New York State Urban Development Corporation
doing business as Empire State Development

CREEDMOOR MIXED-USE PROJECT
(Land Use Improvement Project)

General Project Plan
Adopted December 19, 2024
Affirmed as Modified October 23, 2025

I. BACKGROUND

The New York State Urban Development Corporation doing business as Empire State Development ("ESD") affirms this modified General Project Plan ("GPP") for the Creedmoor Mixed-Use Project (the "Project") in the eastern section of the Borough of Queens, New York. ESD is sponsoring the Project as a Land Use Improvement Project pursuant to the New York State Urban Development Corporation Act (the "UDC Act").

The Project envisions a comprehensive redevelopment of a site consisting of approximately 46.5 acres (the "Project Site") of vacant and underutilized land within the 125-acre Creedmoor campus on the parcel located at 79-25 Winchester Boulevard, Queens, New York 11203 (Queens Block 7880, p/o Lot 1). The Project Site would be redeveloped with up to approximately 2.18 million gross square feet ("gsf") of mixed-use space including residential, open space, neighborhood retail, community facilities, educational uses, and parking.

The Project Site is part of the Creedmoor campus, which is comprised of property owned by the State of New York. The New York State Office of Mental Health ("OMH"), which is the primary operator on the campus, provides inpatient and outpatient services to individuals with mental illness at its Creedmoor Psychiatric Center, the largest State-owned psychiatric care facility in New York City. Two other State agencies, the New York State Office for People with Developmental Disabilities ("OPWDD") and the New York State Office of Addiction Supports and Services ("OASAS"), also operate on the campus. Additionally, the New York City Department of Sanitation ("DSNY") operates on a small portion of the campus. The Project Site is not being used for OMH's delivery of psychiatric care to persons with a mental illness, OPWDD's delivery of services to persons with a disability, OASAS's delivery of services to persons with an addiction, or DSNY's operations.

In 1908, New York State Legislature selected a portion of the existing Creedmoor campus as the site for a new state hospital – the Creedmoor State Hospital (now known as Creedmoor Psychiatric Center) – to replace the Long Island State Hospital. Between the 1920s and 1940s, public facilities on the Creedmoor campus expanded due to the rise in patient population and associated increase in employees. Since 1975, the need for a sprawling Creedmoor campus declined with the decreasing 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.

Today, on the approximately 78.5 acres of the Creedmoor campus outside of the Project Site, OMH provides inpatient and outpatient services to individuals with mental illness, including the North Campus, north of Union Turnpike, where the Creedmoor Psychiatric Center is located. Additionally, OPWDD provides services and support to individuals with developmental disabilities at the Bernard Fineson Developmental Disabilities Services office, located immediately north of the Project Site. The Living Museum, established in 1983, is located within the Creedmoor campus adjacent to the Project Site and features a collection of contemporary art created by artists who receive care at Creedmoor. The Father Reder Senior Apartments, constructed in 1995, is a senior residence located outside of but directly adjacent to the Creedmoor campus at the intersection of Hillside Avenue and 240th Street, providing housing for 80 low-income seniors. The Lifeline Center for Child Development is an OMH-licensed day treatment program and special education school for children and adolescents located outside of the Creedmoor campus at the intersection of Union Turnpike and Winchester Boulevard. Additionally, Country Pointe, a development featuring 99 one- and two-family attached and semi-attached townhomes constructed in 2002, is located directly west of the Project Site along Winchester Boulevard and Hillside Avenue.

The remainder of the surrounding area is primarily occupied by one- and two-family homes. The residential neighborhoods west of Winchester Boulevard and South of Hillside Avenue, constructed between 1940 and 1950, consist of detached single-family houses.

On July 18, 2023, Governor Kathy Hochul announced Executive Order 30 ("EO 30") requiring State entities, such as ESD and OMH, to consider housing in any policy or programmatic decisions and to collaborate on identifying potential State-owned sites for housing development purposes. In April 2024, Governor Hochul and the NYS legislature passed the FY 2025 Enacted Budget and associated legislation to further address the housing crisis and make the state more affordable and livable for all New Yorkers through increasing the housing supply and promoting affordability. Redevelopment of the Project Site within the Creedmoor campus is a way to put these housing-focused efforts into action.

The Project is informed by the Creedmoor Community Master Plan ("CCMP"), published in December 2023. The CCMP is the product of a collaborative planning process, led by ESD in partnership with the Queens Borough President, that involved extensive community engagement, primarily through in-person and virtual workshops, which included participation from local community members, community groups, and elected officials. The CCMP evaluated potential implementation methods that respond to the community's aspirations for introducing a range of housing options and maintaining the existing urban fabric. The CCMP recommends creating a variety of housing types, open spaces, community facilities, and neighborhood retail options.

To address the substandard and underutilized conditions on the Project Site and redevelop it in accordance with goals and objectives of EO 30, the FY 2025 Enacted Budget, and the CCMP, ESD will acquire the Project Site from its current owner, the People of the State of New York ("State") acting by and through the

Dormitory Authority of the State of New York ("DASNY"), as the successor to the Facilities Development Corporation (pursuant to Public Authorities Law §1699-f), and reconvey portions of the Project Site to private developers, phase by phase, to facilitate its redevelopment into a vibrant mixed-use community, creating much needed mixed-income housing, publicly accessible open space, community facilities, neighborhood retail, and parking. The Project provides a unique opportunity to make the surplus State-owned property available for other uses that will better serve the needs of the community, including helping to address the increased cost of housing and limited housing supply, while avoiding the carrying costs and potential liabilities to the State associated with holding title to depreciating and obsolete facilities.

