heard a need to prioritize housing options for individuals and growing families in need of starter homes, seniors, veterans, individuals treated at Creedmoor for mental illnesses, and working New Yorkers struggling to find affordable rental housing.

The Creedmoor Community Master Plan responds to these needs by providing the most significant expansion in eastern Queens' cooperative housing stock in decades while providing other context-appropriate homeownership opportunities and targeted affordable rental housing to address community needs.

A mix of rental and homeownership housing types is a key feature of the Creedmoor redevelopment. The Plan envisions that many future Creedmoor households could have the ability to respond to changing life circumstances by moving among different types of housing without having to leave their neighborhood. Individuals in low- or middle-income rental units could have the option to save up enough to move into a starter home unit in a cooperative building. Growing families in cooperative units may be able to access more spacious triplex and semi-attached homes. Empty nesters in large rental units could potentially downsize to affordable senior apartments and age in place with amenities tailored towards older adults.

The Plan proposes the following housing distribution:

	Overall	Veterans Preference
Grand Total	2873	165
Homeownership Total	1633	
Elevator Co-Ops (6-8 stories)	813	
Walk-Up Co-Ops (3-4 stories)	536	
Triplexes (3 stories)	186	
Semi-Detached Two Family (2 stories)	98	
Rental Total	1240	165
Senior (6-8 stories)	377	
Supportive (6-8 stories)	431	108
Affordable Lottery Units (6-8 stories)	432	57

(2)

MASTER PLAN INITIATIVES

2A Homeownership

Over 1,600 units in a range of housing types

The Plan would provide approximately 1,633 new homes for purchase in a variety of building types throughout the Creedmoor redevelopment site. Options range from two-story homes with private open space to attached townhome triplexes and cooperative buildings.

2B Rental

1,240 affordable and supportive rental units

- The Plan would create approximately 377 affordable studio and 1-bedroom rental units for senior citizens in up to three multifamily buildings distributed throughout the site. These units would be funded through public subsidy programs and available to eligible households through a lottery.
- The Plan would create approximately 432 rental units with no age restrictions. These units would be funded through public subsidy programs and available to eligible households through a lottery.
- The Plan would also create approximately 431 units of permanent supportive rental housing for tenants with mental illness funded through the Empire State Supportive Housing Initiative.

2C Veterans

15% preference for Veterans

- The Plan would apply a 15% preference for veterans who served in the armed forces of the United States for a period of at least 6 months (or any shorter period due to injury incurred in such service), with priority being given to such persons with a disability. This preference would apply across several rental phases of the Creedmoor Redevelopment.
- The veteran's preference would not apply to senior units, but it would apply to a portion of the supportive housing units to provide for veterans who may have been diagnosed with mental illness after their military service.

2D **Affordability**

Expanding affordable housing in eastern Queens

- Rental: Rental units at Creedmoor would serve a range of affordability levels.
- Homeownership: The first housing phase would be composed of mixed-income cooperative units heavily targeted to households earning up to 100% of the area median income (approximately the starting salary for a Creedmoor Psychiatric Center registered nurse, raising a single child on their own).
- In consultation with the CCAC and other local stakeholders, ESD would explore feasible affordability approaches in portions of future redevelopment site phases planned as triplex and semi-attached housing.

2E **Parking**

The plan creates parking through a mix of garages, small surface lots, and curbside spaces

- The Plan creates parking through a mix of garages, small surface lots, and curbside spaces.
- Based on OMH's experience with existing supportive housing at Creedmoor, it is not anticipated that new supportive housing units would require parking for residents.
- The Plan makes two spaces per unit available for residents of triplex and semi-attached housing options.
- The Plan creates at least one parking space for each multifamily cooperative unit and each non-senior/non-supportive rental unit, at a monthly cost comparable to those at existing nearby cooperative developments. A portion of those units would have the opportunity to access a second space through either garage, surface, or street parking.
- A reduced number of parking spaces would be available for senior units, which tend to have less need for resident parking.
- To the extent possible, ESD would seek to maximize the deployment of electric vehicle charging stations in Creedmoor's on- and off-street parking.

