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HP2005

**STAGE 1A
ARCHAEOLOGICAL
ASSESSMENT**

**NEW YORK STATE OFFICE OF MENTAL
RETARDATION AND DEVELOPMENTAL
DISABILITIES**

**BERNARD FINESON DEVELOPMENTAL
DISABILITIES SERVICES OFFICE
HILLSIDE REPLACEMENT FACILITIES
PROJECT**

**CREEDMOOR COMMUNITY CAMPUS
QUEENS VILLAGE
QUEENS COUNTY, NEW YORK**

Prepared for:

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I. INTRODUCTION

The Dormitory Authority of the State of New York (DASNY) has received a request from the New York State Office of Mental Retardation and Developmental Disabilities (OMRDD) to undertake the design and construction of the Bernard Fineson Developmental Disabilities Services Office Hillside Replacement Facilities Project.

The proposed project involves the construction of a replacement residential and treatment facility for 120 consumers on a 12.43-acre section of the c. 38.46-acre Hillside campus of the Bernard Fineson Developmental Disabilities Services Office (DDSO) at the Creedmoor Psychiatric Center in the neighborhood of Queens Village, Queens County, New York. (Figure 1) The Creedmoor Psychiatric Center is bounded by the Cross Island Parkway on the north, Hillside Avenue on the south, Winchester Boulevard on the west, and along the east site of the center is an irregular boundary made up of 240th, 241st, 242nd and 243rd Streets, 83rd Avenue, and parts of Blocks 7900 and 7904, which contain private dwellings. The project site itself is an irregularly-shaped parcel along the eastern boundary of the Creedmoor campus, occupying a section of Block 7880, Lot 1. It is roughly south of the line of 82nd Avenue, north of "4th Street," and east of "Avenue C." The latter two roads are part of Creedmoor's internal street system. (Figure 2)

The current buildings on the site will be demolished. The purpose of implementing the proposed project is to replace the institutional facilities with a more contemporary setting that accommodates the program requirements of the consumers who will occupy these facilities.

The new facility would include eight homes and a program building totaling approximately 163,430 gross square feet. Six homes would be one-story and two homes would be two-story. The one-story homes would each contain 12 beds while the two-story homes would contain 12 beds on each floor. The homes would also contain bathroom facilities, dining, living and recreation spaces, as well as various support spaces for laundry, storage, medications, staff and housekeeping. The program building would contain on the first floor classroom, clinic and program areas for the individuals living in the 8 homes. The second floor would house the offices of the Bernard Fineson Disabilities Services Office that serves the entire borough of Queens including administration, human resources, business, family support services, and community services offices. The basement would house education and training, safety and information services offices, classrooms, meeting rooms, and service facilities. All consumers and staff who will occupy the Hillside Replacement Facilities will move from existing institutional buildings on the campus.

This Phase 1A archaeological assessment, conducted by Historical Perspectives, Inc. (HPI), and in conformance with the requirements of the State Environmental Quality Review (SEQR) process, has been designed to identify potentially significant archaeological resources on the current project site and to assess disturbance to the site caused by past construction/demolition episodes, and other forms of subsurface disturbance. The New York City Landmarks Preservation Commission has expressed particular concern regarding archaeological remains from the historical period – specifically burial remains relating to Creedmoor State Hospital (1912-present). A determination of the potential for the presence of historical period burials is the main focus of this study.

If potential areas of archaeological sensitivity which may be adversely impacted by proposed construction are identified, this report will also recommend appropriate mitigation measures.

Methodology

In order to determine the original topography of the project site, its building construction history, and therefore disturbance to potential archaeological resources, various sources of documentary data were

researched. Primary source material on the project site was sought from the Creedmoor Archives, the New York State Office of General Services, and the National Rifle Association (NRA). Historical maps and photographs, as well as descriptions of the study area, were provided by the Local History and Map Divisions of the New York Public Library, and the collections of the Long Island Division of the Queens Library in Jamaica.