ESD will select developers through a competitive Request for Proposals ("RFP") process to purchase and develop portions of the Project Site over an approximately 13-year period. It is anticipated that construction of the Project will be undertaken in six phases, with the first phase breaking ground in 2027 and completion of the final phase in 2040.

II. LOCATION OF THE PROJECT SITE

The Project Site, comprising approximately 46.5 acres of the larger 125-acre Creedmoor campus, is located in the Bellerose Manor neighborhood of eastern Queens, on the parcel located at 79-25 Winchester Boulevard, Queens, New York 11203 (Queens Block 7880, p/o Lot 1). It is anticipated that for the foreseeable future the remaining approximately 78.5 acres of the Creedmoor campus outside of the Project Site will continue to be operated by OMH, OPWDD, OASAS, and DSNY. The Project Site is largely bounded 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. The Project Site is located in an R3-2 zoning district. The Project Site contains 14 existing buildings constructed in the 1920s and 1930s that contain approximately 994,617 gsf of floor area. Most of the buildings on the Project Site are vacant and unoccupied.

A significant portion of the Creedmoor campus, including the Project Site, is within the Creedmoor Psychiatric Center Historic District ("Historic District"), which is eligible for listing on the New York State and National Registers of Historic Places ("S/NRHP") as determined by the New York State Office of Parks, Recreation and Historic Preservation ("OPRHP"). The Creedmoor campus is considered historically significant for its association with the boom in state mental hospital construction in the early 20th century, and also architecturally significant as an intact representative example of the early 20th century public mental health institutions in New York State. All buildings on the Project Site are considered contributing resources to the S/NRHP-eligible Historic District.

At present, 12 of the 14 existing buildings on the Project Site are vacant. Of the non-vacant buildings on the Project Site, one OMH building is partially vacant, with a portion of the building currently occupied by Services Now for Adult Persons, Inc. ("SNAP"). Independent of the Project, SNAP has identified a location outside of the Creedmoor campus to relocate its facility. The other building is currently used by OPWDD for storage. Relocation of these materials elsewhere will not affect OPWDD's delivery of services.

Public access to the existing Creedmoor campus is limited. It is currently facilitated through five gated entry points. Three entry points are used to access the campus with one along Winchester Avenue, and two along Hillside Avenue at Avenue A and Avenue C. The OMH Avenue A entrance is typically kept closed. Two OPWDD entry points are on the eastern side of the campus, where the agency provides programming, and are used primarily for emergency vehicle access.

See Project Site Location and Existing Buildings Map annexed as Exhibit A.

III. PROJECT DESCRIPTION

The Project will consist of approximately 2.18 million gsf of mixed-use spaces including residential, open space, neighborhood retail, community facilities, educational uses, and parking.

The Project will provide up to:

- Approximately 1.97 million gsf of residential facilities, for a total of up to 2,022 residential units, including affordable rental units and a mix of affordable and market-rate homeownership units;
- Approximately 67,467 gsf of neighborhood retail space[1];
- Approximately 144,496 gsf of community facility space, including 16,403 gsf for older adult centers, a 8,093-gsf early childhood education center, and a 120,000-gsf public school[2];
- Approximately 2,482 parking spaces distributed amongst garages, lots, driveways, and street parking;
- Approximately 10.3 acres of open space, of which approximately 4.4 acres will be publicly accessible.

See Project Site Plan annexed as Exhibit B.

The Project's residential space will consist of approximately 1.97 million gsf of development comprised of affordable rental units and a mix of affordable and market-rate homeownership units. Approximately 977 affordable rental apartments will include approximately 412 senior housing units, approximately 277 supportive housing units, and approximately 288 units without senior/supportive stipulations.[3] It is anticipated that approximately 1,045 units would be available for homeownership, including a mix of approximately 86 single-family semi-detached homes, approximately 126 triplexes, and approximately 833 units in multifamily buildings.

[1] The Project may include a healthcare facility (urgent care center or medical office) at one of the Project buildings in lieu of approximately 12,150 gsf of neighborhood retail space.

[2] The Project sets aside land on the southern portion of the Project Site for the NYC School Construction Authority ("SCA") to construct a school, subject to SCA funding and school capacity needs.

[3] Supportive housing units would serve families, individuals, and/or young adults that are experiencing homelessness and serious mental illness. These are the populations that are currently being served by OMH at the Creedmoor Psychiatric Center. Approximately 30% of the supportive housing units will be set aside for veterans who served in the armed forces in the United States with priority being given to such persons with a disability. The supportive housing units will be operated by one or more entities that are majority-owned by a non-profit organization with demonstrated experience providing services to these populations.

Most of the proposed 4-story buildings would be located along the main thoroughfare of Hillside Avenue. The proposed 5 to 8-story buildings would be concentrated toward the center of the Project Site, and the 2 to 3-story, low-rise residential buildings that are more contextual with the surrounding one- and two-family houses at the periphery of the eastern portion of the Project Site. Community facilities and public open spaces will be distributed across the Project Site. Additionally, the Project will create a new internal roadway network within the Project Site to be mapped in the future as City streets. The roadway network will include five vehicular access points on Hillside Avenue, two access points along Winchester Boulevard, and one access point along 240th Street at the southeast portion of the campus.

