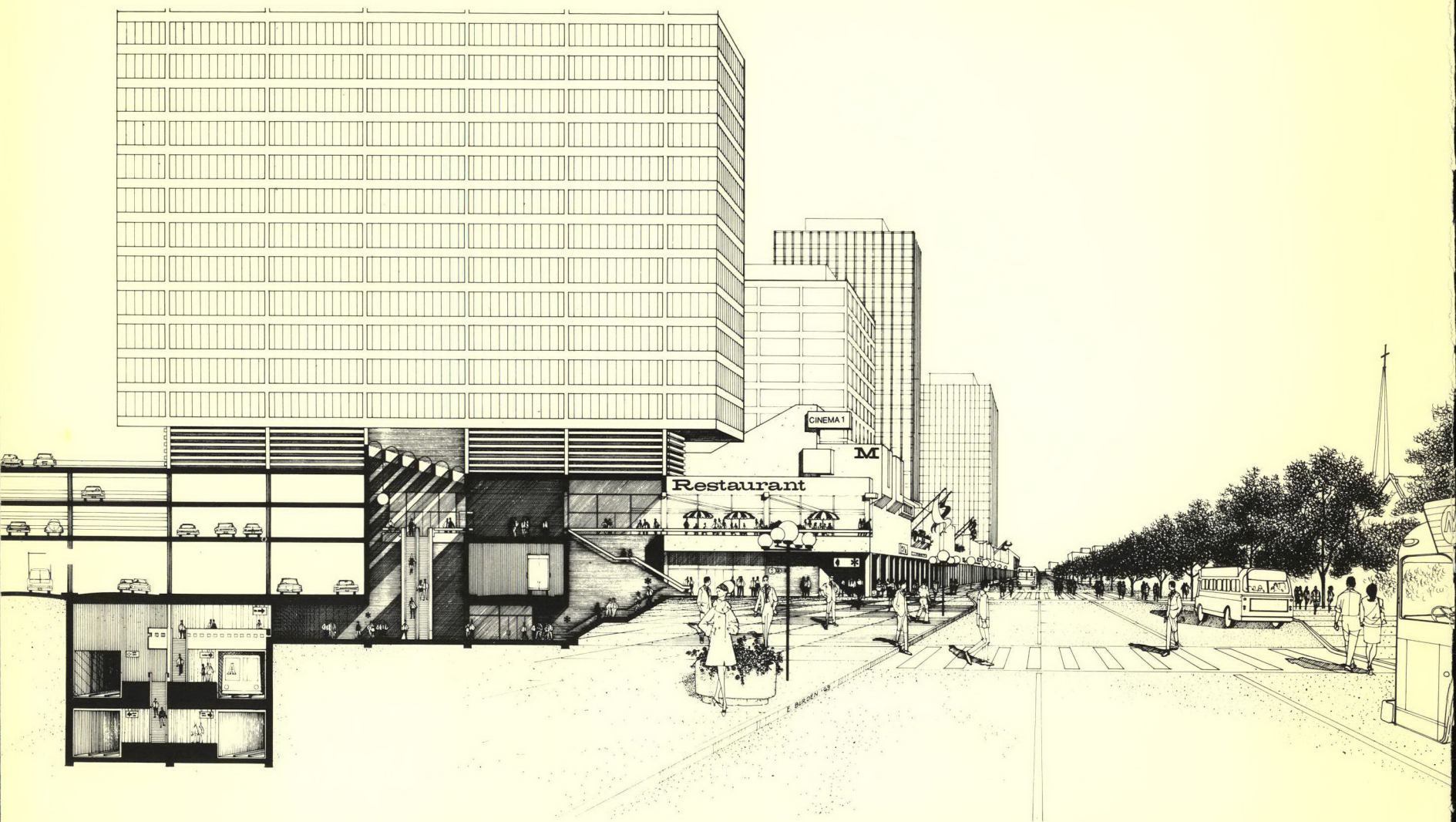


R PA
BOOKS
J

JAMAICA CENTER

1971



A PROGRESS REPORT

We have an ambitious mission—to bring together in central Jamaica many jobs, services and cultural opportunities to serve the residents of this part of the New York Metropolitan region.

When this non-profit Corporation was formed in 1967, Jamaica was suffering from decades of neglect. Like many older cities in the nation, growth and prosperity had bypassed it, occurring all around it but not within it. Jamaica had an additional problem. Located within New York City's boundaries, it lacked power to act in its own behalf even though the population it served numbered well over 2 million. It was curiously suffering from inclusion in the most dynamic urban metropolis in history. With the trends toward suburban growth, many people thought Jamaica was in an irreversible downward cycle.

That cycle has now been broken. We have found that the considerable resources of this great City and State can be brought to bear on large and logical objectives. Credit for this progress belongs to many individuals and agencies, especially those who organized this group and responded energetically to the Regional Plan Association's challenge that "Jamaica has tremendous potential to become a great subcenter" of commerce, education and culture, "if major steps are taken."

Many of those steps—summarized in this report—were taken by City and State agencies, who also responded enthusiastically to the challenge. Public investments scheduled for Jamaica now total over \$250 million. York College, the new subway, removal of the Elevated, the Civil Court and the Office Development District will anchor Jamaica, transform its image and attract the necessary private capital.

The personal interest of Mayor John V. Lindsay and the extra efforts of several public officials deserve special note: Donald H. Elliott, Chairman of the NYC Planning Commission has supported our objectives on all fronts; Dr. William Ronan, Chairman of the Metropolitan Transportation Authority has taken special care to meet our transportation needs in the State's overall plans; D. Kenneth Patton, Administrator of the NYC Economic Development Administration has sponsored Jamaica Center before the larger business community; and Dr. G. Andrew Maguire, the energetic Director of the Mayor's new office of Jamaica Planning and Development, successfully coordinated numerous City actions in behalf

of Jamaica. Queens Borough President Sidney Leviss supported our efforts and contributed significantly. These men have made possible a constructive partnership between this Corporation and government.

We have accomplished much. As 1971 begins, we are preparing to accomplish more. Under a broad and ambitious program with Regional Plan Association, made possible by a grant from the Fund for the City of New York which the Corporation matched, we will now move, with a fulltime professional staff, to follow up and safeguard the actions already initiated, and to undertake some strategic new tasks. The key to a successful Jamaica Center is office employment, the growing part of this nation's economy. The Corporation will continue to make widely known the unique advantages of Jamaica—its superior hub of public transportation which taps a huge labor pool, its nearby urban and suburban housing opportunities, its secure location. We believe the airlines and related industries will find efficiencies in Jamaica's proximity to JFK and La Guardia Airports and the planned rail service from Jamaica to JFK. Also, Jamaica can now attract large national companies seeking district headquarters or "back-office" facilities outside Manhattan. And we see a growing need for more local offices to provide the various services required by the large and prospering populations in Queens and Nassau. Bringing these jobs to Jamaica will clearly mean significant social as well as economic dividends for the public.

We will work to insure that new development will not impact Jamaica but will, in fact, alleviate the present circulation problems of vehicles and people. We will work for sensitive design and a high quality urban environment; Jamaica can become a prestige business address! We will help merchants who are displaced to remain in Jamaica. We will, if asked, support community programs to improve neighboring Southeast Queens, or other communities near Jamaica Center. Internally, the Corporation will broaden its base of financial support and work for wider representation; we will reflect community concerns in our search for regional status.

The tasks ahead and the Corporation's responsibilities to the public are great. We welcome the participation of those who wish to share the extraordinary excitement of building Jamaica Center.

Vincent M. Albanese
President
Greater Jamaica Development Corporation

PROGRESS TOWARD JAMAICA CENTER

PUBLIC COMMITMENTS

The Corporation determined early that a) basic public investments in Jamaica were essential if private capital was to rebuild it, and b) the magnitude of those public investments was necessarily great. Accordingly, the Corporation's first efforts have been focused on securing commitments for significant actions from all levels of government.

Many of the actions now committed to Jamaica were programmed public facilities which were scheduled to be built in some place. The Corporation stressed two arguments for locating the most appropriate of these facilities in Jamaica and for transportation improvements to serve them. First, Jamaica's assets—its location between Manhattan and growing suburbs, its centrality in the Borough, its huge transportation hub and accessibility to large numbers of people in the region, its present intense activity and "critical mass"—give it the potential to become a large, multi-purpose regional center; second, Jamaica's problems reflected in old buildings, changing social conditions and shabby appearance, could not be allowed to continue their debilitating effects on Queens and the City.

Jamaica has been the traditional downtown for much of Long Island for many years. But significant new growth in this sector of the region is the most important reason for its potential. This growth which has spread across Queens and Nassau in typical suburban fashion, pervasive and undifferentiated, needs a virile and dominant urban "heart" where people can easily come together and where specialized items and ideas can be readily exchanged.

The concept of the regional center has been advanced by Regional Plan Association. In the report *Jamaica Center*, which the Corporation co-sponsored, RPA emphasized the need for clustering many urban activities, or "planned proximity," and people's preference for engaging in several activities while on a single trip. "Because a center, traditional as it is, *expands choice and convenience*, it is still the most dynamic and worthwhile place for many major activities of this urbanizing region to locate."

Attracting and accommodating such a cluster of region-serving facilities in Jamaica clearly requires many actions, including provision of sufficient land at the right price and time, zoning adjustments and the support of public agencies.

We are working hard, with some notable successes, to achieve these achievable objectives. The City and State governments have both taken big steps to build Jamaica Center. Several of these secured commitments—some short-range and some in the future—are discussed here: York College; a new subway line with two stations; removal of the antiquated, blighting elevated transit line from the main street; rail service to JFK International Airport; a new and renovated family court complex; a civil court building; a district where public power will be used to assemble land for pri-

PUBLIC INVESTMENTS IN JAMAICA CENTER

Recent and Scheduled as of Dec. 1970

PROJECT	ESTIMATE (in \$ millions)
Transportation	
Subway, Route 131-D	112.0
Subway, Route 133; removal of EI	20.0
LIR Station and Vicinity improvements	13.0
JFK Rail, Jamaica Spur	20.0
Parking Garage	.7
Parking Garage	1.9
Total	\$167.6
Institutions	
Family Court	6.0
Civil Court	35.0
York College, phase I	62.0
Total	\$103.0
Grand Total	\$270.6

vate office development. Some of the reactions from the private sector are discussed later.

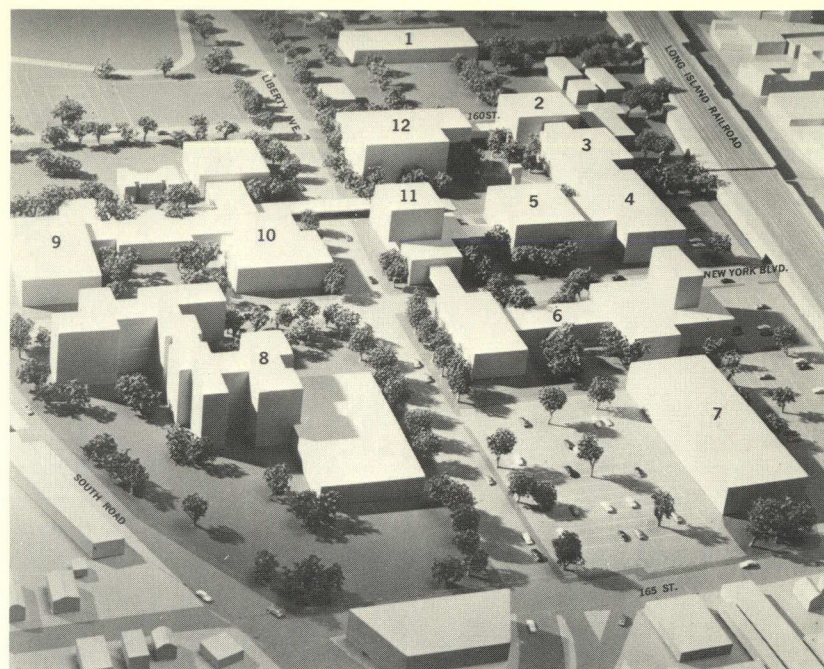
The Mayor's commitment to Jamaica Center is reflected in the **Office of Jamaica Planning and Development** which he established here in February, 1969 as a branch of the Office of the Mayor.* There are three other such special offices in the City, including Midtown and Lower Manhattan. OJPD's staff of 13 persons is aggressive, competent and able to act quickly. It will soon be enlarged and the operating budget will be substantially increased.