William A. Ritchie's *The Archaeology of New York State* provided a valuable overview of Native American culture and lifeways during the precontact period. Other archaeological literature, available site reports and journal publications were researched for data specific to the project area. Precontact sites inventoried in the files of the New York State Museum and the New York State Office of Parks, Recreation and Historic Preservation were reviewed.

To place the Creedmoor site within an historical context, local and regional histories such as the W. W. Munsell & Company's *History of Queens County, New York*, J. A. Flux and I. V. Levine's *The History of Bayside*, and a number of works by Vincent Seyfried were examined.

The NYLPC requested that HPI examine state mental health facility annual reports for evidence of burial practices and on-campus cemeteries. In addition to researching 30 annual reports for Creedmoor Psychiatric Center and its predecessor institutions (published between 1896 and 1943), to address the concern for the possibility of burials on the Creedmoor grounds HPI also contacted City and State archives, libraries, and departments of vital records requesting any information on burial practices and places for those mental health facility patients who died at Long Island State Hospital/Brooklyn State Hospital and its various other departments, the Kings Park State Hospital, and the various incarnations of Creedmoor: the Creedmoor Farm Colony, Creedmoor State Hospital, and the present Creedmoor Psychiatric Center. HPI requested information regarding internal records that might exist, such as burial books, graveyard maps, numbered burial lists, and any other death records available (Contact information for the individuals is provided following the Bibliography section of this report):

Kenneth Cobb, Assistant Commissioner, Department of Records, City of New York
Bill Gorman, Senior Archivist, New York State Archives
Kathy Iverson, Director, Creedmoor Psychiatric Center
Karen Nicholson, Capital Operations, New York State Office of Mental Health
Darby Penney, former Director of Recipient Affairs, New York State Office of Mental Health.
Matthew A. Stanley, AICP Senior Environmental Manager Office of Environmental Affairs
Dormitory Authority of the State of New York
Greg Williams, History Department, New York State Museum

New York City, Department of Health, Vital Records Information Line (212.788.4520)
New York State Archives (518.474.8955)
New York State Department of Health, Vital Records (518.474.3077)
New York State Department of State, Division of Cemeteries (518.474.6226)
New York State Library (518.474.5355; 518.474.2274)

A site inspection was conducted (10/28/05) and a photographic record of current conditions was made (See Photos 1-15).

II. ENVIRONMENTAL SETTING

Long Island is the top of a Coastal Plain ridge formation that is covered with glacial drift, in reality an elevated sea bottom demonstrating low topographic relief and extensive marshy tracts. In the last million years, as glaciers advanced and receded three times, the surficial geology of the island, including the Creedmoor campus, was profoundly altered.

The glacier was an effective agent of erosion, altering the landscape wherever it passed. Tons of soil and stone were carried forward, carving and planing the land surface. At the margins of the ice sheet massive accumulations of glacial debris were deposited, forming a series of low hills or terminal moraines. (Eisenberg 1978: 19)

Circa 18,000 years ago, the last ice sheet reached its southern limit, creating the Harbor Hill moraine that traverses the length of Long Island. It lies between the coast and Little Neck Bay and the Creedmoor campus, which begins at the southern edge of this moraine. The topography is shown in Figure 1.

The complex rising and subsidence of the coastal plain, relieved of its glacial burden, and the rising sea level, caused by the volume of melting ice, created the coastline of embayed rivers and estuaries, with extensive tidal marsh and meadow tracts, which stabilized approximately 3,000 years ago (Schubert 1968: 195,199). Alley Creek, approximately 1.3 miles northwest of the project site, is a good example of this environment. These tidal marshlands are highly vegetated, relatively calm environments where fine-grained sediments and organic detritus accumulate, creating thick deposits.