Housing Typologies

LEGEND

Walkup

- Semi-Detached
- Triplex
- Walkup Co-ops
- Proposed Phase 1

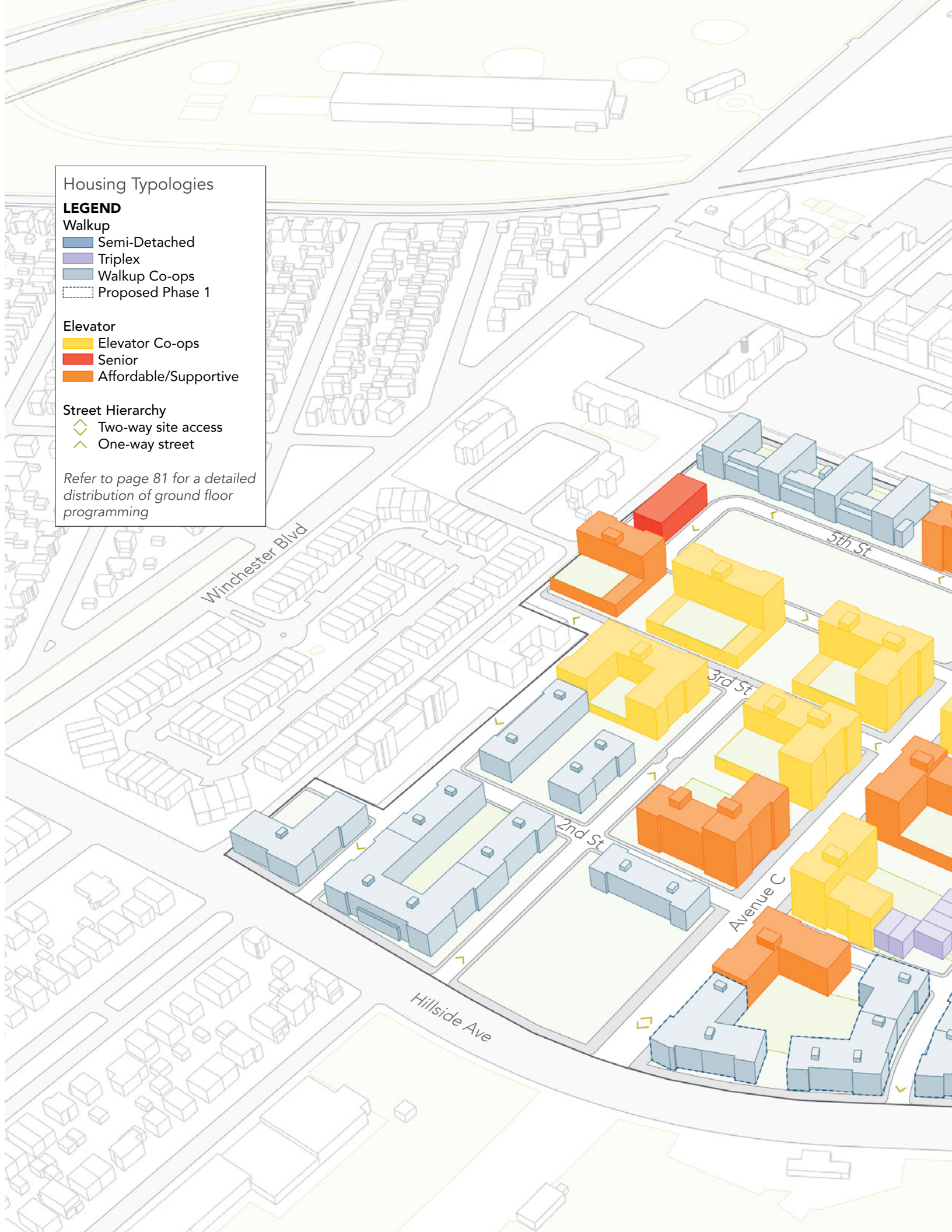
Elevator

- Elevator Co-ops
- Senior
- Affordable/Supportive

Street Hierarchy

- Two-way site access
- One-way street

Refer to page 81 for a detailed distribution of ground floor programming





(3)

Distribute density to respond to surrounding built context, particularly at the site's edge.