YORK COLLEGE

Importance of the College. York, a four-year liberal arts college of the City University was founded in 1966 and will be built on a 50-acre site in Jamaica. It will be among the most important elements in Jamaica Center. To meet the unique challenge in Jamaica, York will, as its Bulletin states, help "reverse the trends which have brought physical and social blight to an important area in the most important City in America."

York's curriculum will offer a special Teacher Preparation Program to train educators for a new role in a changing urban environment. It is already actively involved in teacher-education programs in elementary schools in Southeast Queens. The College will "develop educational programs that go beyond the academic—the social, cultural, adult and community programs which make a college a vital contributing part of its environment." The potential of the College goes beyond its particular relevance to the local community. As part of the urban Center it will eventually supply—and gain—specialized services in business, health and culture. It will have the great opportunity to bring the residents of the City, who are increasingly Black and Puerto Rican, into the nation's economic mainstream, which is increasingly office employment. York will be a place where ideas are evolved and experiences are shared. Its presence will make possible an adjacent medical center and hospital of high quality. It can be a powerful regenerative force.

Status. York's Center for Community and Urban Affairs is in operation in Jamaica. It offers a counselling service for local residents, SEEK recruiting, and admissions information. All parcels but one—the Brooklyn Union gas holder—have been acquired on the Jamaica site. By the fall of 1971 York expects to have facilities in Jamaica to accommodate most of its students. By then, a large existing building (formerly Montgomery Ward) is expected to be renovated and ready for occupancy; a new science and social science building has been authorized for construction on the permanent site. Ground-breaking is planned in early 1971. The College has made arrangements with the nearby YMCA for temporary use of its gymnasium and with the Jamaica Jewish Center which will be renovated for joint use.



The York College Master Plan calls for a campus that will "... assert its actual and symbolic importance, but not be so massive as to lose warmth, humanness and community-relatedness; be unequivocally urban and efficient, particularly in its relation to mass transportation facilities and business district activities, but not to the extent of sacrificing its relation to the residential communities to the South..." The model shows (1) science building, to be constructed in 1971, (2) education building, (3) social sciences, (4) humanities, (5) library, (6) fine arts building and theatre, (7) parking, (8) future development, (9) auditorium, (10) physical education, (11) administration, and (12) natural sciences and mathematics building.

YORK COLLEGE

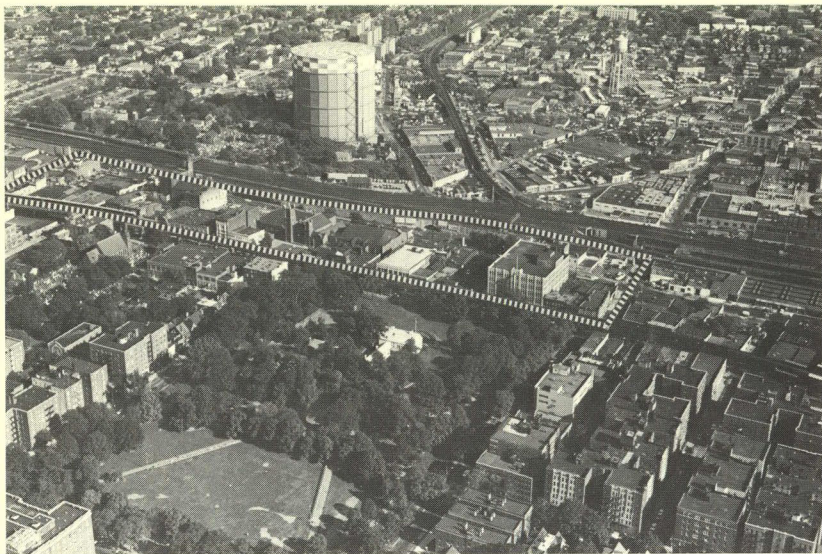
Project Costs and Schedule

	Gross Square Feet	Estimated Construction Costs building and site	Scheduled Construction Dates 1972-73	1974-75
Administration Student Center	144,828	\$ 7,105,000	\$ 7,105,000	
Library, Humanities, Social Science, Education, Seek, Instructional Resources and Student Center	469,774	22,188,900	22,188,900	
Natural Science and Mathematics	284,624	14,982,300	14,982,300	
Fine Arts—Theatre	119,752	6,760,700	6,760,700	
Auditorium	38,775	2,125,800	2,125,800	
Physical Education	137,962	6,677,200	6,677,200	
Total Classroom Space	1,195,715			
Bridge		720,000		720,000
Garage, (250 cars)	226,080	246,000*		246,000
Dormitories, Commons	282,580	276,000*		276,000
Garage	97,920			
Athletics: Tennis Courts, (6) Fields, (2 acres)				
Athletics: Tennis Courts, (9) Fields, (5 acres)		599,000		599,000
Parking, (350 cars)		475,000		475,000
Paving—Planting, (3 acres)		270,000		270,000
		\$62,425,900*	\$59,839,900	\$ 2,586,000

*Cost of garages and dormitories not included in total, since source of financing is indeterminate.

Source: York College Master Plan.

*The Executive Order establishing OJPD and defining its functions is printed at the end of this report.



The 10-acre Office Development District lies between the Long Island Railroad and Jamaica Avenue, and faces King Park (foreground). A new subway line and station will be built along the railroad, under Archer Avenue, and York College is being built on a 50-acre site just beyond the railroad, which includes the large gas tank, to be removed. This view is looking south. The major retail district is to the left.



The removal of the antiquated Jamaica Avenue Elevated, which blights the most active and important street in Jamaica Center, is now a certainty.

THE OFFICE DEVELOPMENT DISTRICT

Until recently City government has had no locations to offer large companies or developers of office space who were seeking sites outside Manhattan. Suburbia has been the only alternative.

Now, in Jamaica Center, the City will use its powers to quickly assemble land in a key location and its credit to lease that land on a favorable non-profit, long-term basis to developers of large-scale, high quality office space. The NYC Economic Development Administration is marketing the land in the Office Development District.

The District has ten acres and is located around a future two service, four track subway station. It is on the main shopping street and a 5 minute walk from the heart of the retail district. Zoning will be changed to allow flexible development approaches and greater building bulk. The District was officially designated in late 1969 and the City will take title soon to the first large block.

The Corporation's consultants worked with City agencies to secure the designation for the District and to commit the City's administrative and fiscal resources to carrying out its redevelopment.

THE CIVIL COURT

Queens' Civil Court facilities, which are heavily-loaded and scattered in several places and unsatisfactory structures, will be concentrated in a new building on Sutphin Boulevard. This location will put this court adjacent to the Civil Term of the Supreme Court, the Surrogate Court and the County Clerk. The City Register may be relocated to the new building from its present quarters on Jamaica Avenue.

This will then constitute a complex of civil litigation facilities which will be highly accessible to the public via bus, subway and automobile and will be conveniently near the cluster of title companies which augment the activities of the courts. Also, the Court will be in a commercial area that supplies it with many of its cases.

The Corporation commissioned the study which was the basis for selecting this location and rejecting a previously-considered site in Kew Gardens.

The building's space program is not yet specified, but the Corporation will be urging provision of underground parking—for the justices and the public—to meet the needs of both the new facilities and the existing courthouse.

The new Civil Court is urgently needed and long overdue. The Corporation is therefore exploring the feasibility of a role for the new State Urban Development Corporation in the building's design and construction. If this approach appears to be more satisfactory than past methods, we will urge the City and UDC to reach an agreement and proceed forthwith.

NEW PUBLIC TRANSPORTATION

The Metropolitan Transportation Authority has made substantial progress toward improving and increasing public transportation to serve Jamaica Center.

Electrification of sections of the Long Island Railroad is proceeding; speeds on trains from Nassau and Suffolk Counties to Jamaica will be increased and the capacity of Jamaica Station will be enlarged.

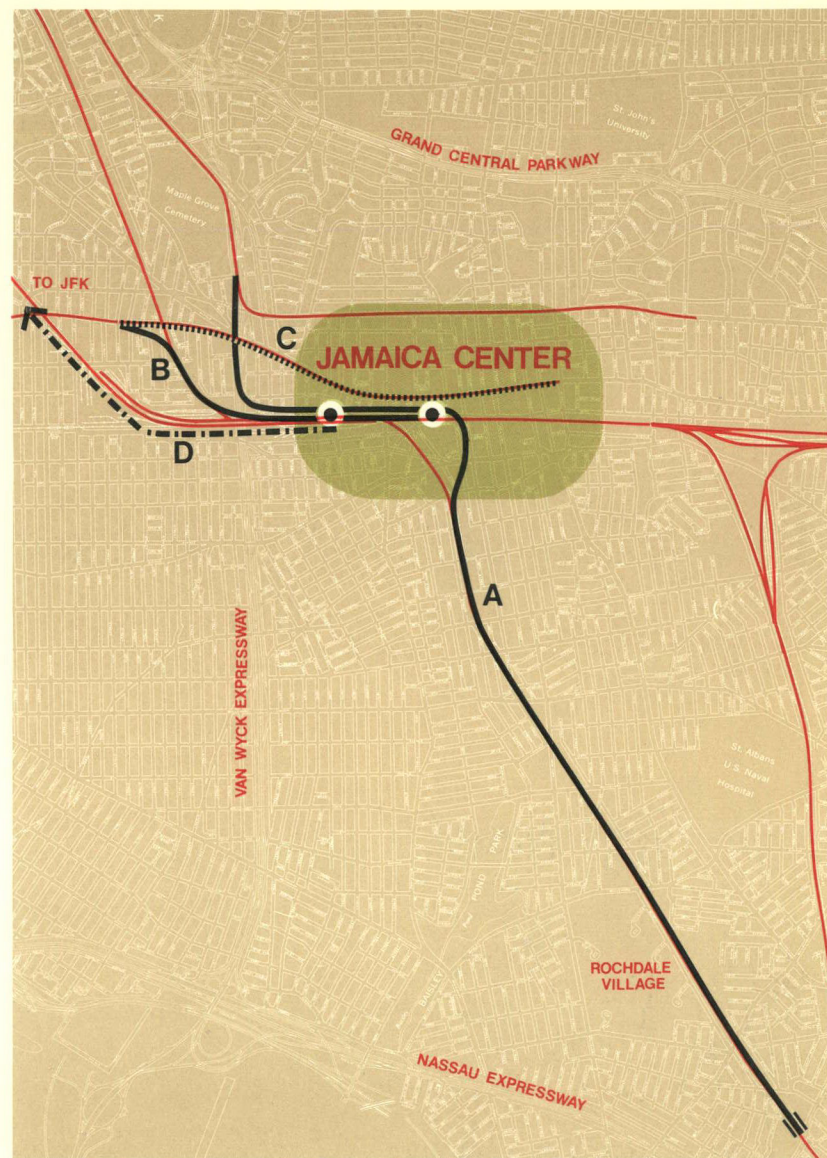
Approvals have been secured for the two new subway routes, for the route of the JFK Airport service, and for the removal of the Jamaica Avenue Elevated. Funds for the new subway lines are approved and available, and funds for the airport service will be sought from the State Legislature in early 1971.

Jamaica's accessibility, already exceptional, will be increased by three major actions scheduled by MTA:

The Southeast Queens Line (Route 131-D), an extension of the IND Queens Boulevard services, will run southward under the Van Wyck Expressway, eastward under Archer Avenue to Jamaica Center (with a station in the Office Development District), then southward to Springfield Boulevard in the existing LIR Atlantic Division right-of-way. Design of a section in Jamaica Center is virtually complete and construction may begin in 1971. Design of other sections will begin soon and some construction there could begin in 1972.

The Jamaica Avenue Line and Elevated Removal (Route 133) will route the BMT service onto the LIR right-of-way at about 127th Street, then ramp down near 91st Avenue into Archer Avenue to join the underground Southeast Queens Line there and terminate at the Twombly Place station, which will have four tracks. The elevated structure in Jamaica Avenue east of 127th Street will be removed. Engineering design is underway for this important connection. The removal of the blighting EI from Jamaica Center is now a certainty. There are solid commitments to insure it. The Corporation is working to explore the feasibility of removing it at the earliest possible moment.