South of the edge of the moraine, which appears as a berm at the north side of the Creedmoor Center campus adjacent to Grand Central Parkway, the land becomes quite level. This may be a small remnant of the Little Plains, which was adjacent to the more famous 80,000 acre Hempstead Plains, of which only 80 acres are now preserved in Nassau County. The area was extremely fertile, because the rocks of the moraine leached into the soil while at the same time sheltering it from the harsh north winds (Trent 1998: 67). On the other hand, historical maps record no marshlands or sources of fresh water within 1.3 miles of the project site (Conner 1852; Beers 1886). (Figure 3)

Prior to the construction of the current-standing Creedmoor Psychiatric Center structures during the 20th century, the project site was an unbuilt, outlying section of the extensive Kissam farm property. Pre-development topographical maps show flat terrain with little detail to distinguish it, placing the project site north of the 100-foot contour line, and south of the 120-foot lines. (Figure 3) A more-detailed depiction of the project site is available from "Final Maps of the Borough of Queens" series, but dates to c.1935, after the construction of the existing buildings, but prior to the construction of the ballfields and grandstand which occupy the majority of the site. It concurs with the earlier topographic maps, showing the project site between elevations of 100 and 110 feet, sloping faintly upward toward the north (Queens 1935).

Current Conditions

At present, most of the project site is occupied by a playing field with a grandstand and seating originally completed for a baseball field in 1939 (Photo Key Map), but now configured for soccer. (Photos 3, 4)

The perimeter of the project site, along the eastern edge of the Creedmoor property is delineated by a

chainlink fence, and bounded within the fence by a 10- to 50-foot band of brush and mature trees, representing growth of more than 20 years. (Photos 1, 4) Between this band of growth and the eastern and southern sides of the planting field is an area of unkempt grasses, colonized by plants typical of disturbed locations, as well as several mature trees. (Photos 1, 2) Recent ground disturbance revealing soil/rock/building materials has created an area without vegetation and a mound several feet in height east of the playing field and about 20 feet north of the grandstand. (Photo 1) This has been identified in a survey conducted in August 2005 by Hager-Richter Geoscience Inc., as the location of electrical lines and a "possible buried pool."

The grandstand itself is relatively free of all but recent plant growth, although the banks of concrete benches (without wooden slats) that line the southern side of the playing field have trees and brush growing between and through them, growth of more than 20 years. (Photos 1, 15)

The playing field itself is generally flat, with the exception of a faintly mounded area near the grandstand, which would have corresponded to the location of the former pitcher's mound. (Photos 2-4) West and south of the playing field, grandstand and seating are two paved roads, 4th Street to the south, and an unidentified road to the west. (Photo 6)

West of the unnamed road, is an open area, now partially paved and landscaped, which was the former location of the tracks of the Creedmoor railroad siding. (Figure 7; Photos 5, 7, 13) To the west of this open area are Buildings 16 (the former bakery on the south – Photos 9, 10, 13) and 15 (the former laundry to the north – Photos 6-9), which stand on the east side of paved Avenue C. (Photo 8) This section of the project site is also level, with evidence of dumping (car parts, sinks, etc.) in piles and strewn around. (Photo 13) A section of landscaped lawn and pine trees lying between the buildings and the playing field is overgrown and uncared for. (Photos 5, 7, 11, 13) The open paved areas adjacent to the buildings are used for parking and storing dumpsters. (Photos 6, 13)

Southeast of Building 16, and in the line of 4th Street, stand the dressed stone ruins of what appears to be part of bridge. Since the old State Hospital railroad siding tracks ran adjacent to this ruin, and the main campus road leading to the playing fields was here it is probable that it was part of a pedestrian bridge over the tracks. (Photo 12)

III. PRECONTACT ERA

PRECONTACT SUMMARY

For this report, the word precontact is used to describe the period prior to the creation and use of formal written records. In the Western Hemisphere, the Precontact Era also refers to the time prior to European exploration and settlement. Archaeologists and historians gain their knowledge and understanding of precontact Native Americans in the Nassau County area from three sources: ethnographic reports, Native American artifact collections, and archaeological investigations.

Based on data from these sources, a precontact cultural chronology has been devised for western Long Island. Scholars generally divide the Precontact Era into three main periods, the Paleo-Indian (c. 14,000-9,500 years ago), the Archaic (c. 9,500-3,000 years ago), and the Woodland (c. 3,000-500 years ago). The Archaic and Woodland periods are further divided into Early, Middle, and Late substages. The Woodland was followed by the Contact Period (c. 500-300 years ago). Artifacts, settlement, subsistence, and cultural systems changed through time with each of these stages. Characteristics of these temporal periods have been well documented elsewhere, and in keeping with a recent request to professional archaeologists conducting work in New York State by the NYSOPRHP (2004), will not be fully iterated here.