It is anticipated that construction of the Project will be undertaken in six phases, with the first phase commencing in 2027 and the final phase being completed in 2040.

To implement the Project, ESD must override the New York City Zoning Resolution and other local laws and requirements inconsistent with the Project as applicable, in accordance with the UDC Act and as further discussed in Section VII below. As also discussed in Section VII below, the GPP incorporates design controls ("Design Guidelines") that will specify the parameters for permitted development of the Project in lieu of zoning or other local laws or requirements that are inconsistent with the Project.

The Project requires discretionary approvals subject to environmental review under the State Environmental Quality Review Act ("SEQRA") and its implementing regulations set forth in 6 NYCRR Part 617. Pursuant to SEQRA, ESD, as the SEQRA lead agency for the Project, determined that the Project may have significant adverse environmental impacts and that an Environmental Impact Statement ("EIS") should be prepared. A Draft EIS ("DEIS") was prepared and following its publication and public review and comment period, a Final EIS ("FEIS") was completed and accepted by ESD's Directors on September 18, 2025. The FEIS, together with all Appendices, is posted on ESD's Project website at: https://esd.ny.gov/creedmoor. The Project's environmental review is further detailed in Section VIII below.

IV. PURPOSE AND NEED FOR THE PROJECT

Over the past decades, OMH and OPWDD have shifted how they provide service to better serve their clients, from an institutionalized to a transitional and community-based approach to care of service. This service approach has facilitated a consolidation of operations and resulted in OMH and OPWDD no longer providing services in the buildings spread across the approximately 46.5-acre Project Site on the Creedmoor campus. However, both agencies continue to bear the financial and administrative burdens of securing and maintaining vacant and deteriorating buildings and the grounds upon which they sit.

Meanwhile, the cost of housing across New York has increased substantially as housing supply has not met housing demand. With affordable housing vacancy at a historic low, New Yorkers are experiencing a housing crisis. In addition to Governor Hochul's EO 30, in April 2024, Governor Hochul and the New York State Legislature passed the FY 2025 Enacted Budget and associated legislation to further address the housing crisis and make the state more affordable and livable for all New Yorkers through increasing the housing supply and promoting affordability.

The purpose of the Project is to address the substandard and insanitary conditions at the Project Site and help meet the need for housing, including affordable and supportive housing. The Project was developed through extensive community engagement, consisting of in-person and virtual workshops, 14 meetings with community groups and elected officials, and dozens of stakeholder conversations that informed the CCMP, and a listening tour with local civic associations and the community board to gather reactions to the CCMP. Consistent with EO 30, the Project will utilize surplus State-owned land to develop housing. The Project will facilitate the redevelopment of the Project Site from a gated and underused campus into a vibrant mixed-use community with visual and physical conditions to integrate the Project Site with the adjacent neighborhoods. The Project will build much needed mixed-income housing, publicly accessible open space, and neighborhood retail to provide services and products that address the needs of new and existing residents. It will also create community facility spaces such as older adult centers, an early childhood center, and a public school (subject to NYC School Construction Authority funding and school capacity needs). The Project Site will also benefit from significant infrastructure improvements to support the proposed redevelopment.

The proposed redevelopment of the Project Site would provide a range of housing options including a mix of affordable and market-rate homeownership opportunities; affordable rental housing in a mix of studio to three-bedroom units; senior housing; and supportive housing for individuals contending with mental illness and veterans. Redevelopment of the Project Site will address environmental and safety conditions caused by the site's previous uses and deteriorating building stock.

The Project will provide multiple public benefits, including but not limited to:

A. Elimination of Substandard/Insanitary Conditions (as defined by the UDC Act)

Absent the Project, the Project Site would remain largely vacant and underutilized, which has resulted in substandard and insanitary conditions that will worsen over time. In accordance with the UDC Act, the Project will eliminate "substandard and insanitary conditions" and the worsening of such conditions in the future by demolishing obsolete buildings that are either unoccupied or underutilized, and constructing mixed-income housing, publicly accessible open space, neighborhood retail, and community facility uses on the Project Site. All of the foregoing Project components will positively transform the Project Site and will benefit not only on-site residents, but the community and the city as a whole.

B. Job retention and creation

The Project is expected to create construction jobs and permanent jobs.

C. Affordable housing

The Project will facilitate the construction of affordable housing, affordable senior housing, and affordable supportive housing, including services for families and individuals with mental illness and veterans.

D. Mixed uses that will serve the neighborhood and enhance the general tax base

The Project will provide a mix of uses including residential, open space, neighborhood retail, parking, and community facilities, including older adult centers, an early childhood center, and a public school (subject to NYC School Construction Authority funding and school capacity needs). Transferring the underutilized Project Site from public to private ownership will facilitate the redevelopment of the Project Site for productive uses that will both directly benefit the immediate community and provide tax revenues (including but not limited to sales taxes and employee income taxes) that will contribute to the State and City.

E. Interim construction benefits

Construction of the Project will create direct benefits resulting from expenditures on labor, materials and services, and indirect benefits due to expenditures by material suppliers, construction workers, and others engaged in construction of the Project.