The JFK Airport Service, Jamaica Spur will run westward on LIR tracks from the Main Station at Sutphin Boulevard, curve south in a tunnel under Forest Park and onto the abandoned tracks of the Rockaway branch. This section has been under design since September, 1970 by consultants to MTA. The Port Authority is designing the service within the airport proper. Residents from many parts of Long Island will be able to take the LIR to Jamaica Station and change there for an airport train. Target for completion of the service is 1974.



The Metropolitan Transportation Authority's city-wide transit program will improve Jamaica's accessibility and its image. A new IND subway line to Southeast Queens (A) will serve Jamaica Center directly, with two stations. A new tunnel for the BMT (B) will retain the service in Jamaica Center and allow the Elevated section east of 127th Street, (C) to be removed. A LIR train will run from Jamaica Station to JFK International Airport, (D).

UNUSED DELIVERY CAPACITY OF PUBLIC TRANSPORTATION SERVING JAMAICA CENTER

Service	Persons Per (Peak) Hour	
	1970	1976
Subway	45,000	86,000
Bus	4,600	4,600 ¹
L.I. Railroad	9,000	9,000
Total	58,600	99,600

¹Some reduction in bus service could be made possible by new subway lines.

THE PRIVATE SECTOR'S RESPONSE

The positive actions and substantial investments of government are making Jamaica a place where business not only can be secure, but a place where business wants to be. Momentum is building up. The promise of a new and better environment here is becoming clear to the private sector.

Three major private projects are now underway. The **Telephone Company's headquarters** for Queens is being constructed; the parking structure of the **Gertz-Allied complex** is under construction; the site for the **Helmsley-Spear tower** is being assembled by the City.

Together, these developments are expected to provide about 3,500 office jobs in about .9 million square feet of floor space. An equal number of supporting jobs may be created or attracted to Jamaica by these projects or, if they already exist, sustained by them.



NEW YORK TELEPHONE COMPANY

The Queens headquarters of the Telephone Company will occupy a building of 154,000 square feet which is under construction on a site at Merrick Boulevard and 88th Avenue. About 1,000 employees will work in this building, which will anchor the commercial district on the north. About 200 parking spaces for employees and for short-term commercial use will be provided in an underground level and in two levels of an attached garage.

Ground-breaking took place in the summer of 1970 and occupancy is expected by early 1972. Estimated construction costs are \$6 million.



GERTZ-ALLIED COMPLEX

Garage. A self-park public garage is now under construction on a large site adjacent to Gertz Department Store. The garage will have 730 short-term and long-term spaces and will accommodate spaces displaced from the York College site. Completion date is scheduled for fall, 1971. Estimated cost is \$2 million. Demolition of structures began in June, 1970; a local contractor was awarded the demolition contract.

Office and Retail. A building with 250,000 square feet of office space and 30,000 square feet of ground-floor shops will also be constructed on this site and connected to the parking garage. Estimated cost will be \$9 million.

HELMSLEY-SPEAR TOWER

A large tower on a key two-and-a-half acre site will be the first action in the Office Development District. A project of Helmsley-Spear, Inc., the building is expected to contain 500,000 square feet, or about 2,000 workers, and include some retail space and parking. It may be 20 floors in height.

The site is between the future subway station and the major retail area, and it is just north of the York College campus. In such a strategic location, this large tower by this prominent developer will be a prestigious asset for Jamaica Center.

PROGRESS: PUBLIC AND PRIVATE DEVELOPMENT

Twelve major actions and commitments toward building Jamaica Center have occurred since concerted efforts were begun by the Corporation and the Jamaica Chamber of Commerce in cooperation with several City and State agencies.

Commercial

1. Telephone Company Office Building*
2. Gertz-Allied Complex**
3. Helmsley-Spear Tower***
4. Office Development District designation*

Institutional

5. Civil Court***
6. Family Court*
7. York College**

Transportation

8. IND-BMT Subway and Stations**
9. Removal of Jamaica Ave. Elevated***
10. JFK Airport Service***
11. Parking Garage*
12. Parking Garage**

*completed
**in progress
***scheduled



PROGRESS: PUBLIC AND PRIVATE DEVELOPMENT

PRIORITY ACTIONS

The Corporation's ambitions exceed these initial achievements which are important forward steps but which are clearly only the beginning ones.

We want to make Jamaica Center much more *diverse*, to provide here the widest possible range of goods and services so that people can arrive and accomplish — on one trip — several things.

We want to make it a *large enough* place to attract enough people to support high-quality, specialized enterprises in addition to more general activities.

At the same time, the Center must be *compact* so that a maximum number of places can be reached on foot, once people have arrived here by car or bus or subway.

We must make it more *convenient to reach* especially by automobile and bus, and more *pleasant* to get around it, especially by foot.

We want it to be *an interesting and exciting place* to be in — by adding distinctive and recognizable new activities and structures and by preserving important old ones.

Toward these ends, the Corporation is now pursuing several other possibilities for Jamaica Center. Four actions of particular importance at this time are discussed below.

1. Retail Complex

The plan is to redevelop areas of central Jamaica which are less than viable in their present uses and which do not contain important retail activities. For example, new office buildings are not encouraged in the strong shopping area east of 160th Street; York College is being built on an area generally comprised of parking lots and junk yards.

Nevertheless, some displacement of retailers is inevitable. The Corporation and Chamber of Commerce have a special obligation to help these merchants remain in Jamaica Center if they wish. The Corporation and the Mayor's Office of Jamaica Planning and Development are thus working to provide a relocation resource for retailers who must be moved from sites most appropriate for new development in Jamaica Center.

The idea is to develop a large complex that can be subdivided internally for different space needs and that provides more parking than the shops could provide individually. This parking might be on the roof of the facility.

One possibility is a private complex, perhaps cooperatively owned and managed by the merchants who occupy the space. Another is a City-owned facility built on a municipal parking lot, with the parking replaced beneath or on the roof of the shops. There are several undeveloped sites sufficiently large and well-located within Jamaica Center for such a complex.

The feasibility of the idea will be studied by experienced professionals and the affected merchants will be consulted on the conclusions.

2. Office Development District

The District, ten acres in size, has been designated by the City for major redevelopment. The City may use its powers a) to assemble and lease land to assist in the private redevelopment process, and b) to insure proper layout of the subway station and make possible street and other public improvements.

The Corporation's objective is to have at least 3 million square feet of office space constructed there in the next five to ten years. This is 12,000 to 15,000 office jobs. The first half-million square feet will be constructed by Helmsley-Spear. The market for office space in the Long Island sector of the metropolitan region is substantial now and continues to grow. To date, Jamaica has attracted little of that market. Office buildings are being scattered randomly in Long Island, often impacting suburbs, creating highway demands that cannot be met and exacerbating social problems. Concentrating office jobs in Jamaica Center around its transit hub where low, middle and high-income people can reach them is clearly superior — environmentally and socially — to scatteration. The suburbs' "image" is much more appealing than Jamaica's. But with the construction of York College (which will clear 50 acres of blighted land) the removal of the EI, and with other new structures, Jamaica's image will be transformed.

The District's location is superior. It is near the main shopping district, the LIR main station and King Park; it is atop a future subway station and adjacent to York's new campus. The EI's removal will increase its attractiveness and expose it to King Park and lovely old Grace Church.

It is bounded by Jamaica and Archer Avenues, 150th and 160th Streets. The subway station will be located under Archer Avenue, from Twombly Place to the present 152nd Street. To create three large superblocks for development, two short discontinuous streets may be closed — 152nd Street and Standard Place — and 153rd Street may be extended southward to Archer Avenue. Other proposed street improvements include the straightening and widening of Archer Avenue as the subway is constructed. In the immediate future the former Montgomery Ward building will be used by York College and excluded from redevelopment.

Parking requirements in the District are expected to be one space per 2,000 square feet of floor space; above-ground structures will be allowed and the Corporation will urge that the air-rights over Archer Avenue be made available for parking facilities, if needed and feasible.

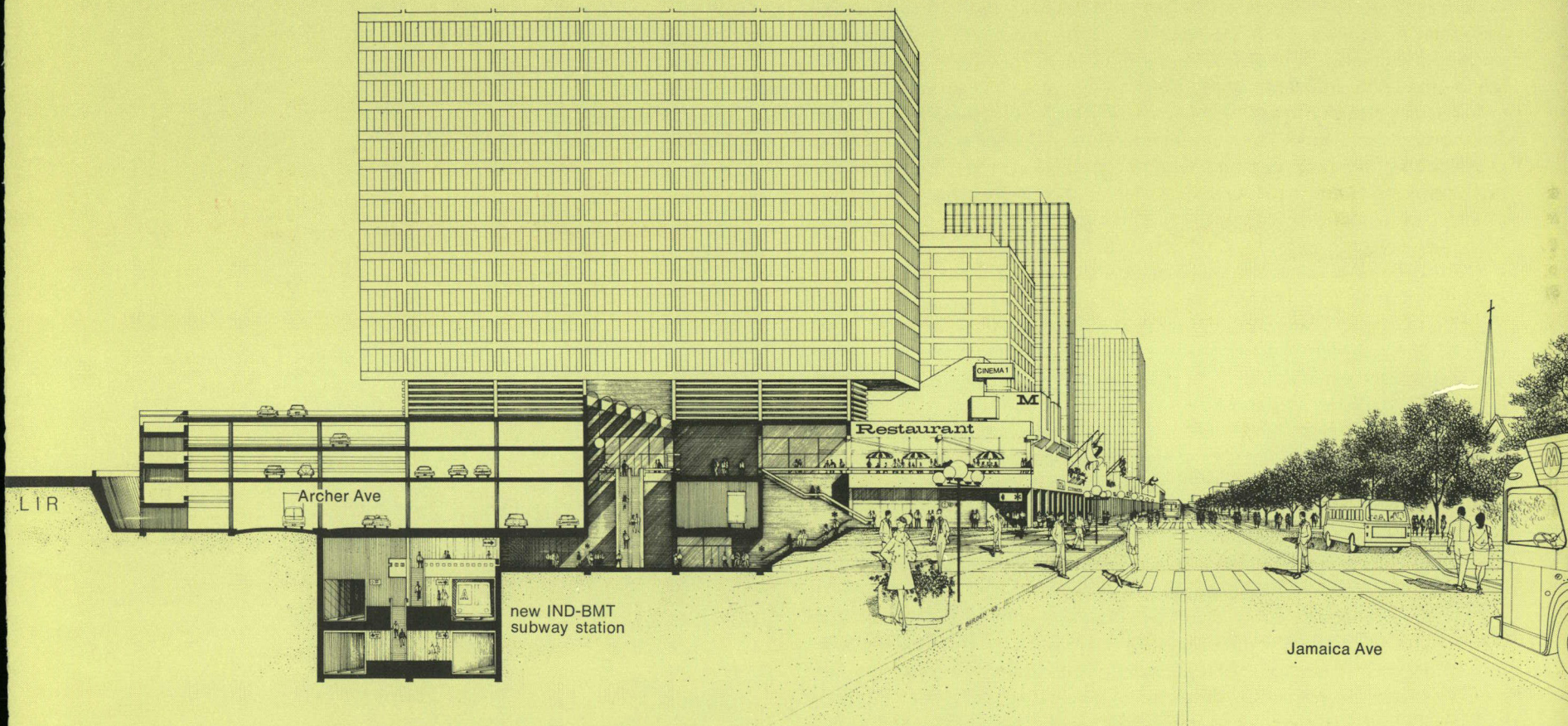
Present land values in the District allow large-scale office development with annual rentals of \$2 to \$3 per square foot less than in Manhattan.

Land can be speedily assembled in the District. In Brooklyn Center, a similar area was approved by the Board of Estimate in September, 1970; the lease with the developer was signed two months later and the City will take title to the site in early 1971 — less than six months after designation. The Corporation will be helping the City to continue this pace in Jamaica Center.

EXPECTED GAINS OFFICE JOBS IN OFFICE BUILDINGS Long Island 1965 to 1985

	Total	Headquarter and Middle-Market	Local
Queens	38,600**	25,000**	13,600**
Brooklyn	29,000	25,000**	4,000
Nassau	30,000	14,300**	15,700
Suffolk	42,500	4,500	38,000
Total	140,100	68,800	71,300

**Candidates for Jamaica Center
Source: Regional Plan Association



The Office Development District, shown above as it might be built, is at the hub of a varied, extensive and improving public transportation network which serves a large pool of clerical labor, including over 100,000 women between the ages of 35 and 65 who live within a 20-minute trip. Many of these are housewives who may wish to return to work and who could be attracted by the short trip to Jamaica.