Scholars often characterize precontact sites by their close proximity to water, game, and exploitable natural resources (i.e., plants, raw materials for stone tools, clay veins, etc.). These sites are often placed into three categories: primary (campsites or villages), secondary (tool manufacturing, food processing), and isolated finds (a single or very few artifacts either lost or discarded). Locations preferred for primary sites tend to be elevated sites near estuarine marsh systems, sources of fresh water, and a major waterway. They are often situated in locales that are easily defended against both nature (weather) and enemies. Secondary sites are often found near exploitable resources.

Most 19th-century histories of Flushing and Queens County identify the 17th-century inhabitants of the Flushing area as Matinecock Indians (Waller 1899: 17). The Matinecock claimed jurisdiction over northern Long Island east of Newtown and as far east as Smithtown in Suffolk. They are described as being once numerous in northeastern Queens, with their settlements at Little Neck and Bayside, and at Flushing village, where they made wampum, and dried oysters and clams for winter use (Munsell 1882: 19,76).

The Matinecock and the closely-related Massapequa were Munsee-speaking members of the Delaware culture group. According to the research of historian Robert S. Grumet and archaeologist Reginald P. Bolton, the Matinecock and the Massapequa were close allies during the late 17th century, eventually combined in 1676, and the group went to live in what is now the Rockaway section of southern Queens. The Massapequa sachem signed treaties with the Dutch in the names of other groups such as the Rockaway on more than one occasion, and when he was killed, the Matinecock sachem signed an agreement representing some of the Massapequa settlements. Thus, there existed a complex relationship between the Indian groups on Long Island which is yet to be explained sufficiently (Grumet 1981: 5-6,30-33).

Historical research conducted by archaeologists and historians on Native American trails and place names, notes the native trail nearest the project site as approximating present Jamaica Avenue/Hempstead Turnpike, approximately 0.8 miles to the south. The next nearest is present Northern Boulevard, about 2 miles to the north. The nearest recorded place name, *Quaotuac*, refers to the Little Neck area, more than 2 miles north of the project site. The word has never been translated, and may be apocryphal, since it only appears

without an earlier source in a 1907 publication on Indian place names (Grumet 1981:42-43).

Neither Bolton nor archaeologist Arthur C. Parker recorded archaeological sites closer than 2 miles north of the project site. A search of the New York State Museum's files results in only two inventoried precontact sites within one mile of the project site. (Appendix A)

The nearest is at the Queens County Farm Museum (73-50 Little Neck Parkway), approximately 4,400 feet northeast of the project parcel. During archaeological testing there in 1985, a ceramic sherd, possibly dating to the Late Woodland, was found (Berger 1985). A number of non-diagnostic precontact period artifacts were recovered in 1996, when the location was described as a "camp site and traces of occupation" (Boesch 1997: #37).¹ Both these finds were made near the greenhouse on the property, just south of the house.

The Alley Pond Park site is about 1.3 miles northwest of the project site at what is now Interchange 30 on the Long Island Expressway (I-495), and the Cross Island [Belt] Parkway in Alley Pond Park. Before the highways were built, Alley Creek ran through the center of the cloverleaf (Boesch 1997, Fig. 3b). The site, deemed eligible for the National Register of Historic Places, is an intact Woodland Period shell midden containing bone fragments, pottery and charcoal (Barber 1992: 23). Additional excavation was conducted in 1998 when further road construction was planned, and lithic debitage (i.e., the flakes produced by the manufacture or modification of stone tools), was recovered (Merwin 1998: 1-10).