F. Sustainability

The Project will be designed to meet the goals of the Climate Leadership and Communities Protection Act ("CLCPA") to have zero on-site emissions by 2040 and facilitate renewable energy generation where possible. As noted in the Design Guidelines, ESD would require all new developments on the Project Site to obtain Enterprise Green Communities Certification or meet a higher green building standard such as Passive Housing for residential building performance. The Project buildings will be designed to be all electric (with the associated emissions decreasing as the electric grid transitions to renewable energy per CLCPA requirements), along with other sustainability measures that would be included in the Project design. In addition, all new developments on the Project Site would be designed to be resilient to the likely effects of climate change. The Project would not prolong the reliance of fossil fuels and would not impede the State or City from achieving the climate commitments.

V. SITE ACQUISITION AND DEVELOPMENT AGREEMENTS

A. Property Acquisition and Disposition of the Project Site

After completion of the SEQRA and UDC Act processes, ESD will acquire fee title to the Project Site in phases from DASNY pursuant to the transfer requirements set forth in Subdivision 13 of Section 5 of the Facilities Development Corporation Act, and subsequently dispose of portions the Project Site by either sale or long term lease and enter into development agreements or similar transaction documents with the developers of each portion of the Project Site following the

selection of each developer pursuant to a competitive RFP process for each phase of the Project. Such agreements with selected developers would include the material terms of the transaction.

In any event, the developers would be restricted either by one or more restrictive declarations or by lease terms that will contain enforceable commitments to ensure that the Project would be developed in accordance with the GPP, Design Guidelines, and commitments set forth in the SEQRA documentation.

B. Additional Approvals and Procedures Required for Property Acquisitions and Development Agreements

ESD's authorization to acquire the Project Site from DASNY in phases shall be subject to the Directors' future approval of the proposed dispositions of such portions of the Project Site and material transaction terms pursuant to Section 6 of the UDC Act. UDC Act Section 6 requires that ESD's sale or lease of a land use improvement project to an entity other than a housing company or local development corporation shall be subject to a public hearing regarding such sale or lease after publication of a hearing notice that states the identity of the proposed purchaser or lessee of the property, the proposed use or reuse of property, the price or rental to be paid by such purchaser or lessee, and the other essential conditions of such transaction. The hearing provides to the public the opportunity to comment on the transactions and financial arrangements. As of the date of the affirmation of the modified GPP, ESD has not held the hearing required by UDC Act Section 6, so there will be one or more future hearings prior to the ESD Directors' authorization of any transaction subject to a Section 6 hearing.

Pursuant to Article 1-A of the New York State Public Authorities Law, ESD will petition the Public Authorities Control Board ("PACB") for its determination regarding the sufficiency of the commitments of funds for ESD's acquisition of the Project Site following affirmation of the GPP as modified.

DASNY will also seek the consent of the State Interagency Council on Mental Hygiene Property Utilization for the disposition of each portion of the Project Site to ESD.

C. Construction

1. Each developer will commence construction of each Project phase promptly after closing.
2. Once construction commences, each developer will use best efforts to diligently pursue construction of the Project phase through completion and occupancy.

D. Project Financing

Developer will use its best efforts to diligently apply for financing from both private and public sources in such amounts and types as are necessary to develop and construct the Project.

Public financing to support the Project may be facilitated through HCR and other public entities and funding sources.

VI. UDC ACT SECTION 10(c) AND 10(g) FINDINGS; PUBLIC PURPOSE

ESD, pursuant to Section 10 of the UDC Act, makes the findings set forth below. The findings are supported and complemented by the determinations and statements of fact described in the Final Environmental Impact Statement and in the *Creedmoor Mixed-Use Project Existing Conditions Report* (the "Existing Conditions Report"), dated December 2024, as amended by the "Existing Conditions Report Addendum", dated September 2025, both of which were prepared on behalf of ESD by VHB Engineering, Surveying, Landscape Architecture and Geology, P.C. ("VHB").

A. Land Use Improvement Project Findings: UDC Act Section 10(c)

(1) The area in which the Project is to be located is a substandard or insanitary area, or is in danger of becoming a substandard or insanitary area and tends to impair or arrest sound growth and development of the municipality.

Considered as a whole, the Project Site is substandard, significantly underutilized and characterized by blighted and substandard conditions, or is in danger of becoming a substandard or insanitary area that, without the Project, could impair or arrest the sound growth and development of the areas surrounding the Project Site. The conclusion that the Project Site is substandard or insanitary, as those terms are used in the UDC Act and have been interpreted by New York courts, is supported by the Existing Conditions Report, which found the following conditions at the Project Site that inhibit and would continue to inhibit its development and productive use without ESD's intervention:

- Twelve of the fourteen buildings on the Project Site have been vacant and unoccupied for many years. The 46.5-acre Project Site is underutilized, and much of it appears abandoned. Such underutilized property could be used to address the housing crisis and provide a mix of uses that will benefit on-site residents and the surrounding community as a whole.

- With few exceptions, the buildings within the Project Site are in poor condition as a result of such contributing factors as lack of maintenance, deterioration, lack of space conditioning (heat, humidity control), water leaks, animal infestations, flooding, vandalism, extensive vegetation overgrowth, ADA non-compliance, hazardous materials (contaminated soils, asbestos, lead-based paint) and building code non-compliance.

- Power and water have been cut off to seven of the decommissioned buildings. None of the buildings in the Study Area have thermal insulation in the walls. Exterior windows are generally single pane, with non-thermally isolated window frames.