The resident population within a 30-minute drive of Jamaica is larger than the populations of several metropolitan areas in the nation and clearly can support a great office complex:

Jamaica, 30-minute catchment	2,000,000 people
Baltimore SMSA	1,980,000 people
Houston SMSA	1,867,000 people
Minneapolis-St. Paul SMSA	1,677,000 people
Dallas SMSA	1,459,000 people
Cincinnati SMSA	1,370,000 people

3. A University Medical Center

Queens has serious deficiencies in medical facilities that are well-known and long-lamented. For its growing population, Queens has now about 3 general care hospital beds per 1,000 residents; by contrast, Brooklyn — with a declining population — has over 4 beds per thousand. Of the 22 hospitals in Queens, 10 are proprietary (privately owned and profit-making), 10 are voluntary and 2 are municipal institutions. The 2 municipal hospitals have a total of 2,150 beds; Brooklyn has 4 municipal hospitals and a Veterans Hospital with a total of 4,762 beds.

In hospital care, large size is often a requisite for high quality — a wide range of services and specialized equipment require a large supporting patient population. In Queens, the largest voluntary hospital is 324 beds, too small to provide complete services. Both municipal hospitals are large, but Queens Hospital Center, with 1,215 beds, is very old and its facilities must be substantially replaced.

The City's Health Services Administration has begun a study to evaluate the costs and benefits of rebuilding Queens Hospital Center on its present site, 164th Street and Grand Central Parkway, compared to creating a completely new complex in Jamaica on a site adjacent to York College, which the City Planning Commission has recommended. Capital costs are expected to be \$100 million to \$150 million.

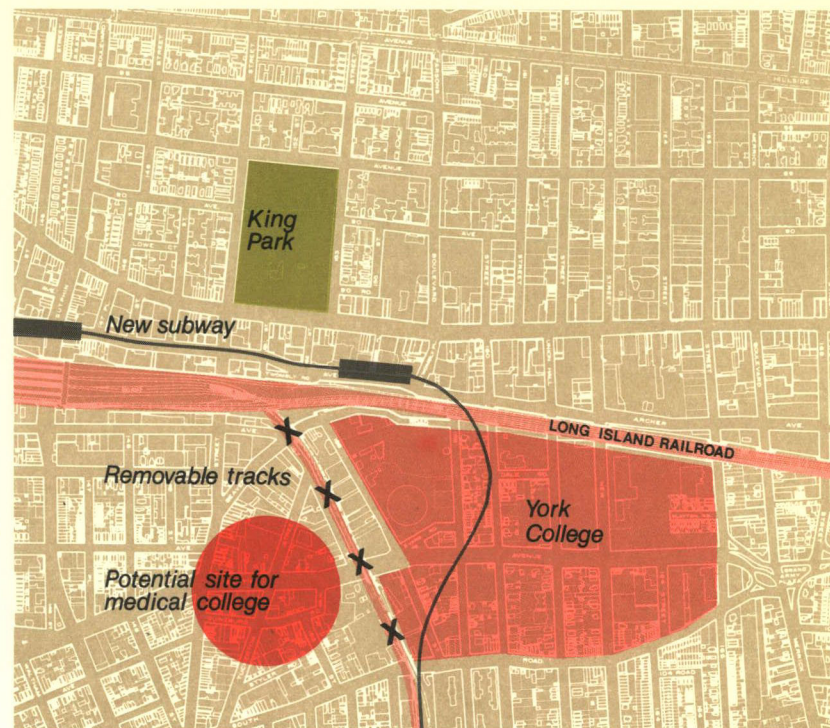
The Corporation supports the Jamaica site and will ask the City to consider carefully the several special advantages which proximity to York College would offer in the creation of a large medical center of high quality. Chief among the advantages is that with such close proximity, the College and the Hospital complex could substantially benefit each other in the sharing of staff and services.

The long range opportunity is to build such a nucleus into a complete medical school. The three states of New York, New Jersey and Connecticut graduated about 1,200 doctors in 1969, or one per 24,000 residents. To maintain this ratio, the three states must graduate about 540 more doctors per year by the year 2000. This could mean the need for five to six new medical schools, or for two to three if, say, half the demand were met by expansion of existing schools.

The four counties of Long Island will contain about 20 percent of the three states' population by the year 2000. To produce a proportional share of medical graduates (about 360 per year), three to four medical schools would be required. At present there is one medical school on Long Island — Downstate, in Brooklyn — and another at Stony Brook is planned. Both are State University responsibilities.

Lacking a medical school for its 2 million residents, Queens' level of health care suffers accordingly. But now there may be a unique opportunity to provide one in Jamaica. This opportunity, although long range, deserves to be weighed heavily in comparing the sites.

Other advantages of Jamaica will be stressed by the Corporation: its exceptional accessibility which means large numbers of people can easily reach it (the present site of Queens Hospital Center is quite inaccessible); the positive regenerative impact which a large facility would make on the Jamaica site's commercial and institutional environs (the Hospital's present site is in residential environs); the prospects for federal assumption of land acquisition and tenant relocation costs by



The Corporation is exploring the feasibility of a major medical facility in Jamaica Center, perhaps on a site near York College (suggested previously by Regional Plan Association and the NYC Department of City Planning), where the two institutions would benefit each other, be on the new subway line, be convenient to a large population and be near a community which needs them.

Eliminating the 2000 foot section of divisive Long Island Railroad trackage between the sites might be possible with some adjustments in commuter train routes.

Hospitals which are affiliated with medical schools can generally provide their patients with better medical care than those which are not affiliated. Only two of Queens' hospitals — with less than 10% of the Borough's beds — are presently affiliated with medical schools. When Queens Hospital Center affiliates with SUNY, this percentage will go up to 18.8% — still far below the other large Boroughs.

MEDICAL SCHOOLS AND HOSPITAL BEDS BY BOROUGH — 1970

Borough	Medical Schools in Borough	All Hospital Beds in Borough	Beds in Hospital Affiliated with Medical Schools	
			number	percent
Manhattan	5	24,537	13,511	55.1
Bronx	1	7,757	3,889	50.1
Brooklyn	1	14,809	7,509	50.7
Queens	0	12,769	1,242*	9.7*
Richmond	0	1,581	—	0.0
Total, N.Y.C.	7	61,453	26,151	42.6

*Does not include Queens Hospital Center's pending affiliation with SUNY at Stony Brook.

SOURCES: Health and Hospital Planning Council of Southern New York, Regional Plan Association.

extending the York College urban renewal designation, and the potential credit to the City for the capital costs of new medical facilities.

An important locational factor is the need for accessible hospital services for southern Queens and eastern Brooklyn whose residents cannot easily reach the present site of Queens Hospital Center. And locally, Southeast Queens critically needs more and better health care.

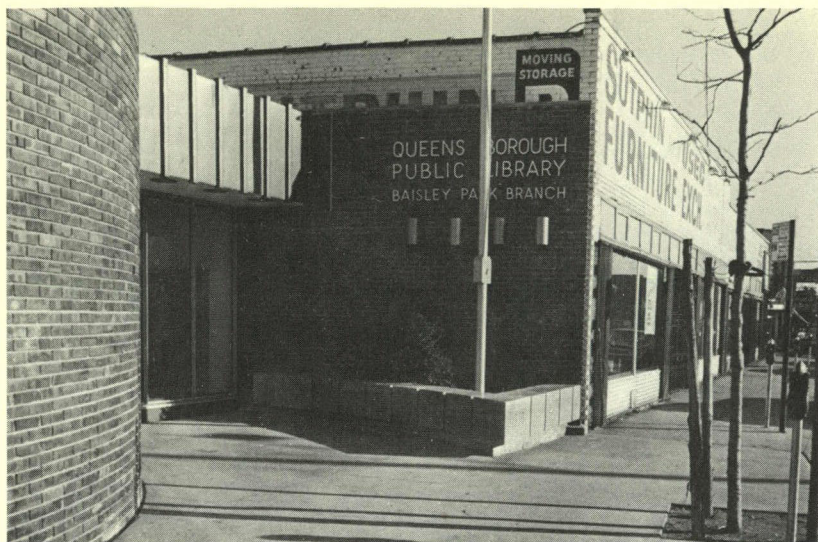
4. Long Island Railroad Adjustments and Track Removal

The LIR's service from Jamaica Station to southern Long Island is presently along two routes through Southeast Queens, the Atlantic Division and the Montauk Division, which merge at Laurelton.

The Atlantic Division's right-of-way from South Road to Springfield Boulevard will have tracks added for use by the new IND subway service after it emerges from a tunnel under the York College site. LIR trains will then not stop in this section and the stations there will be eliminated. Given this, the Corporation is studying the possibility of routing all LIR commuter trains over the Montauk Division line by adding one or two tracks in that right-of-way between the main line and Laurelton. This section traverses an industrial area and the right-of-way is quite wide. If this is feasible, it would allow the use of the Atlantic Division line, which passes through a residential area, exclusively for subway service and would eliminate the need for additional tracks there. It would also allow the removal of about 2,000 feet of elevated trackage from the western border of the York College site, where the medical complex could best be accommodated and where an extension of Atlantic Avenue may be desirable.

These adjustments would have the operational transportation benefit of separating fast-moving, non-local commuter trains from the slower subways serving the Southeast Queens community. The benefits to the residential area would be the reduced disruption for subway track installation and the fewer trains passing through. Jamaica Center and York College would be improved significantly by the removal of the divisive, unsightly trackage that separates two key areas which need to be united physically and developed contiguously.

For these reasons, the Corporation will be further studying the feasibility of this important matter and discussing it with the Metropolitan Transportation Authority.



CHANGES AROUND JAMAICA CENTER

SOUTHEAST QUEENS

The Southeast Queens community nearest Jamaica Center will have substantial public improvements during the next few years. Under a comprehensive program for physical improvements for this area of 85,000 people, the City has to date committed about \$7.2 million for 2000 additional school places, \$3.0 million for recreation, \$.6 million for health facilities, \$2 million for a branch library and a police station, \$22 million for sewers, and \$2.6 million for streets—a total of over \$37 million for basic residence-supporting facilities. The library and police station are nearing completion; the two schools will be under construction in 1971; the target for getting all projects underway is 1973. In addition, the Office of Jamaica Planning and Development has consulted the community's residents on the construction of about 1500 units of new housing to cost about \$45 million, on 8 small scattered sites. Public hearings on acquiring the sites will be held in early 1971.

Along with the new subway service, York College and Jamaica Center's employment opportunities, these improvements could halt the deterioration of this part of Southeast Queens, where 85% of the population is black and well over half the housing stock is owner-occupied.

HILLCREST HIGH SCHOOL

This new City high school is under construction on a site at Hillside Avenue and Parsons Boulevard. It will accommodate 3,200 students when it opens in September, 1971. Just completed on the same site is an elementary school, P.S. 86, for about 1,000 students; it opened in September, 1970. The costs for the two schools will be about \$14 million.

THE PLAN

The plan is to improve downtown Jamaica and to rebuild major portions of it with private capital. It is based on public investments which are committed and scheduled for Jamaica—\$160 million for transportation and \$100 million for institutions—and on official public actions—many of which have taken place in the process of preparing this plan—to encourage the rebuilding. The plan is not a blueprint, but rather a set of guiding policies and a suggested physical frame-work for insuring compatible and cohesive development and a rational staging of it. Jamaica is becoming a significant regional center of commerce, government and education. The physical and legal preconditions are now established for it to grow and diversify further.

The plan consists of several parts: a transit plan including pedestrian circulation requirements; a traffic and parking plan; broad land-use objectives, short-range and longer range, for the larger downtown area; an initial development plan for a strategic section of the downtown; proposed zoning changes, under a special amendment, for a portion of the downtown.