The New York State Museum inventory also lists "traces of occupation" in the vicinity of Alley Pond Park, which were reported in 1922 by Parker. As noted earlier, Parker's published map shows recorded sites only north of Northern Boulevard, but the State Museum map places it in the general vicinity of the Alley Pond Park site (1.3 miles northwest of the project site), with which it is likely connected. An "Indian Village Sites" map drawn by Archaeologist Ralph Solecki also noted "a large Indian site and several small ones in Alley Park," along the route of the Cross Island Parkway. These also seem to correspond to the NYSM inventoried site (Solecki 1941).

Archaeologist Eugene J. Boesch, who has performed a general assessment of precontact archaeological potential for Queens County, has NOT given the project site and its vicinity a high rating for precontact archaeological potential (Boesch 1997). As noted earlier, our knowledge of settlement patterns indicates that precontact man preferred dry, elevated sites, near marsh environments, sources of fresh water, and a major waterway. Few of these attributes are exhibited by the project site. There is no march or other wetland on the parcel, and no nearby source of fresh water. Although the project site, is well-drained, it is extremely flat and exposed, providing no elevated viewpoints for sighting game or enemies, nor protection from prevailing winds.

In addition, far more enticing locations existed in the near vicinity, making it unlikely that the project site would have been occupied by humans. The tidal marshlands surrounding Alley Creek, approximately 1.3 miles northwest of the project site, would have been extremely hospitable to precontact human exploitation, providing rich hunting, fishing and foraging grounds, as well as a source of water, and a transportation route during the Archaic and Woodland Periods. It is no surprise that recorded precontact sites and toponyms cluster in this area around Alley Creek and Little Neck Bay, and that precontact occupation is confirmed by historical accounts.

¹Pickman, Arnold, 1996, "Archaeological Testing and Construction Monitoring: Installation of Plumbing and Related Facilities, Queens County Farm Museum Reconstruction of Greenhouse. Submitted to Pronto Plumbing and Heating, Inc., Queens, New York." Prepared for the New York City Department of Parks and Recreation.

Based on the above discussion, the project site is given a rating of LOW potential for hosting precontact archaeological remains.

IV. HISTORICAL PERIOD

During the colonial period, the Town of Flushing, which administered the northeastern quarter of present Queens County, included the outlying settlements of Bayside, Little Neck, and what is now Creedmoor. Flushing village center was about five miles to the northwest of the project site. The entire town had a population of about 500 in 1700. This included about 50 enslaved Africans. The chief occupation of the inhabitants was farming, and although wheat was Flushing's major crop, tobacco, maize and livestock were also raised. Flushing's agricultural trade with Manhattan is said to have commenced in the 1690s when a man purchased a large canoe from the Indians at Bayside. The boat could carry a hogshead of molasses and eight or ten passengers from Flushing village to New York City (Munsell 1882: 77-78).

"The Alley," an area at the head of Alley Creek that lies approximately 1.3 miles northwest of the project site, was the earliest settlement in the area. It received its name because it was the location of the only route which crossed the creek and meadows, linking Little Neck and other settlements on the North Shore to Flushing village, as well as Brooklyn and New York City. Its winding route added more than two miles to the trip (Mandeville 1860: 94). The first mail service was established in 1764, with deliveries to "the Alley" by horse every two weeks. "The Alley" was later the site of the U.S. Post Office from 1821-1830 (Flux 1957: 13).

The easier and faster route to neighboring towns was by boat, up Alley Creek to Little Neck Bay. The combination of road and creek made "the Alley" a transportation hub. Furthermore, since New York was the only legal port of entry for the colony, and duties were collected there, Little Neck Bay became a smugglers' destination. Local historian James Flux states that many of the houses had hidden storerooms and underground passages to the water.

"The Alley" landing had its own grist mill and a barter store. The tidal mill was built by Thomas Foster in 1752, and later called Buhrman's mill. An earthen dam across the creek created Alley Pond. The mill remained in operation until 1910, and burned down in 1926 (Flux 1957: 8,13,14 and Lawson 1952: 10). A woolen mill was established in "the Alley" by John Baird, but burned down in 1820, and Benjamin Lowerre built a general store on the site in 1828.