- Life safety systems have been compromised by building access restrictions, loss of power, and continued decay. Building decay has contributed to life safety problems by blocking egress paths with debris, rusting egress, and causing general physical degradation without corrective maintenance. Such conditions have led to many buildings being marked with a placard indicating that the building is unsafe for human entry.

- Visual deficiencies associated with minimally maintained and underutilized areas that are visually isolated and discontinuous with the remainder of the Creedmoor campus.

- Functionally obsolete buildings and site layout to meet the needs of the community for affordable housing.

The Existing Conditions Report states that because of the foregoing deficiencies associated with the current Project Site, opportunities for redevelopment of the Project Site in the absence of a comprehensive development plan such as the Project would be extremely limited, and not anticipated to occur in the foreseeable future. The Existing Conditions Report further states that:

- In the absence of the proposed Project, it is anticipated that the substandard and insanitary conditions present at the Project Site would persist into the future and that the Project Site's structures would potentially further deteriorate. This deterioration of structures correlates to the underutilization of the existing structures, such that without repair, even further decreased utilization may reasonably be expected in the future.

- The Project Site would remain largely underutilized without new development.

- Thus, in the future without the proposed Project, the substandard and insanitary conditions at the Project Site would be expected to persist, and potentially worsen. Further, the poor conditions of the Project Site combined with the sustained unmet community needs for affordable housing, open space and other resources will support ongoing threat of deterioration to community health, safety, and general welfare.

Redevelopment of the Project Site will help arrest these conditions and promote community wellbeing and social and economic development by constructing up to 2,022 new units of a variety of housing types; creating a vibrant mixed-use neighborhood; providing neighborhood retail, community facilities, open space, and parking.

Reuse of the Project Site for the Project will prevent the Project Site from further becoming vacant, unused, substandard, and insanitary because neither DASNY nor OMH and OPWDD have a need or purpose to devote public resources to rehabilitate and reuse the substandard buildings on the Project Site.

(2) The Project consists of a plan or undertaking for the clearance, replanning, reconstruction and rehabilitation of such area and for recreational and other facilities incidental or appurtenant thereto.

The Project is a comprehensive redevelopment initiative that will clear, replan, reconstruct, and rehabilitate the Project Site to create homeownership and rental housing, including affordable and supportive housing, with appurtenant mixed-uses including neighborhood retail space, community facility space, publicly accessible open space, and parking, which will integrate the site into the surrounding community.

(3) The plan or undertaking affords maximum opportunity for participation by private enterprise, consistent with the sound needs of the municipality as a whole.

The Project will be constructed by private developers in phases, and the new residential space and appurtenant mixed uses will be operated and managed by private entities. The Project has been planned with input from government agencies, the community, and elected officials to ensure that it is consistent with the sound needs of the surrounding neighborhoods and the city as a whole.

B. UDC Act Section 10(g)

There is a feasible method for the relocation of families and individuals displaced from the Project area into decent, safe and sanitary dwellings, which are or will be provided in the Project area or in other areas not generally less desirable in regard to public utilities and public and commercial facilities, at rents or prices within the financial means of such families or individuals, and reasonably accessible to their places of employment.

There are currently no permanent residential occupants on the Project Site. [4] Consequently, no residential relocation is required under UDC Act Section 10(g).

VII. OVERRIDES OF ZONING AND OTHER LOCAL REGULATION; DESIGN GUIDELINES; APPLICATION OF NEW YORK CITY CONSTRUCTION CODES

It is not feasible or practicable to construct the Project in accordance with existing zoning, which would restrict the Project from delivering an optimal amount of housing, including affordable and supportive housing, and other amenities necessary to fulfill the Project's stated public purpose and need. Therefore, in order to implement the Project, ESD will override the New York City Zoning Resolution and any other inconsistent local laws and requirements, as applicable, in accordance with the UDC Act and implement

[4] Since the adoption of the initial GPP, the City of New York has ceased operating the temporary Humanitarian Emergency Response and Relief Center ("HERRC") previously located on the southern portion of the Project Site. As noted in the adopted GPP, the HERRC was an interim use that was anticipated to no longer be located on the Project Site at the time of construction, irrespective of the Project.

Design Guidelines, which will act as design controls and govern development of the Project Site in lieu of local zoning.

The Project Site is located in an R3-2 zoning district, a general residence district that allows a variety of housing types, including low-rise attached houses, small multifamily apartment houses, and detached and semi-detached one- and two-family residences. The R3-2 zoning imposes regulations – including density factor, building height, lot coverage, and yard location – that limit the number of dwelling units that may be developed on a property. The R-3 zoning also precludes commercial uses, including retail.

An override of the City's zoning of the Project Site is required because the current zoning would preclude implementation of the Project. The Project includes neighborhood retail (a commercial use), which is not permitted in the R3-2 district portion of the Project Site, pursuant to ZR § 22-16. In order to dedicate significant areas of land in the Project Site for open space, open parking and a public school, the Project includes buildings that exceed the 45-foot maximum building height allowed in R3-2 districts. The Project distributes floor area to the zoning lots that would be created by the new mapped street grid without regard to the maximum residential ratios applicable to each zoning lot as set forth in ZR § 23-21. The override also allows the Project to be developed without regard to zoning restrictions pertaining to residential lot coverage, rear yard equivalent standards, and minimum distance requirements.