Residents cherish the urban fabric in the neighborhoods surrounding Creedmoor, which accommodates varied building scales, directs higher traffic volumes to major arterials, and balances density with open space. The Creedmoor Community Master Plan layout includes measures to preserve the existing urban fabric and emulate best practices from the existing neighborhoods where feasible.

MASTER PLAN INITIATIVES

- 3A

Developing a combination of multifamily apartments, walkup co-ops, triplexes, and semi-detached housing choices
- 3B

Selecting building uses and densities along the edges of the Creedmoor site that respect adjacent neighborhood land uses and building densities
- 3C

Concentrating neighborhood retail, potential bus stops, signature open spaces, other amenities, and higher densities along Avenue C, steering traffic to major roadways and away from the more residential streets
- 3D

Distributing open/green space in proportion to the scale of new development throughout the Creedmoor site

(4)

Develop a system of interconnected open spaces to accommodate a range of passive and recreational uses.



The Creedmoor campus is near several active and passive recreational amenities. These include Alley Pond Park, the Vanderbilt Motor Parkway, Queens County Farm Museum, and the Padavan-Preller Fields. These popular local institutions are frequented by eastern Queens residents of all age groups who voiced that Creedmoor's access to these recreational amenities should be improved, and that planning within the Creedmoor campus should introduce open spaces that complement existing uses in the area. The Plan's layout considers open space design and planning strategies in response to residents' priorities.

MASTER PLAN INITIATIVES

- 4A

Enhance pedestrian and bike infrastructure and connections that link the site to Alley Pond Park, Queens County Farm Museum, Padavan-Preller Fields, and the Vanderbilt Motor Parkway.
- 4B

Plan and provide new pedestrian and bike infrastructure for movement within the site.
- 4C

Develop public, semi-public, and private open spaces at a variety of scales to complement the surrounding regional recreational network and accommodate a range of activities.
- 4D

Explore developing an internal walking/running trail within the Creedmoor campus that includes a dedicated biking/walking path along Avenue C.
- 4E

Integrate spaces for community gardening/agriculture that would include opportunities for OMH clients to raise and potentially sell food grown at Creedmoor.
- 4F




Create opportunities for local art displays, including pieces created by OMH clients at the Living Museum.

(4)

MASTER PLAN INITIATIVES

Open Space Programming

Private Open Space

-  Rooftop Green
-  Backyard and Side Yard
-  Front Path

Public Open Space

-  Playground
-  Buffer Space
-  Pedestrian Path
-  Linear Park
-  Passive Landscape
-  Large Open Space
-  Passive Lawn
-  Tree Pits



(5)

Make transit use a convenient and efficient choice.



Residents have been vocal throughout the planning process about the need to improve transit access in eastern Queens. Development at Creedmoor offers an opportunity to rethink transit connections, particularly for the neighborhoods of Bellerose and Queens Village. With this plan, the Creedmoor campus will be better integrated with the surrounding transit network.

MASTER PLAN INITIATIVES

- 5A

Exploring changes to existing eastern Queens bus routes to address the last-mile transportation gap between Creedmoor and the Queens Village Long Island Rail Road station
- 5B

Proposing new entry points to Union Turnpike and Hillside Avenue and expanding the bus network to the site's interior
- 5C

Exploring options to improve bus service along the Hillside Avenue and Union Turnpike corridors in partnership with MTA NYC Transit and NYC DOT
- 5D

Providing dedicated lanes within the site for those who prefer to use bikes for transportation and proposing strengthened bike connections at the site edges to make bicycles and scooters a safer and more convenient last-mile transportation option for LIRR commuters

(6)

Provide commercial, cultural, recreational, and educational spaces that meet neighborhood needs and complement existing institutions.