THE PLAN'S OBJECTIVES

The proposal is to build Jamaica Center on the strengths of what exists, to utilize present resources, to retain and improve its commercial and institutional "anchors," to preserve valuable characteristics, and to transform obsolete areas. The approach is to redevelop in large increments, project by project, at a significant scale but without wholesale clearance. Development is proposed on vacant land, on blighted and underused land, and on land occupied by uses which can best benefit from peripheral, rather than central, locations. A main goal is *diversity*—a dynamic mix of major compatible enterprises in close proximity to each other. Government, culture, commerce, education, health, entertainment and residential activities will be sought. Other objectives are:

1. To *attract office development* to Jamaica by capitalizing on its present high accessibility, transit capacity and new transit which reaches a large and growing pool of both executives and support labor.
2. To enhance and further diversify Jamaica's position as a multi-purpose center for retailing, government and institutional activities by a) *improving the access* to and *circulation within* it of people and vehicles and b) by guiding public and private development toward the provision of *public amenities*.
3. To *strengthen the present commercial* character of Jamaica and insure an efficient distribution of retail uses by encouraging continuity and compaction of development.
4. To facilitate easy *pedestrian movement* among the residential communities, York College and the business district.
5. To *increase* Jamaica's supply of apartments in accordance with available capacities of public services and amenities.
6. To *protect and capitalize on the large public investments* scheduled for Jamaica.

POPULATION GROWTH, LONG ISLAND

	1960 ¹	1970 ¹
Queens	1,809,600	1,964,100
Brooklyn	2,627,300	2,562,200
Nassau	1,300,000	1,413,000
Suffolk	666,800	1,107,800
Total	6,403,700	7,047,100

	1960-1970 Change	1985 ²
Queens	+154,500	2,200,000
Brooklyn	- 65,100	2,600,000
Nassau	+113,000	1,700,000
Suffolk	+441,000	2,080,000
Total	643,400	8,580,000

¹U.S. Census

²Regional Plan Association

RESIDENTIAL DENSITY INCREASE IN QUEENS

Persons Per Square Mile		
1960	1970	1985
16,663	18,086	20,258

TRANSIT AND PEDESTRIANS

TRANSIT

The Center will be built around its permanent transportation "bones;" the existing IND subway under Hillside Avenue, the Long Island Railroad on the southern border, and a new IND-BMT subway under Archer Avenue.

The new transit service to Southeast Queens will be extended from the IND-Queens Boulevard line where it crosses the Van Wyck Expressway. The new tunnel will continue southward under the expressway, curve eastward under Archer Avenue, continue to 160th Street and then turn southward through the York College site where, at South Road, it will rise from underground, connect to the existing embanked railroad and continue in that above-street right-of-way to a terminal at Springfield Boulevard. The total length will be about 4.5 miles; it will include two stations in Jamaica Center under Archer Avenue and several in the residential community along the railroad. The total cost is estimated at \$112 million.

The BMT elevated structure will be removed east of 127th Street — eliminated from the entire Jamaica business district — and connected into the Archer Avenue tunnel of the new southeast Queens line. BMT trains will thus continue to serve Sutphin and Parsons Boulevards. Ultimately, this line may be extended eastward to the Hollis vicinity.

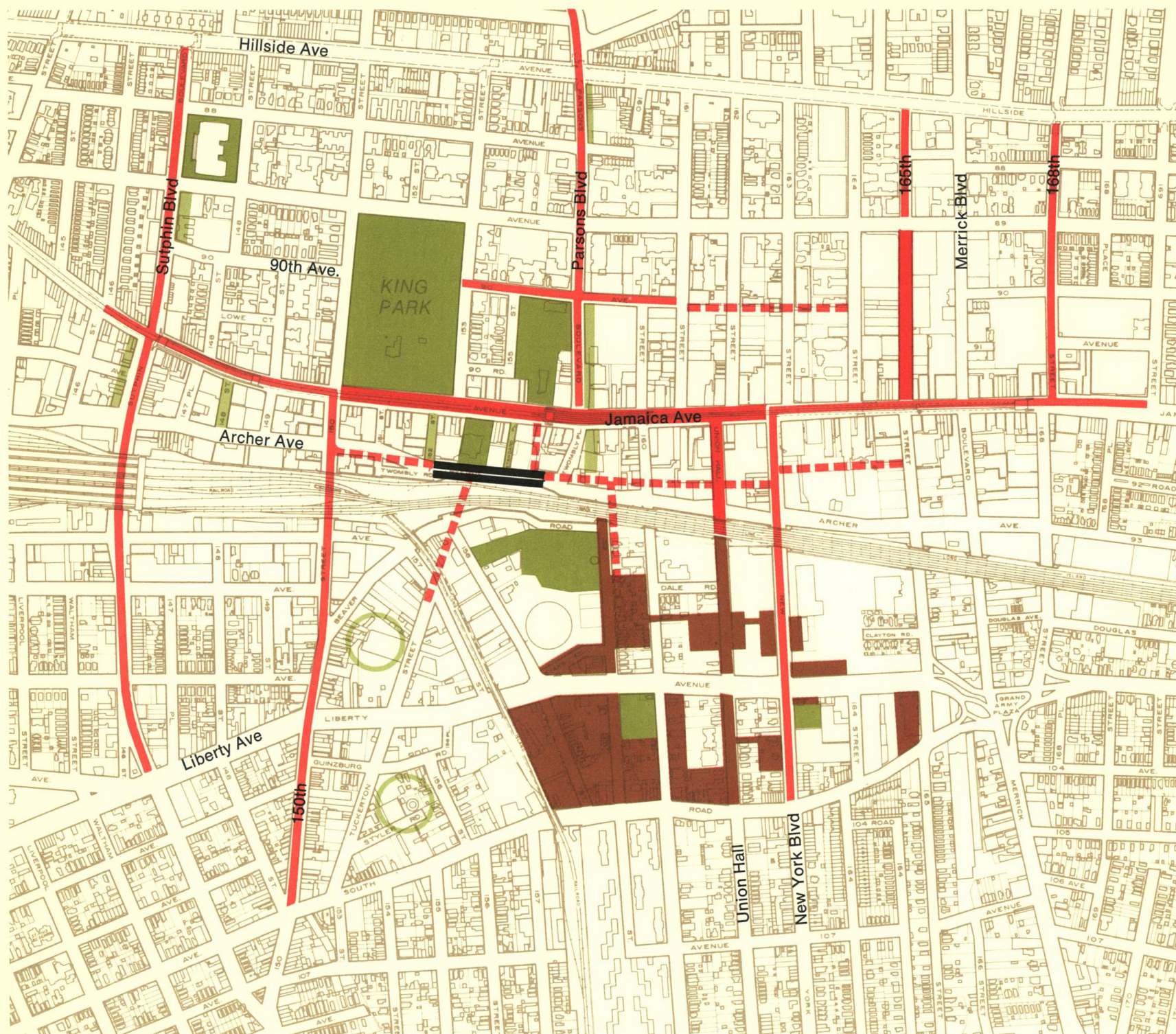
The present subway system serving Jamaica has excess capacity; at the peak hour, it can deliver a total of 45,000 persons per hour *more* than it now handles. The same trains that are crowded on their rush-hour service to Manhattan return to Jamaica partially full. When the additional service and EI removal are completed, the subway system will have a total net person-delivery capacity of 86,000 people per hour, an increased potential of 91%.

MTA's plans will also improve the IND-Hillside Avenue service. During rush-hours, both E and F trains will run express to Manhattan from Forest Hills on a new by-pass track, cutting about 5 minutes off that trip.

With completion of the 63rd Street rail tunnel, now being built under the East River, and the connections in Manhattan, Long Island Railroad trains will eventually run from Jamaica to the Grand Central area as well as to Penn Station. Jamaica's rail ties to Midtown will thus be improved greatly. The present LIR service to and from Manhattan is already considerable — 185 trains per 24-hour week-day. During the working hours, from 8 AM to 5 PM, there are 38 eastbound trains and 46 westbound trains between Jamaica and Penn Station — about one every 12 minutes in either direction. With the comfortable new LIR cars, this service is also becoming qualitatively superior.

Transit and rail facilities are expensive public investments. Development that will use these investments properly, especially office jobs, is encouraged.

-  existing open spaces
-  scheduled additional open spaces
- recommendations**
-  primarily or exclusively pedestrian use
-  wider sidewalks
-  passageway to the subway station; mid-block walkways
-  new open areas



Jamaica's present facilities generate much pedestrian activity. With York College, the new subway, and new office development, even more people will be walking in Jamaica Center. More and better areas for walking will be required. Pedestrians need ample, convenient and attractive paths which connect important parts of Jamaica Center, such as the College, King

Park, shopping areas, transportation terminals.

The map above shows existing and scheduled open spaces and suggests (a) streets which should be used for pedestrian circulation, (b) new mid-block walk ways, and (c) required passageways to the new subway station near Twombly Place.

PEDESTRIAN CIRCULATION

A PEDESTRIAN NETWORK

Because it is a major shopping district and a place where many people change from one type of transportation to another, Jamaica's streets are often crowded. Several streets, particularly those lined with shops, such as 165th and Jamaica Avenue, are active with pedestrians of all ages who are engaged in several pursuits — walking to school, waiting for buses, meeting someone, travelling from one point to another and shopping. Such intensity allows a place to provide a wide range of services located relatively close to each other, to offer a single area within which people can accomplish several things while they are there — multi-purpose trips, in transportation language. In short, it makes possible many conveniences and efficiencies to the public. It can also produce dynamism which stimulates people and makes a place exciting to be in.

But crowding is bad. People should not be mixed in with heavy vehicular traffic, or forced to collide with each other, or swept along and kept from doing what they want to do. The new transit lines should not merely dump more people into Jamaica.

Crowding is bad, intensity is good. *The need is to alleviate one without eliminating the other*, to accomodate even more people without crowding them. In Jamaica Center this can be done. The problem is quite clear: there is simply too little area for pedestrians to use in the very places where the need to walk and to gather is greatest.

The plan is to provide sufficient space, in the right places:

- a. for just walking — direct, purposeful paths between related points, such as a subway station and the College, or a bus station and department store;
- b. for browsing and casual strolling — ample space in shopping or entertainment districts where people can take their time;
- c. for waiting or relaxing — places where people can comfortably wait for a bus or for a fellow shopper, where they can simply catch their breath or read a newspaper.

To do this will require adjustments in automobile and truck traffic patterns and the classification of certain streets for use predominantly by pedestrians. The arterial loop around Jamaica, the street pattern within it, and its existing arrangement of establishments all combine to make this a realistic possibility. Development in Jamaica Center and York College's layout will enhance the possibility.

The plan for pedestrian circulation is shown on the map. It is a network of walkways and spaces, based on making a central section of Jamaica Avenue — from 150th Street to New York Boulevard — into a street predominantly for buses and pedestrians. It would not be a "mall," but rather a shopping street. Private automobiles would be prohibited from travelling *along* this section, but they could cross it at street intersections. Most service trucks would be encouraged to use side streets and Archer

Avenue instead of Jamaica Avenue. Sidewalks would be widened considerably in this section leaving frequent pull-off lanes for buses. Perhaps three moving lanes would remain in the middle, primarily for buses but also for emergency or special vehicles and service trucks, if necessary. Sidewalks could also be widened on Jamaica Avenue east of New York Boulevard, perhaps to 168th Street, for a better link to the area around Mays Department Store.

Two north-south streets are suggested for conversion to predominantly pedestrian use:

- 165th Street, from Jamaica Avenue to Hillside Avenue, an important retail street that needs space for walking much more than it needs the few curb-side parking spaces;
- Union Hall Street, from South Road to Jamaica Avenue, which will be a main path linking the retail district to York College. Another important College path will be 160th Street.

There are three wide streets which must handle increased traffic loads, but which must also handle much pedestrian activity. These are Sutphin, Parsons and New York Boulevards. The plan envisages them as bona fide boulevards, with landscaping, generous sidewalks and perhaps arcades or overhead shelter for pedestrians in places.

On all the important pedestrian streets, curb-cuts would be controlled. On some of them, we believe better names can be found; for example Union Hall as a pedestrian street might be more accurately called "York Way" or "College Walk."

These changes must be carefully planned. Each requires special actions and precautions. But the network is an important part of Jamaica Center. Without ample and pleasant traffic-free places for people to walk, a center can be nerve-wracking, dangerous and repellent. With them it can be a gracious urbane place.