The Town of Flushing was occupied by the British during the American Revolution, from 1776 to 1783. Troops were quartered over a large area from Jamaica through Flushing, with camps along Black Stump Road, which the British laid out to link the sites. Black Stump Road followed present 73rd Avenue as far as Alley Pond Park, which abuts the Creedmoor campus on the west, approximately 4,800 feet west northwest of the study site. The troops decimated forests and stripped fences and buildings for firewood, a problem exacerbated by the fact that Long Island served as winter quarters for British forces, causing the population to increase as the weather grew cold (MacMaster n.d.: 4; Flux 1957: 12; Waller 1899: 131). Although relations with the British were not as strained as in other areas, it was inevitable that some of the occupiers would recognize the opportunity for plunder. Cattle, hogs and sheep were stolen, and farmers had to keep their animals locked up (Waller 1899: 145-146). With the signing of peace, over 3,000 Tories emigrated from Long Island to Nova Scotia in May 1783, and the last occupying troops left on November 25 (Brown 1989: 27).

The vicinity of the project area remained an agricultural area more than a century after the Revolutionary War. The majority of the project site was in the hands of the Kissam family during this period, after Eliphalet Weeks sold a 124-acre parcel to Daniel Kissam in 1802. The Kissams were prosperous Long

Island landowners, and through marriage were related to all the other prominent families, such as the Roosevelts and Vanderbilts. One Benjamin Kissam was a prominent lawyer during the colonial period, and John Jay, First Chief Justice of the Supreme Court began his law career in Kissam's firm.

By 1859 the property was in the hands of E. S. Kissam, who occupied a residence about 3,600 feet to the south of the present project site, along Rocky Hill Road (now Braddock Avenue) (Walling 1859). From E. S. the land passed to Benjamin Tredwell Kissam (1803-1870). The 1860 census describes Kissam, 57, and his two adult sons, John and Daniel, as farmers. Kissam's wife Phebe, their teenaged daughter, house servant, and four day laborers completed the household (Census 1860). Kissam was evidently successful, and in 1870, the year of his death, he is recorded as owning real estate valued at \$30,000. His wife Phebe had a personal fortune of \$5,000 and owned \$10,000 in real estate in her own right (U.S. Census 1870). After Benjamin Kissam's death, maps label the property "Mrs. Kissam" in 1873 (Beers 1873), and it was apparently occupied by Phebe P. Kissam until her death in 1887, when it was passed to her children and grandchildren (Brooklyn Eagle 10/19/1887: 1). Subsequent maps label the property the "B. T. Kissam Est.," through at least 1917

The western edge of the project site was part of "a farm of about three hundred acres, together with several pieces of woodland and meadow" which was sold by Thomas and Benjamin Wiggins to Philip Smith Platt in 1766. (State of New York Office of General Services, Deed Liber 3, p.193, "A"). This property was occupied by Philip P. Kissam, also a prosperous farmer, who is noted in the residence immediately west of Benjamin Kissam in 1859 (Walling 1859). Philip also had a substantial fortune, \$10,000, and owned real estate valued at \$18,000. Along with his wife, daughter and two servants, two elderly female relatives shared the dwelling, one of whom, Peggy Kissam, 70, had a personal estate of \$50,000 (U.S. Census 1860). Family member Platt Kissam sold off a 75-acre farm, which included the western strip of the project site, to Bernardus H. Creed in 1869.

Creedmoor and the National Rifle Association

The hamlet called Creedmoor developed in the 1870s, bordered roughly by Springfield Boulevard (formerly Rocky Hill Road), Winchester Boulevard, Range Street, and Hillside Avenue (formerly Powder Street). In 1871, Bernardus H. Creed sold his property (along with the western edge of the project site, to Herman Conrad Poppenhusen, the wealthy founder of the India Rubber Comb Company (later Enterprise Works) at College Point (Ibid: 297). Poppenhusen was acquiring land with the intention of building a railroad from Flushing to Babylon.

This steam railroad, various called the Flushing and North Side Railroad, the Central and North Side Rail Road, and the Central Railroad of Long Island ran to the north of, and parallel to present Braddock Avenue, about 2,400 feet south of the project site. The Creedmoor Station opened on January 8, 1873 (Seyfried 1963: 148).