During the outreach sessions, community members voiced the need for small- and medium-scale neighborhood retail offerings, recreational facilities for youth, elders, and families, and spaces that celebrated the diversity of eastern Queens.

MASTER PLAN INITIATIVES

6A _____

Organizing small- and medium-scale retail around plazas, other public spaces, and along the primary retail corridors of Union Turnpike and Hillside Avenue

6B _____

Concentrating retail spaces along Avenue C and Hillside Ave for easy access from surrounding neighborhoods

6C _____

Examining the feasibility of adaptively reusing Building 76 as an indoor recreation center that could provide local recreational organizations with replacement or expansion space or allow local youth leagues with multi-use spaces for teams during the winter months

6D _____

Creating a new day care center along Avenue C that would include affordable childcare slots

6E _____

Replacing Creedmoor’s existing senior center with a new Older Adult Center located on the western edge of the new Town Square

(6)

MASTER PLAN INITIATIVES

6F

Integrating competitive criteria in future Creedmoor development requests for proposals (RFPs) that would encourage local business and service providers to participate in the development









6G

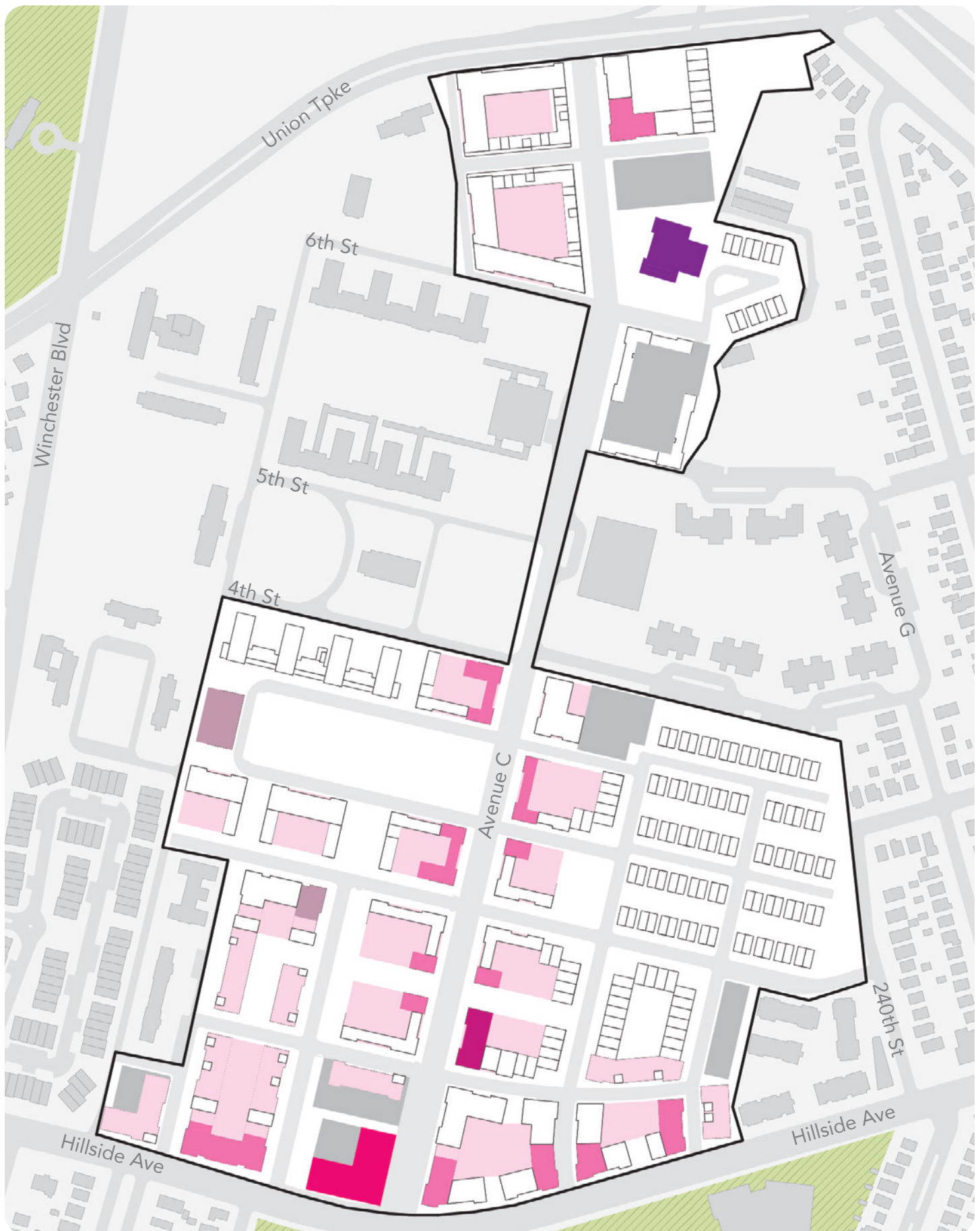
Setting aside space for New York City School Construction Authority (SCA) to exercise the option to build a new public school at the intersection of Hillside Avenue and Avenue C that would serve students within the K-8 age range, provided there is a demonstrated demand and sufficient funding