ESD is adopting Design Guidelines that would establish design controls for the Project Site in lieu of zoning. The Design Guidelines will govern development of the Project Site including site planning, land uses, densities and floor area, building heights and setbacks, parking and loading, open space, and other features.

The Proposed Project, like the current Creedmoor campus that contains multiple buildings over 45-feet with the tallest being 78-feet, would continue to have a distinct development typology from much of the surrounding area. The requirements of the Design Guidelines pertaining to height, bulk, density, massing and open space would allow for development that would be compatible with the surrounding area.

The City, through the Department of City Planning, has been advised and has provided input on the proposed Project, pursuant to UDC Act Section 16(1).

The Project's proposed creation of new public streets will be a future action subject to applicable City consents and approvals.

Subject to the Design Guidelines and any applicable zoning overrides implemented by ESD, the New York City Building and Construction Codes will apply to all construction, buildings, structures, and infrastructure to be developed and maintained on the Project Site. The permitting authority for the purposes of the Building Code is the New York City Department of Buildings.

VIII. ENVIRONMENTAL REVIEW AND PUBLIC REVIEW OF THE DEIS AND GPP

A. DEIS and GPP

ESD, acting as lead agency, determined that an EIS was necessary to be prepared pursuant to SEQRA and its implementing regulations (6 NYCRR Part 617). On December 19, 2024, ESD's Directors: (i) authorized acceptance of the DEIS as satisfactory with respect to its scope, content, and adequacy under SEQRA; (ii) adopted the initial GPP; and (iii) authorized ESD to hold a duly noticed public hearing on the DEIS under SEQRA and on the GPP under the UDC Act.

Pursuant to such authorizations, the DEIS and adopted GPP were appropriately filed and publicly distributed. ESD received oral and written comments on the DEIS and the adopted GPP during a public hearing held by ESD on January 30, 2025 and continued on March 19, 2025, and through the public comment period that ended on April 18, 2025.

B. Modifications to GPP following Public Comment

Upon ESD's consideration of comments made at the public hearings and during the subsequent public comment period, and ESD's engagement with elected officials, involved agencies, community organizations, and the public, the Project Site has been refined and the GPP has been modified as follows:

Phase F:

- Project no longer includes the development of Phase F.
- Reduction in Project Site from approximately 59 acres to 46.5 acres.
- Senior units initially proposed for Phase F moved to earlier phases.
- Portions of Avenue C and Sixth Street added to Phase G (phase in which roadways within the OMH portion of the Creedmoor campus would be improved to NYC DOT standards).

Housing Program:

- Removal of Phase F, as well as removal of a multi-family building on the same block as the proposed school to provide additional space for essential school uses, resulting in a total of 753 fewer residential units (approximately 27% reduction).
- Reduction in residential units includes approximately 481 fewer homeownership units and approximately 272 fewer rental units.
- Reduction in number of supportive housing units from approximately 428 to 277 units. The number of supportive units for veterans remained unchanged at 78 units.
- These changes to the housing program result in a reduction in the total number of housing units from 2,775 to 2,022 units, which is anticipated to include approximately 1,045 homeownership units and approximately 977 rental units.

Non-residential Uses:

- Project includes the same anticipated mix of non-residential uses, including neighborhood retail, community facilities, open space, and parking, with reduction in total square footages, acres, and parking spaces, due to the removal of Phase F. The modified approximate square footages, acres, and parking space numbers are as follows:
    - Neighborhood retail: 67,467 gsf, a reduction of 8,536 gsf
    - Older adult centers: 16,403 gsf, no reduction
    - Early childhood center: 8,093 gsf, no reduction
    - Public school: 120,000 gsf, no reduction
    - Community recreation center: 0 gsf, removed from project with Phase F
    - Total open space: 10.3 acres, a reduction of 0.7 acres
        - Private open space: 5.8 acres, a reduction of 0.7 acres
        - Public open space: 4.4 acres, no reduction
    - Total parking: 2,482 spaces, a reduction of 655 spaces in both off-street parking garages and on-street parking

C. FEIS

On September 18, 2025, the FEIS for the Project[5] was completed and, together with its Appendices, was posted on ESD's Project website at: https://esd.ny.gov/creedmoor-environmental-review. The FEIS describes the Project and its goals, assesses potential significant adverse environmental impacts of the Project (including with respect to libraries, historic resources, traffic, and other conditions), identifies practicable measures to mitigate potential significant adverse environmental impacts from the Project, considers the reasonable alternatives that are feasible considering the purpose and need of the Project, and responds to comments submitted on the DEIS and adopted GPP by the public and elected officials.

On September 18, 2025, ESD's Directors accepted the FEIS as complete with respect to scope, content, and adequacy; that it adequately assesses the potential significant adverse environmental impacts of the Project and otherwise meets the requirements under SEQRA; and that it was in proper form for publication, filing, and circulation to the public. On that same date, ESD published a Notice of Completion of the FEIS; distributed it to involved and interested public agencies, public officials, and community board; and noted that hard copies of the FEIS are available for inspection at ESD's office. The Notice of Completion stated that the FEIS has been prepared in accordance with the SEQRA regulations and that it is available for public consideration on ESD's Project website.