THE NEW SUBWAY STATION

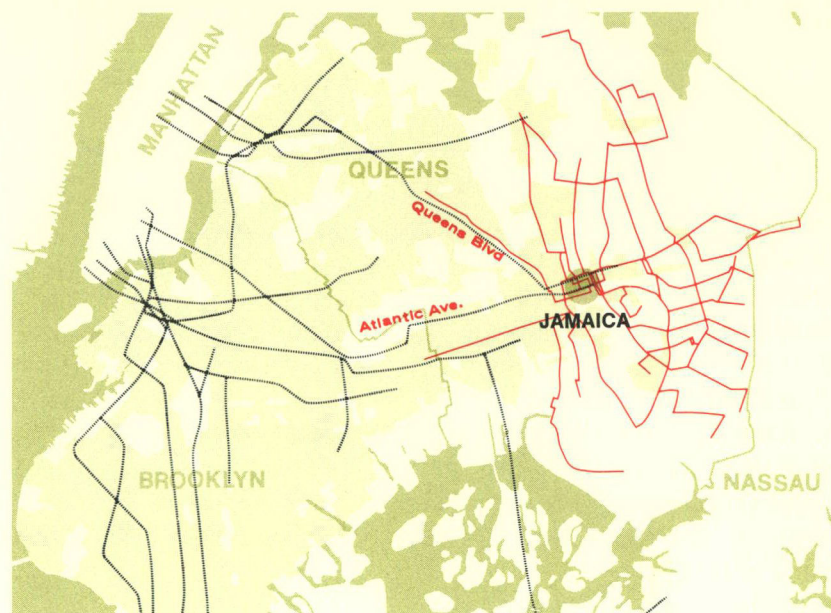
The subway station planned by MTA for Twombly Place will be chief in determining the pedestrian paths and volumes in Jamaica Center. It will have two services and four tracks, two for IND trains and two for BMT trains. People destined for both the commercial district and York College will use it, and many people will transfer to and from buses there. Workers in the office buildings planned for the Development District will need direct access to it. Now that the location of the station's platforms has been fixed, the design of the mezzanine, its entrances and exits, and relationship to the environs is a crucial matter.

The Corporation is urging MTA and the City to work toward extending and integrating the mezzanine into Jamaica Center — not just placing it there — and building it to the highest standards of space and architecture. The familiar substandard and drab underground need not be repeated here.

The Corporation will be interested in a design process and exceptional architect which can provide the following:

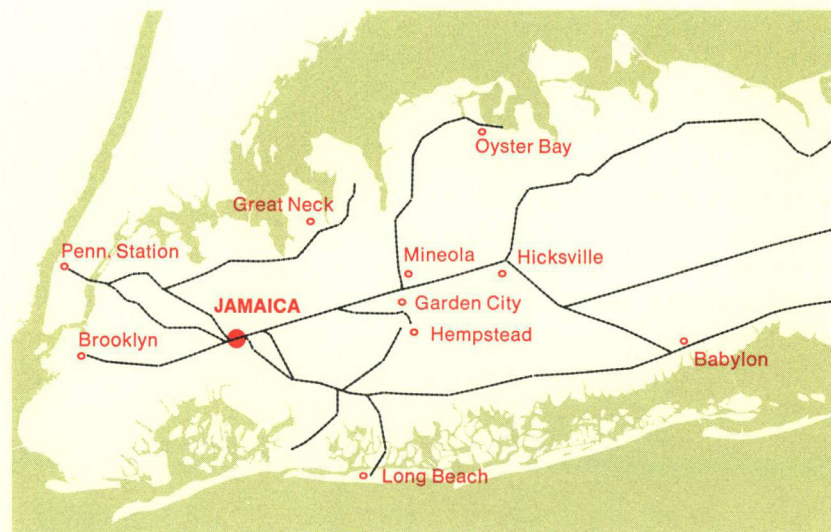
- a mezzanine which extends eastward to 160th Street and southward to the York campus;
- an adequate number and width of stairways from mezzanine to street level, with none less than 10 feet wide;
- escalators where feasible and in every case steps with comfortable risers and treads that are easy and safe to negotiate;
- the admission of much natural daylight, directly or through skylights, to the mezzanine and platform levels;
- generous ceiling heights, in the mezzanine;
- wall construction and column spacing which will permit private passageways, 15 to 20 feet in width, to future office buildings along the mezzanine's northern side.

Around and above the station, efficient circulation on the surface requires unobstructed sidewalks; subway entrances must therefore be on private property and not in public rights-of-way. Where possible they should be in the plazas or arcades of new buildings and they should be covered overhead. Driveways to garages or loading docks should be carefully controlled within 200 feet or so of the station to prevent conflicts with pedestrian paths.



Together, the subways and buses focused on Jamaica serve most of Queens and parts of Brooklyn and Nassau. The subways run from Manhattan through urban residential areas of higher density and terminate in Jamaica. The buses fan out into the suburban areas of lower density to the east.

- subway lines
- bus routes serving Jamaica
- areas with averages of over 25 dwelling units per acre



Jamaica is at the focus of the extensive Long Island Railroad system which serves growing Nassau and Suffolk County suburbs. Electrification, high-level platforms at stations, road-bed work, new cars and new management are steadily improving this system. The LIR provides a 20-minute trip from Jamaica to Midtown Manhattan. During working hours, there are 38 east-bound trains and 46 west-bound trains daily between Jamaica and Penn Station. An additional tunnel, under construction, a new station in the Grand Central area and modifications in Jamaica station will improve service between these points. The plan is to capitalize on the capacity and convenience of the LIR.

THE PATTERN OF DEVELOPMENT

The various activities in Jamaica Center—existing and future—can be well served by public facilities and related efficiently to each other. With this plan, most activities will be benefited individually and the collective whole will be enhanced.

Here is how the activities can be most appropriately arranged on the land:

1. Jamaica Avenue should remain the commercial backbone. Removal of the EI will change pedestrian movement patterns slightly, but adjustments in bus routes and the new subway can perpetuate the Avenue's dominance. It can be made into the greatest shopping street in Long Island.

2. Most shopping facilities should be consolidated in the existing retail area, generally around the three department stores. This area is now highly accessible by bus, subway and automobile. With additional parking at its periphery, better accommodations for getting on and off buses, improved pedestrian circulation, wider sidewalks, landscaping and other amenities, this area can be strengthened to take advantage both of adjacent developments in Jamaica Center and a growing residential market area.

3. Concentrated office development should be encouraged in the area between the retail district and the Long Island Railroad main station, where mass transit can best serve it, where physical blight is most prevalent and where subway construction is already planned. The LIR embankment looms dominant and divisive in Jamaica Center. Large buildings alongside it will make it less conspicuous in the city scape.

4. New institutions should be located on the edges of Jamaica Center. Because they often serve both businesses and residences, Jamaica's institutions can act as buffers between communities and commercial areas. York College's location will allow it to be a buffer. Its open spaces (shown on the earlier map entitled Pedestrian Circulation) will be very useful to community residents and will aerate the business district. The existing institutional belt generally along 89th Avenue—the Courthouse, Mary Immaculate Hospital, the Family Court, YMCA, the Library and several churches—also provides this desired separation.

5. In the northwestern corner of Jamaica Center, court and court-related functions should be grouped for convenient interchange; the new Civil Court will be properly located next to the Supreme Court Civil Term.

6. Development around King Park should be sensitive to the need for this great resource to remain a restful place. The 3,000 York College students expected next year in the Montgomery Ward building across the avenue will doubtless make use of King Park. Such activity will probably increase its safety and attractiveness. The removal of the EI from one of the park's borders will make for a more pleasant outdoor environment.

Several types of urban activities can be accommodated and served well if new development is located to respect existing major patterns, to protect residential areas, and to reflect transportation routes and stations. The objective is to provide a wide range of compatible activities in close proximity to each other so that the activities flourish and so that people can accomplish several different things in one trip to Jamaica Center.

-  suitable for institutions
-  existing institutions
-  major retail area
-  department stores
-  suitable for large office buildings



THE PATTERN OF DEVELOPMENT

TRAFFIC AND PARKING

The transportation hub at Jamaica is comprised of four elements: **Subways**—two lines terminate here; **Buses**—38 routes converge here, many of them feeding the subways; **Railroad**—all of the Long Island Railroad's lines, excepting one, pass through Jamaica Station; **Highways**—a ring of four regional expressways surrounds Jamaica.

This extensive balanced system will be reinforced by the new subway line and by increased highway capacity to the south, where the Nassau Expressway is under construction, and eventually to the east, where the Clearview extension is planned. Jamaica is in a position to capitalize on both the substantial accessibility provided by existing facilities and on the further increases in accessibility. The Corporation believes it is sound public policy not only to actively encourage development which will utilize this costly public infrastructure, but to encourage clusters of development that will provide a superior, walking-scale urban environment.

Proper utilization of the streets in Jamaica Center will require that certain of them be officially classified to handle different types and speeds of traffic. At present, all streets in Jamaica are essentially general purpose, allowing assorted mixtures and amounts of vehicles, many of them in conflict with each other and with people on foot. Most streets must continue to serve multiple purposes, however hazardous and congestive. But others clearly should not! For them to be required to handle such mixtures is rather like requiring water pipes to also handle sewage, gas and electricity. Some streets should be given special roles according to their size and location, according to the uses along them and the likely future uses there, and according to their potential as parts of an overall functioning system. The system we have devised will serve most existing facilities well. New development will be encouraged to respect and reinforce this system.

Specialized streets would fall into categories: those handling vehicles which are by-passing Jamaica, or *through-traffic*; those handling mostly vehicles destined for Jamaica, or *to-traffic*; those on which traffic circulates within Jamaica, or *distributor-traffic*; and those where many people need to walk in order to shop or to reach subway and bus stations, *pedestrian-traffic*.

THE LOOP: THROUGH-TRAFFIC

Jamaica Center is fortuitously served by four arterials which form a close-in loop and which make it possible to accommodate through-traffic without congesting the central areas. The traffic plan is based on this opportunity—to provide good vehicular access to the central developed area without penetrating it. The arterial loop is comprised of Hillside Avenue on the north, a one-way pair consisting of Sutphin Boulevard and 150th Street on the west, another one-way pair on the east consisting of Merrick

VEHICLE CIRCULATION

The suggested traffic and parking system consists of a *highway loop* to route traffic not destined for Jamaica Center around it, and to allow fast peripheral circulation; three important *approach streets*, to deliver vehicles directly into the Center from the loop and from the expressways farther out which encircle Jamaica; several *streets to distribute* vehicles internally once they are inside the Center. The main purpose of these streets would be to move traffic, so most streetside parking would be eliminated from them. They would also feed parking garages, which would be located for direct access and egress.

- highway loop
- approach streets
- distributor streets
- garages, existing and proposed
- critical realignments



VEHICLE CIRCULATION

Boulevard and 168th Street and on the south, a new extension of Atlantic Avenue or the existing Liberty Avenue. This loop would handle through-traffic and would feed the streets which channel vehicles into the downtown area. Attached to the loop are Jamaica's major parking facilities, efficiently located in peripheral areas to act as "interceptor" garages. New garages would continue this locational pattern.

On the streets comprising the loop, regulations should prevent carelessly-placed vehicle entrances and exits. All garages must have enough interior reservoir space so that waiting cars do not back up on the loop's streets and delay moving traffic. Curb-side parking would be minimized and eliminated on sections of these streets. The table below summarizes the suggestions.

PROPOSED ARTERIAL HIGHWAY LOOP FOR JAMAICA CENTER				
Name	Section	Direction	Number of lanes moving parking	
Western leg:				
Sutphin Blvd.	a) 150th St. to Archer Ave.	2-way	3	1
	b) Archer Ave. to Hillside Ave.	1-way	3	1
150th Street	a) Archer Ave. to Hillside Ave.	1-way	3	1
	b) Sutphin Blvd. to Archer Ave.	2-way	3	1
Northern leg:				
Hillside Ave.	Van Wyck Expway to 175th St.	2-way	4	2
Eastern leg:				
Merrick Blvd.	Liberty Ave. to Hillside Ave.	1-way	3	1
168th Street	Liberty Ave. to Hillside Ave.	1-way	3	1
Southern leg:				
Liberty Ave. or Atlantic Avenue Extension	Van Wyck Expway to 168th St.	2-way	6	0
	Van Wyck Expway to 168th St.	2-way	6	0

NORTH-SOUTH ARTERIALS: TO-TRAFFIC

The arteries which feed Jamaica will require special attention. Two of these are Parsons Boulevard, the main connection from the downtown to the Grand Central Parkway on the north, and New York Boulevard, a direct link to the Belt Parkway on the south. These critical routes will need improvements in some places and the prohibition of parking in others. Parsons Boulevard south of Hillside Avenue needs to be improved soon and extended, via a realigned Twombly Place, to Archer Avenue.