6H

Providing individuals served at the Creedmoor Psychiatric Center opportunities for community service and integration through partnerships with the proposed Older Adult Center, programming at the proposed community garden, and other initiatives

Ground Floor Programming

-  Early Childhood Center
-  Retail
-  Older Adult Center
-  Community or Recreation Center
-  School
-  Parking Garage
-  Surface Parking
-  Residential



Ground Floor Programming

(7)

Address the environmental conditions and reuse potential of historic buildings.



MASTER PLAN INITIATIVES

7A

The majority of the buildings on the Creedmoor redevelopment site were developed during the 1920s and 1930s to house patients/staff or serve as support facilities for clinical operations, infrastructure, and food preparation. Given the type of construction practices of the 1920s and 1930s, most of the buildings are expected to contain asbestos containing materials as well as lead-based paint.

The safe removal of these contaminants will require additional investigation and remediation. It is anticipated that ESD will partner with development entities to ensure that remediation of the site and its buildings is completed as part of the implementation of the project.

7B

During the next stage of the planning process, ESD will evaluate options for demolition and replacement of existing historic buildings. This would proceed after analysis determines that reuse is infeasible or impracticable.

(8)

Harness opportunities to create clean energy and minimize impacts to local utility infrastructure.



The existing utility infrastructure at the Creedmoor campus would require substantial upgrades to accommodate any new development. Given Creedmoor's size, the site provides unique opportunities to integrate the newest sustainability best practices and building technologies to reduce demands on area infrastructure and reduce greenhouse gas emissions. During outreach sessions, residents challenged ESD to think creatively about how to push the boundaries of the site's sustainability potential.

MASTER PLAN INITIATIVES

8A

Exploring opportunities for zero-emission geothermal energy generation in either individual buildings or in one or more plants that serve several buildings through a “campus loop” system

8B

Exploring the use of solar energy throughout new buildings and surface lots on the Creedmoor campus

8C

Exploring the use of campus-wide or building-level gray water systems to capture snow melt and stormwater for open space irrigation, reducing the campus’ dependence on local water infrastructure, increasing Creedmoor’s resilience to climate change, and creating opportunities to improve water quality through biofiltration

(9)

Create pathways for historically excluded groups to access jobs and contracting opportunities.



Multi-year planning efforts such as the proposed redevelopment at Creedmoor provide the opportunity for inclusive engagement and hiring for minority, women, and service-disabled veteran-owned business enterprises. ESD is not only committed to providing opportunities for historically marginalized workforces but also to maximizing retail spaces for local entrepreneurs and job opportunities for local residents, including patients graduating from the Creedmoor Psychiatric Center's workforce development programs.