[5] The Project described in this modified GPP was analyzed as the "Lower Density Alternative" in the FEIS, Chapter 21, Alternatives, and includes a full assessment of potential significant adverse impacts, measures to mitigate potential significant adverse environmental impacts, and consideration of the Lower Density Alternative's ability to meet the Project's purpose and need. The analysis concluded that: "While the Lower Density Alternative would result in a lower residential density than that of the Proposed Project, it would still meet the intended purpose and need of the Proposed Project: namely, the production of housing units, including affordable and supportive housing, and the effectuation of public realm benefits, including the approximately 4.4 acres of public open space included in the Proposed Project." (FEIS, Chapter 21, Alternatives)

Simultaneous with their affirmation of this GPP, ESD's Directors will be requested to make Findings for the Project pursuant to SEQRA, as set forth in the SEQRA Findings Statement and in the Resolutions annexed to the Directors memorandum.

IX. SECTION 14.09 OF THE STATE HISTORIC PRESERVATION ACT

As noted above, the Project Site is within the S/NRHP-eligible Creedmoor Psychiatric Center Historic District, which included individual buildings, as well as the landscape plan and copper-covered walkways that contribute to the character of the historic district. Implementation of the Project would require the demolition of most of the buildings and other improvements on the Project Site. All existing buildings on the Project Site, except for Building #70, which would be adaptively reused for housing subject to further feasibility study, would be demolished. Accordingly, ESD has consulted with OPRHP pursuant to Section 14.09 of the State Historic Preservation Act ("SHPA"). ESD finalized an Alternatives Analysis pursuant to SHPA in consultation with OPRHP between the Draft and Final EIS. OPRHP concurred with the Alternatives Analysis which concluded that there were no feasible and prudent alternatives to the proposed demolition. To address the significant adverse impact to historic architectural resources, ESD developed mitigation measures in consultation with OPRHP which have been stipulated in an amended Letter of Resolution.

X. NON-DISCRIMINATION AND CONTRACTOR AND SUPPLIER DIVERSITY REQUIREMENTS

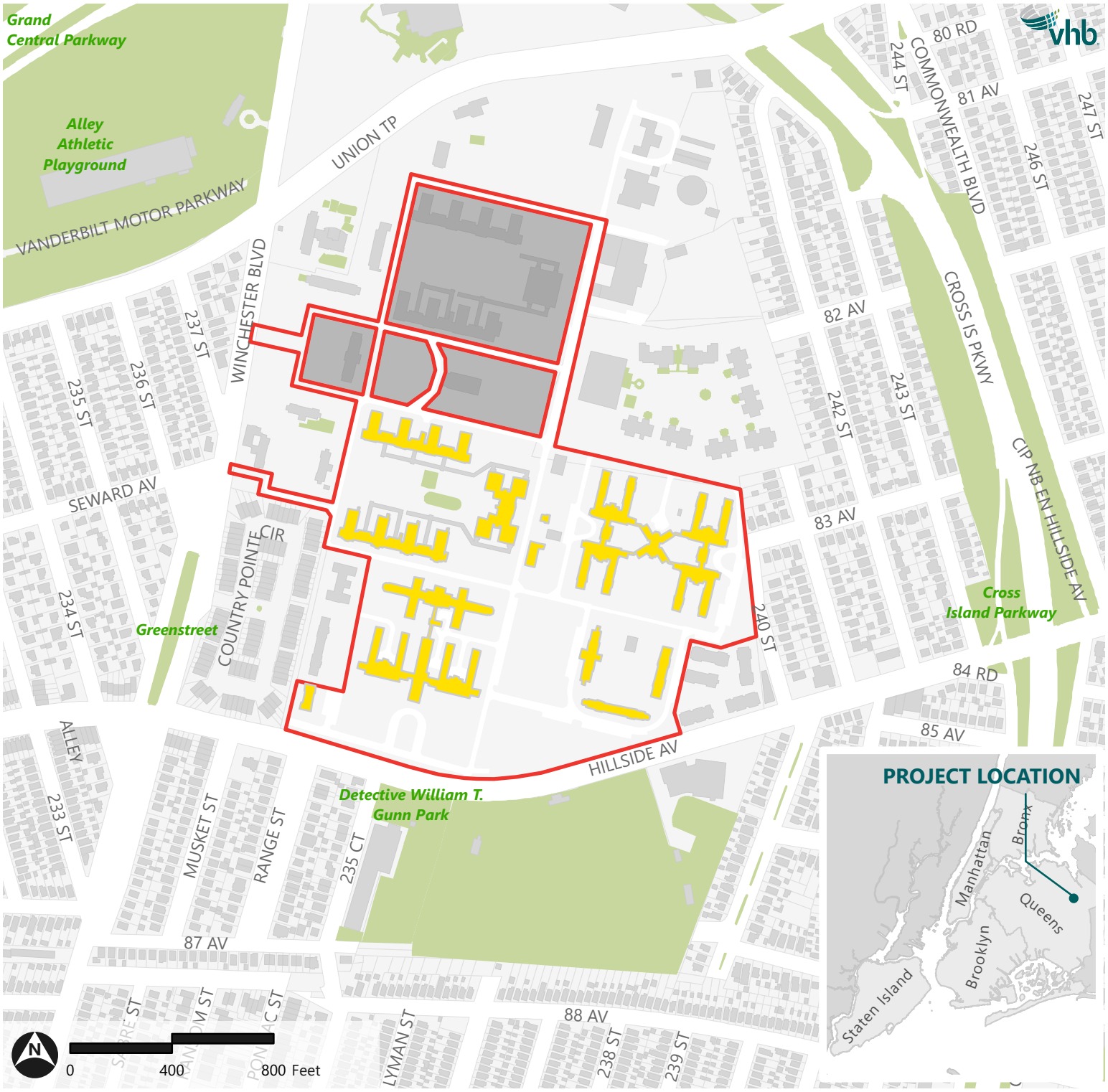
ESD's Non-Discrimination and Contractor and Supplier Diversity policies will apply to all portions of the Project Site, and the developer(s) for each phase will be required to solicit and utilize Minority and Woman-Owned Business Enterprises ("MWBE") and Service Disabled Veteran-Owned Businesses ("SDVOB") for any contractual opportunities generated in connection with the construction on each portion of the Project Site and to use Good Faith Efforts (pursuant to 5 NYCRR § 142.8 and 9 NYCRR § 252.2) to achieve an overall MWBE utilization goal in accordance with State MWBE policies in effect at the time of the execution of the development agreement for each phase of the Project.