ATLANTIC AVENUE EXTENSION

The need to extend Atlantic Avenue eastward from its terminus at the Van Wyck Expressway has been recognized for many years; at present, it is officially mapped as a connector to Liberty Avenue via a widened 95th Avenue and a new short section crossing Beaver Road and Tuckerton Street. Atlantic Avenue is a major artery in Brooklyn and Queens, with a one-way volume of 1,200

vehicles per hour. Its abrupt ending forces east-bound traffic onto Jamaica and Liberty Avenues, which have considerably less capacity, and frustrates movements destined directly for Jamaica.

The plan calls for considering an alternate to the mapped route. Development patterns and access would be improved by constructing a new six-lane extension along an improved 94th Avenue to 150th Street and thereafter through the York College site, as near to the Long Island Railroad embankment as practical. It would connect with Liberty Avenue at Grand Army Plaza. Liberty Avenue could then be closed or converted to a local street primarily for College use.

The feasibility of extending this important east-west artery is being checked by appropriate City agencies. The Corporation will then be urging early action to implement either the new proposal or the City's mapped route, so that close coordination with York's development and the subway tunnel construction can proceed.

The plan is based on the existing capacities of the other significant highways serving Jamaica, the Van Wyck Expressway, Queens Boulevard, Hillside Avenue and Jamaica Avenue.

PARKING IN THE RETAIL DISTRICT

Off-street parking spaces available to the public in downtown Jamaica are generally clustered around the major retail district east of Parsons Boulevard. This is the area most dependent upon automobile access and parking facilities. In this area at the present time there are 2542 spaces in ten major public and private facilities.

Three of these with about 1100 spaces* will be displaced by York College and an office development, and two private lots cannot be considered permanent for parking purposes. Three new parking structures are planned, one public garage and two private, to provide a total addition of 1475 spaces. This will be a net increase of 363 spaces, assuming the two private lots remain. Assuming the private lots do not remain, 225 more spaces would be eliminated, leaving a net increase of 138 spaces.

With these shifts, the parking situation will improve slightly. However, the present requirements to serve *existing land uses* — exclusive of new development — are for 500 to 800 additional off-street spaces.**

This means that the plans providing the net increase of 363 spaces will neither meet present needs nor be sufficient to accommodate additional demand from new development. A parking policy for Jamaica must therefore recognize the need for additional spaces to serve the present activities of this key district in downtown Jamaica.

*Not including one lot of 250 spaces owned by Gertz store for employee parking

**Tippetts Abbott McCarthy Stratton survey in 1969, based on earlier work by Wilbur Smith & Associates in 1962

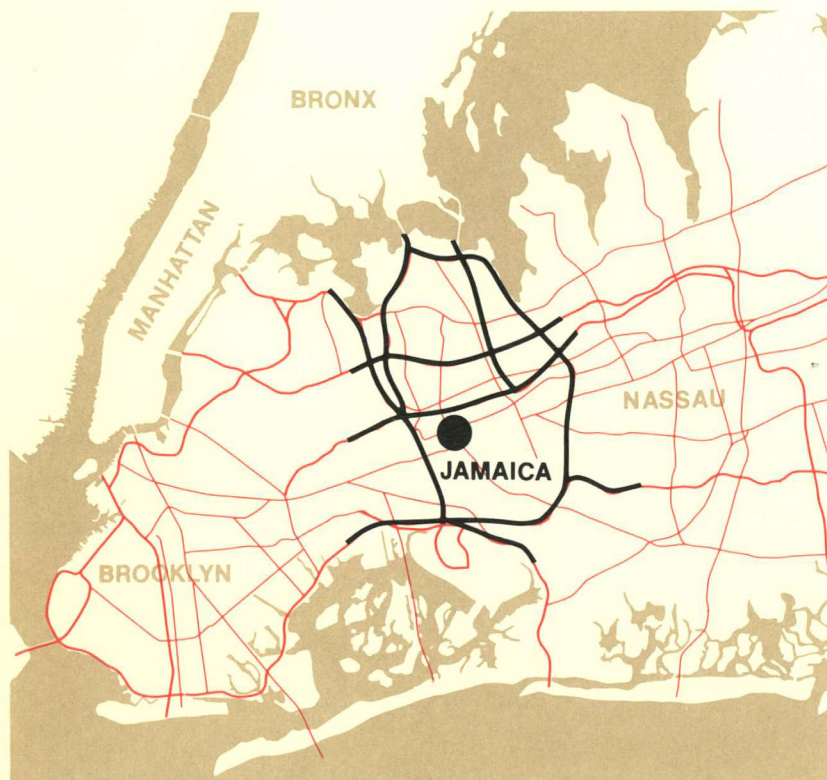
POSSIBLE INCREASES

All three municipal lots are sufficiently large and appropriately located for conversion to garages.

Doubling each would provide about 700 additional spaces; with some adjustments, the capacities of supporting streets would be adequate for such increases. This approach would not require additional land acquisition by the City, but it would mean a temporary displacement until construction was completed. An interim arrangement to utilize cleared land in the York College site could help ameliorate this problem.

Another problem is the length of time usually required for completion of municipal garages. A "turnkey" arrangement for a combination project is one way to overcome the time lag. This arrangement allows a private developer to build the facility for the Department of Traffic and to include other uses for private operation. An office tower above a two or three-level public garage, for example, could doubly benefit the Center.

The Corporation will explore the feasibility of these ideas with City Agencies and private developers. It will urge the provision of parking in the proposed Civil Court on Sutphin Boulevard and will study a permanent arrangement with York College for spaces which could be used by shoppers during overflow seasonal situations, such as Christmas.



Regional and interstate highways encircle Jamaica. To feed traffic into the Center more efficiently and reduce local conflicts, the plan calls for a smaller inner loop — comprised of existing arterials — and peripheral parking garages.

SPECIAL ZONING

The Corporation and the Department of City Planning are jointly preparing a set of amendments to the NYC zoning ordinance which will be specially tailored for a key area of Jamaica Center.

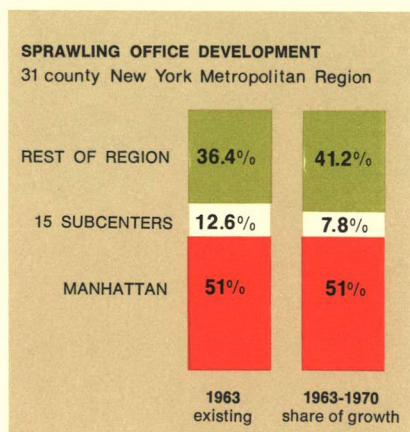
With the Long Island Railroad station, the new subway along Archer Avenue and the removal of the Elevated from Jamaica Avenue, this area, shown on the map will be generally appropriate for office development. Under the proposal, it would be designated a Special Development District. The objective is to make zoning more flexible and to allow developers a variety of solutions—to establish the legal preconditions that will attract large-scale development to this area. A clear, predictable and yet flexible zoning policy will help to stimulate the interest of entrepreneurs of significant office projects.

Certain uses would be prohibited, parking requirements for office buildings would be reduced, and greater building bulk would be allowed. Building set-backs and site coverage requirements would be modified. Curb-cuts would be controlled on certain streets. Developers would be awarded floor-area bonuses for providing pedestrian circulation facilities; these bonuses would be available for construction of street-front arcades, wider side-walks, through-block passageways and plazas. Large buildings near the two planned IND subway stations would be expected to provide direct underground pedestrian passageways to the station mezzanines.

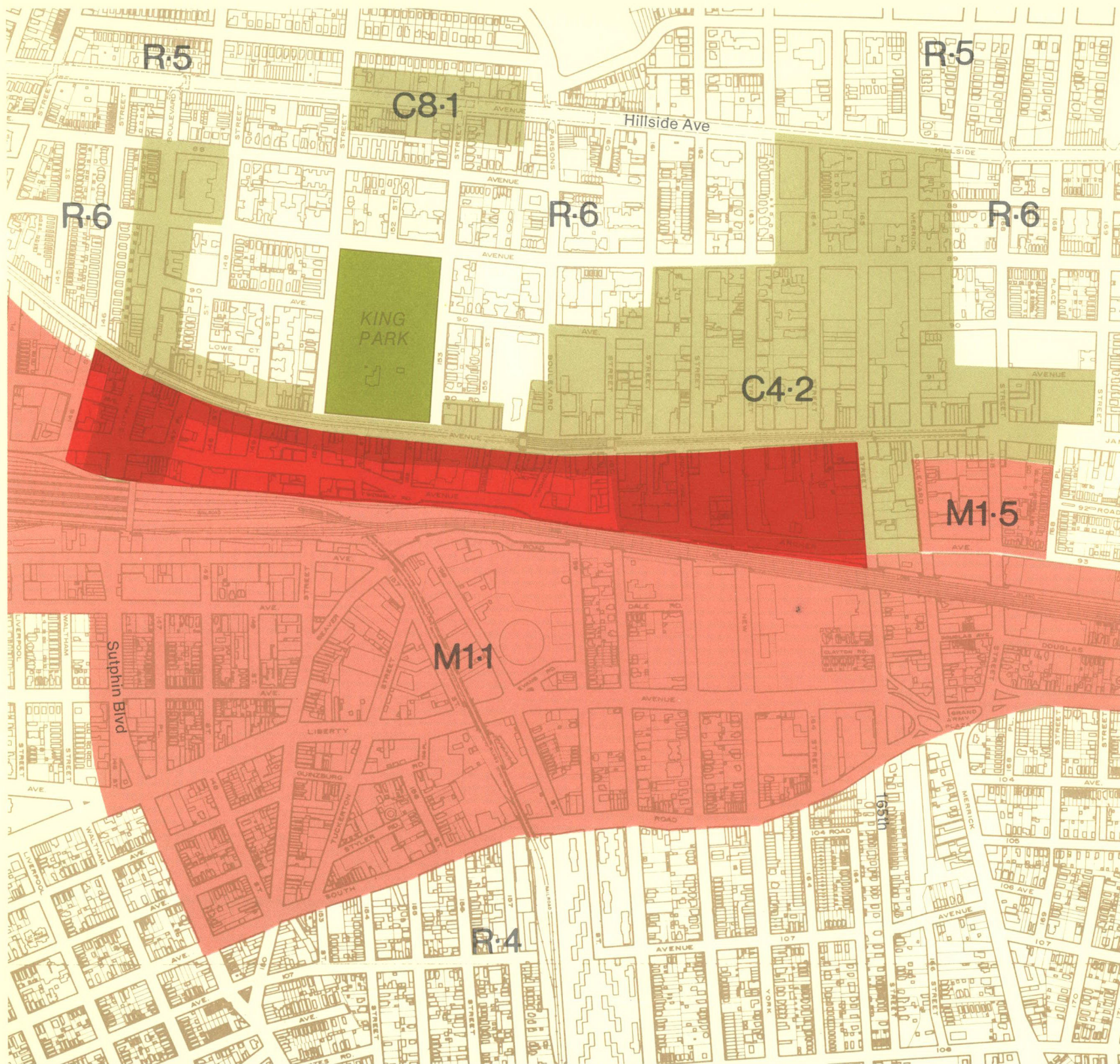
The area is now zoned for retail (C4-2) and light manufacturing (M1-1).

The random scattering of office jobs in the New York Metropolitan Region is having serious environmental and social consequences. Much of the recent growth has been in places which can never be served by mass transportation—highway demands are thus being created, by this scatter, which literally can not be met. And many of the new jobs are not easily reachable by the people who need most to enter the mainstream of this new economy.

The bars at left are from a study by Regional Plan Association of recent trends in office development. They show that while Manhattan maintained its large share of new office space in the Region, outlying subcenters have received a smaller share than they had (and much smaller than they are capable of accommodating efficiently). In the suburban "rest of Region," office development is occurring chaotically, consuming land excessively and creating great service and traffic problems. Incentive zoning will help make Jamaica Center an alternative to this costly sprawl.



To attract and efficiently accommodate large-scale office development, The Department of City Planning, the Office of Jamaica Planning and Development and the Corporation are preparing a special zone for Jamaica Center. The area shown right seems most appropriate for zoning adjustments which would not affect existing uses but would restrict certain new uses, alter parking requirements of new office buildings, prohibit new curb-cuts on certain streets, and generally encourage high quality design in new private and public facilities.