MASTER PLAN INITIATIVES

- 9A

Integrating Minority and Women-Owned Business Enterprise (MWBE) contracting goals of at least 30% of project costs in accordance with Article 15A
- 9B

Setting local hiring goals
- 9C

Creating neighborhood retail opportunities, especially along Avenue C and Hillside Avenue
- 9D

Including criteria in future Creedmoor development RFPs that encourage maximizing entry-level retail hiring opportunities for OMH clients, who graduate from Creedmoor’s workforce development programs
- 9E

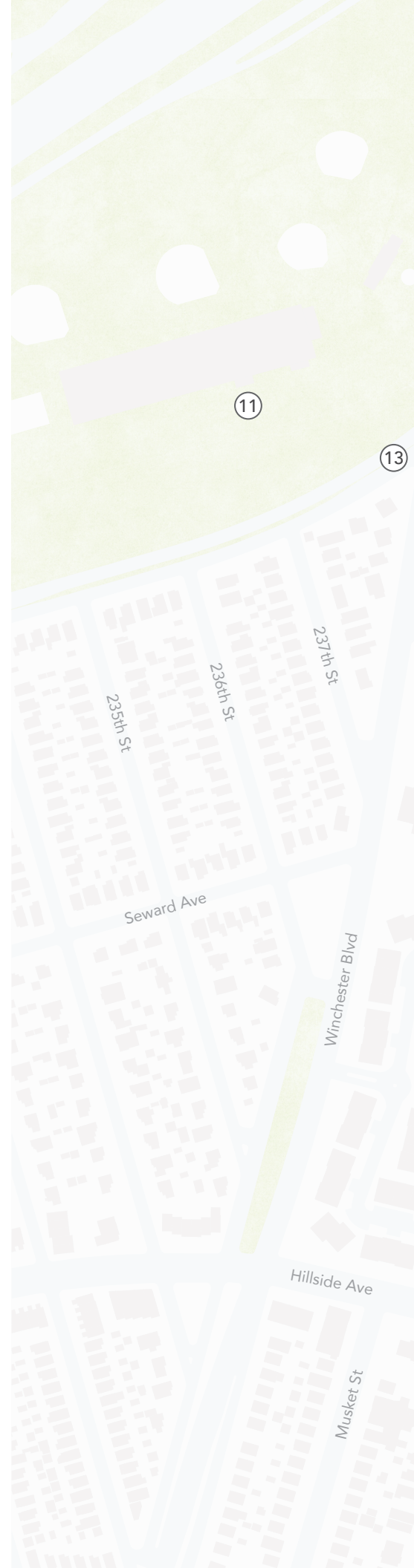
Including an appropriately sized grocery store or supermarket within the Creedmoor redevelopment site’s retail options
- 9F

Designing RFPs to encourage greater participation by women and minority-owned development firms

Community Master Plan Layout

- ① Town Center
- ② Day Care Center
- ③ Older Adult Center
- ④ Potential Indoor Recreation Center
- ⑤ Potential Public School
- ⑥ Tennis Courts
- ⑦ Playground
- ⑧ Dedicated Biking/Walking Path
- ⑨ Two-way Site Access
- ⑩ Pedestrian Paths
- ⑪ Link to Alley Pond Park
- ⑫ Link to Padavan-Preller Fields
- ⑬ Link to Vanderbilt Motor Parkway
- ⑭ Surface Parking

*Refer to page 68 for a detailed
distribution of housing typologies*





05



Next Steps



Next Steps

The purpose of this Plan is to set a foundational framework for how development at Creedmoor could proceed in the coming decades and to address the community's desire for a cohesive campus vision that dates back to at least the early 1990s. In accordance with Guiding Principle #1, the first step following the release of this Plan will be the formation of a Creedmoor Community Advisory Committee (CCAC). The CCAC will offer ongoing guidance on ways to maximize potential benefits to the community and will receive updates on project status. ESD will form the CCAC in coordination with Creedmoor's local elected officials.

Environmental Review and General Project Plan

In the coming year, ESD will engage in an environmental review process pursuant to the New York State Environmental Quality Review Act (SEQRA) to analyze the proposed Plan's potential impact on Creedmoor and the surrounding communities. It is anticipated that the proposed Plan would require an Environmental Impact Statement, and environmental reviews of this scale tend to take about eighteen months but may extend to 24 months.