Attachments

Exhibit A: Project Site Location and Existing Buildings Map

Exhibit B: Project Site Plan

Exhibit A: Project Site Location and Existing Buildings Map



Project Site

Existing Buildings in Project Site

Area Outside Project Site

Open Space

Source: Empire State Development, OMH, and VHB

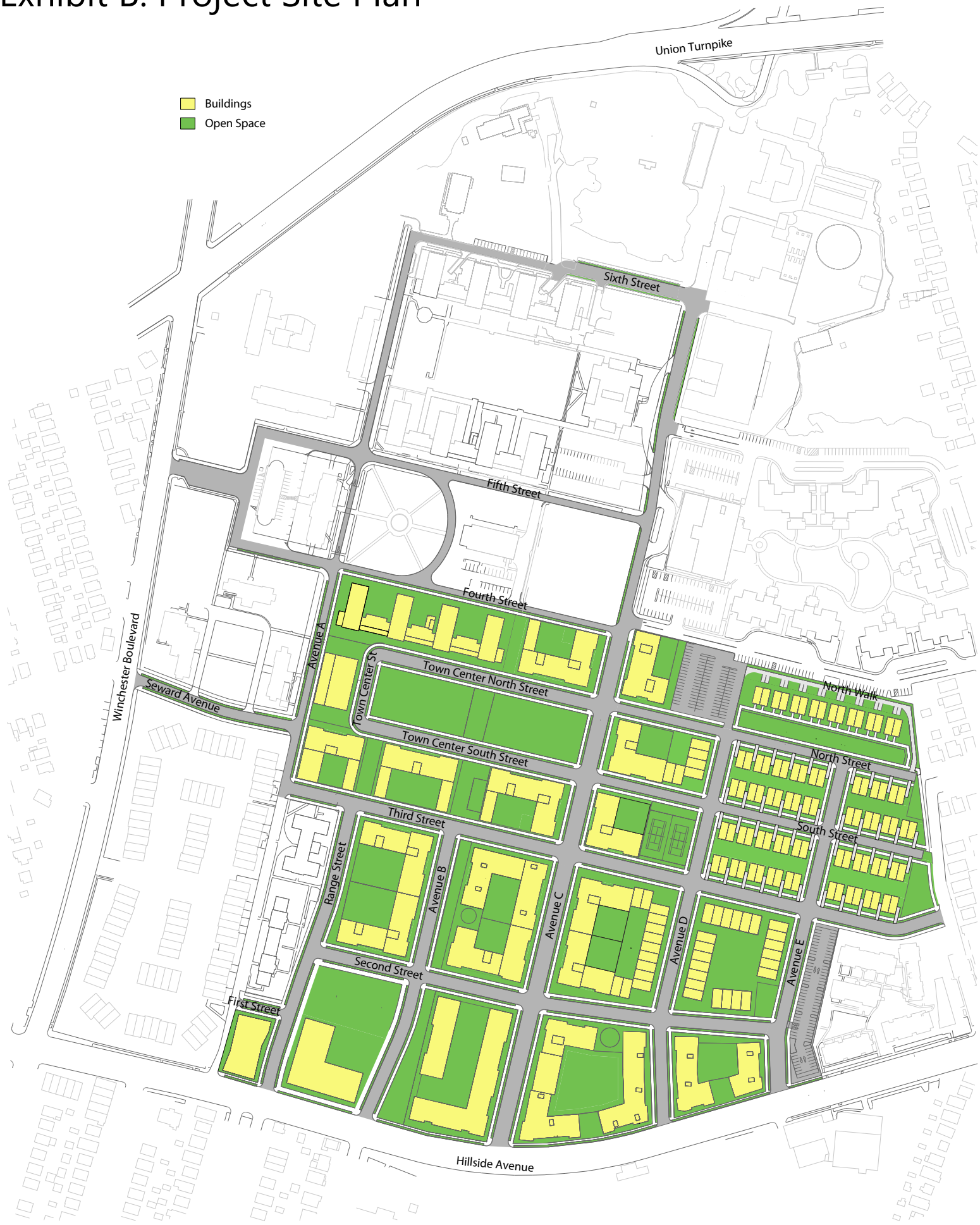



Exhibit B: Project Site Plan