SPECIAL ZONING

EXECUTIVE ORDER NO. 29

Establishment of the Office of Jamaica Planning and Development

Published in the City Record, Dec. 4, 1970

Whereas, The Board of Estimate in December , 1968, approved a site in Jamaica, Queens for York College, a new senior college of the City University, together with an urban renewal designation and community development plan in connection therewith; and

Whereas, The City Planning Commission in December , 1969, designated a Jamaica Center Development Area and approved a first stage unassisted urban renewal development plan to encourage the rebuilding of sections of downtown Jamaica, to enhance its character as a multi-function metropolitan sub-center for commercial, governmental, and institutional activities in the Borough of Queens; and

Whereas, The Department of City Planning, in conjunction with the Economic Development Administration and the Housing Development Administration, is preparing an amendment to the zoning resolution for creation of a special zoning district in downtown Jamaica in connection with the Jamaica Center Development area and plan;

Whereas, The Housing Development Administration, in conjunction with other City agencies, is prepared to undertake a housing and community facilities community development program in South Jamaica as soon as suitable sites can be selected and approved;

Whereas, The Economic Development Administration, in conjunction with the Housing Development Administration and the Department of City Planning, has undertaken a study of sites suitable for an industrial renewal program in Jamaica;

Whereas, The Metropolitan Transportation Authority's first phase program provides for the extension of the rapid transit system to Southeast Queens with service for Jamaica Center, York College, and South Jamaica; the removal of the elevated line in central Jamaica; and direct service between Manhattan, Jamaica, and Kennedy Airport — which routings and general plans were established and approved by the Board of Estimate in September, 1968;

Whereas, The Office of Jamaica Planning and Development, whose director was appointed by the Mayor on February 7, 1969, has been charged with the task of expediting and coordinating planning and physical development in the Jamaica area, and with maintaining close liaison and cooperation with community groups and private interests in the planning and development of specific programs;

Whereas, The proper development of the Jamaica area requires a coordinated comprehensive plan and development strategy in order to prevent the random, piecemeal, and often chaotic development which takes place without such a plan or strategy;

Whereas, The plan and strategy will require, among other things:

The development of new transportation and related facilities and services;

The development of housing and community facilities and services;

The development of new commercial and industrial activities and the relocation of existing commerce and industry in such a way as to support and strengthen the existing core of the area;

The development of parks and other recreation facilities,

Which activities fall within the jurisdiction of the Transportation Administration, the Housing and Development Administration, the Economic Development Administration, the Health Services Administration, the Human Resources Administration, the Environmental Protection Administration, the Municipal Service Administration and the Parks, Recreation and Cultural Affairs Administration;

Now, therefore, by virtue of the power vested in me as the Mayor of The City of New York, it is hereby ordered as follows:

Section 1. There is established in the Executive Office of the Mayor the Office of Jamaica Planning and Development which shall be headed by a Director, who shall be appointed by and serve at the pleasure of the Mayor.

A Deputy Director, who shall likewise be appointed by and serve at the pleasure of the Mayor.

Section 2. The Director shall have the following powers and duties with respect to the planning and development of the area bounded by Union Turnpike, Van Wyck Expressway, North Conduit Avenue, and Frances Lewis Boulevard:

a. In consultation with the agencies concerned to have full responsibility to create an overall plan for the Jamaica area ("The Plan");

b. To coordinate and review the actions and plans of all City agencies and various private interests and community groups in connection with the plan and to report to the Mayor on the effect of such actions and plans on the development of the Jamaica area;

c. To study and make recommendations with respect to design controls and zoning within the area;

d. To review and make recommendations with respect to capital budget items and development programs;

e. To hire staff personnel and retain necessary consultants, subject to applicable laws and regulations, in connection with the performance of the foregoing.

Section 3. Coordination—All actions taken by any City agency or by the Director with respect to the plan or to any matters which may materially affect the development of the area or the implementation of the plan, including: the exercise of any agency's liaison responsibilities with Metropolitan Transportation Authority, the Urban Development Corporation and other State, Multi State and Federal agencies, the submission of applications to Federal and State governments, and the undertaking of joint studies involving the City and State, Multi-State and Federal agencies, shall be consistent with the plan and shall be undertaken only after consultation among the Director and the City agencies concerned. The Director shall consult also with the Borough President when appropriate.

Section 4. City agencies responsible for providing public improvements and services in the Jamaica area including the Economic Development Administration, the Housing and Development Administration, the Municipal Services Administration, the Parks, Recreation and Cultural Affairs Administration, the Health Services Administration, the Environmental Protection Administration, the Transportation Administration, the Human Resources Administration, the Fire Department and the Police Department shall cooperate with the Director of Jamaica Planning and Development in the performance of his functions and duties as set forth herein. Upon the request of the Director, every such agency is directed to designate a staff member at policy level to be its liaison with the Office of Jamaica Planning and Development and to cooperate in furnishing such available staff resources for service within the Jamaica area as may be requested by the Director;

Section 5. This order shall take effect immediately.

JOHN V. LINDSAY, Mayor

GREATER JAMAICA DEVELOPMENT CORPORATION

EXECUTIVE COMMITTEE

Chairman of the Board

Dr. Joseph P. McMurray, President
Queens College

President

Vincent M. Albanese, Esq.
Albanese & Albanese

Vice President

Paul Dowd, President
B. Gertz, Inc.

Treasurer

Stanley Gertz
Benar Holding Company

Albert Connors, Second Vice President
Chase Manhattan Bank

Lawrence J. Cormier, President
Ebony Oil Corporation

Joseph A. Healey,
General Commercial Manager
The New York Telephone Company

David Starr, Editor
Long Island Press

Executive Director

F. Carlisle Towery

BOARD OF DIRECTORS

Arthur Beck, Vice President
Chase Manhattan Bank

Sy Buckner
Buckners, Inc.

William E. Caldwell, Jr., Vice President
Queens Division
Consolidated Edison

Norris Donlon
Larchmont, N. Y.

John Fitzgibbons, Controller
B. Gertz, Inc.

Jerrold Gertz, Partner
Benar Holding Company

Charles Keppie
F. W. Woolworth Company, Jamaica

Dr. David Newton, Acting President
York College

John O'Connor, Assistant Vice President
First National City Bank

Rev. Roger Patton
First Presbyterian Church, Jamaica

Gerard Smith, Assistant Vice President
Manufacturers Hanover Trust Co.

Myrtle Taylor, Chairman
Jamaica Community Development Council

Frederick Wilkinson, Manager and Vice President
Macy's Jamaica

Frederick D. Woods, Assistant Vice President
The Brooklyn Union Gas Company

GOVERNMENT AND PRIVATE AGENCIES PARTICIPATING IN JAMAICA CENTER PROGRAMS

STATE

Metropolitan Transportation Authority
1700 Broadway
New York, New York 10019

CITY

Mayor's Office of Jamaica Planning & Development
159-19 South Road
Jamaica, New York 11433

Borough President, Executive Division, Queens
120-55 Queens Boulevard
Kew Garden, New York 11424

New York City Transit Authority
370 Jay Street
Brooklyn, New York 11207

New York City Economic Development Administration
225 Broadway
New York, New York 10007

New York City Housing & Development Administration
Department of Development
100 Gold Street
New York, New York 10038

Department of City Planning
2 Lafayette Street
Manhattan, New York 10007

Department of City Planning
Queens Office
29-27 41st Avenue
Long Island City, New York 11101

Department of Traffic
28-11 Bridge Plaza North
Long Island City, New York 11101

PRIVATE

Economic Development Council, Inc.
230 Park Avenue
New York, New York 10017

Jamaica Chamber of Commerce
89-31 161st Street
New York, New York 11432

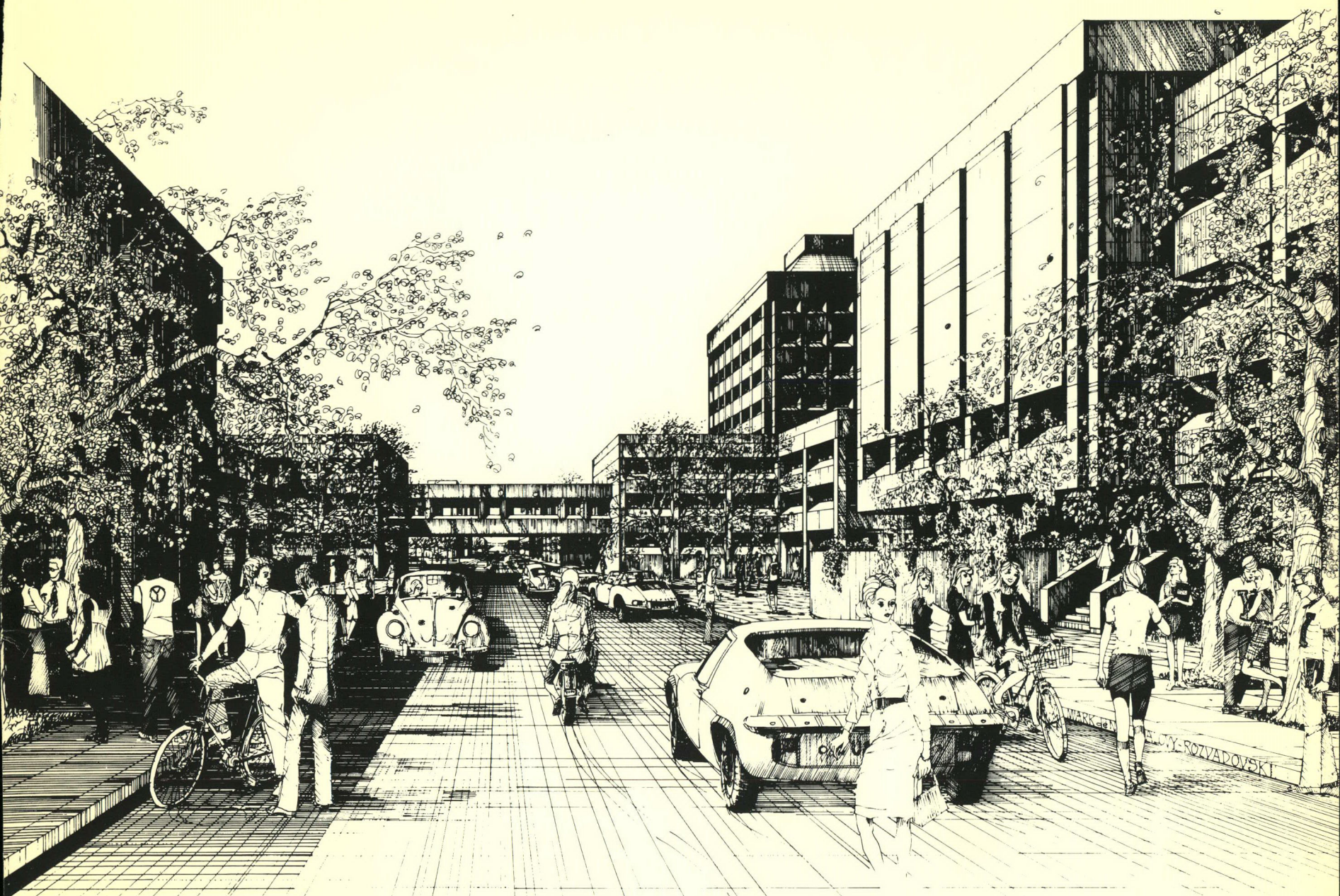
Regional Plan Association
230 West 41st Street
New York, New York 10036

Fund for the City of New York
415 Madison Avenue
New York, New York

CONSULTANTS FOR THE PLAN

Hart • Krivatsy • Stubee, Planning Consultants

Tippetts Abbott McCarthy Stratton, Traffic
Robert Alpern, Zoning
Erwin Galantay, Urban design
Richard D. Steyert, Development economics
Barbara Beck Towery, Report design



York College will be an urban campus that will "present convenient faces both north and south, providing free access to and through the campus, avoiding barriers and fences." This drawing shows New York Boulevard as it will look from the north. The library and administration building will be at right; the pedestrian bridge will connect them to the fine arts building and theatre, at left.

GREATER JAMAICA DEVELOPMENT CORPORATION • 161-10 JAMAICA AVE • NEW YORK CITY 11433 • 212-291-0282