Following the release of this Plan, ESD anticipates releasing a Draft Scope of Work (DSOW or "Draft Scope") which would outline the topics and analyses of potential environmental impacts of the proposed action that will be addressed in a Draft Environmental Impact Statement (DEIS). The public will have opportunities to provide written and oral comments on the Draft Scope during a comment period and public scoping meeting. After receiving public comment, ESD will develop and release a Final Scope of Work that would serve as the basis of analysis in the DEIS.

ESD, together with an environmental consultant, would gather and analyze data relevant to assessing the potential impacts of the proposed Plan, which analysis would be documented in the DEIS.

Concurrent with the environmental review, ESD will draft a proposed General Project Plan (GPP), which will put forth the essential terms of the redevelopment. Both the GPP and DEIS would be subject to at least thirty (30) day of public review followed by a public hearing and at least thirty (30) days of public review and written comment. Throughout the environmental and GPP review process, ESD will continue to engage and consult with the CCAC.

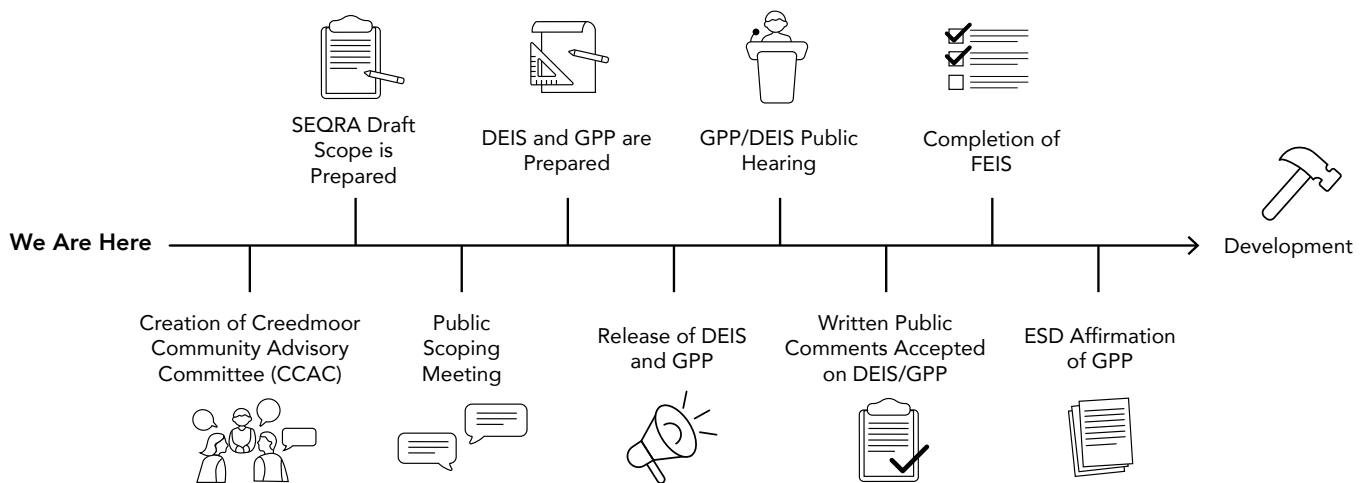
ESD Coordination with other Government Agencies

Some of the proposed investments will require the involvement of other governmental agencies. ESD and the Queens Borough President's Office will work alongside its partners including New York State Homes and Community Renewal to implement the affordable housing elements of the plan and coordinate with the Office of Mental Health, the Office for People with Developmental Disabilities, and various city and state agencies on the Plan's realization.

Development RFPs and Plan Implementation

ESD will also proceed with predevelopment steps, including seeking qualified firms with the capacity to implement initial phases of the Plan through the release of several rounds of Requests for Proposals (RFPs). RFP evaluation will include an assessment of how well submissions adhere to the Guiding Principles in this Plan.

ESD Implementation Process for Creedmoor



The process above typically takes eighteen months on average.



**Empire State
Development**