The history of Poppenhusen's railroad and the National Rifle Association (NRA) are closely linked. The NRA was incorporated in the State of New York on November 17, 1871 (NRA HQ), in reaction to the "Orange Riot," which demonstrated how poorly-trained the members of the New York National Guard were (Jackson 1995: 802). Union veterans of the Civil War like George Wingate, William Church and others had joined under the leadership of General Ambrose Burnside, the NRA's first president, to form this organization to promote rifle shooting on a scientific basis (NRA HQ).

The NRA acquired 70 acres, including the western strip of the project site, "in this section of the then sparsely settled plain of eastern Long Island" for a firing range to improve the marksmanship of the National

Guard (State of New York 1978). According to an Article of Agreement dated July 5, 1872, Poppenhusen sold the NRA 70 acres, with a down payment of \$6,000, "the tract...to be selected by the ...[NRA] and to be of such dimensions and shape as they shall deem proper." A 150 foot wide right-of-way or "public street" between the southern end of the parcel and the railroad was included. (State of New York, Office of General Services). For an additional \$375, a ten acre tract "to be selected by [the NRA]" was optioned giving the NRA "the right of shooting over the same without compensation" for a year. With a final payment of \$20,250, the total cost of the parcel was \$26,250 (Ibid.).

There is a theory that the Central and North Side Railroad sold the land hoping to stimulate travel on its line (Shapiro 1966). The idea was a good one; on September 26, 1874, 8,000 came by rail to see the first international competition between the Americans and a world championship team of Irish challengers. On the average, about one thousand people would ride the Central Railroad of Long Island for Sunday excursions (Creedmoor Civic Association 1977), although in winter months, when the range was closed, it was described as "[d]reary and desolate" (Munsell 1882: 102)

The NRA Board of Directors adopted the name Creedmoor, after landowner Bernardus Creed, at the suggestion of board member H. G. Shaw, who thought the name "breezy and euphonious." The level ground, then covered with weeds and brush, reminded them of the bushy moors of England (NRA HQ). The next day, July 23, 1872, the name appeared in the *New York Sun* (Creedmoor Civic Association 1977). The tract was converted to a vast arena of tents, an elaborate arrangement of Creedmoor's renowned rectangular targets, and a clubhouse. It appears that the natural rise of the glacial moraine at the north end of the project parcel may have been used as a backdrop for the butts behind the targets. The targets were made of metal slabs which rang when hit with a bullet, and the distance of the competitions ranged from 200 to 1,000 yards. No telescopic sights were permitted (NRA HQ).

On April 25, 1873, the opening shots were fired at a dedicatory meet, with the Army's first line troops losing to the National Guard, which had been practicing (Shapiro 1966). The Club House and Pavilion at the range was scheduled to open May 15, 1878 and promised "all the comforts, conveniences and amusements possible consistent with their present accommodations." There were "handsomely-furnished Ladies' Parlor and Retiring Rooms, with proper attendance," and part of the Piazza, running the length of the building, was set aside for the ladies. The advertisement for the Hotel boasted a spacious Dining Room with "cuisine equal in all respects to the requirements of visitors", with rooms and lockers on the second floor for the shooters. The ladies would be able to play at Croquet, Archery, Lawn Tennis and other outdoor sports (Queens County Public Library). An 1891 map shows the location of the Club House east of Winchester Boulevard and north of the railroad tracks (Figure 4), and the hotel is south of the tracks on an 1897 map (Hyde 1897).

The NRA became moribund during an economic depression in 1892, when the Federal Government failed to fund a partnership between the NRA and the army. Interest revived in 1901, and NRA headquarters were established in Washington, D.C. (Jackson 1995: 802). Because of political opposition in New York to the promotion of marksmanship, the NRA moved its range to Sea Girt, New Jersey (NRA HQ). No buildings or other structures relating to the Creedmoor Rifle Range are recorded on the present project site.

The NRA sold the 70-acre property to the State of New York for one dollar in 1890. Included in the deed were "the buildings thereon erected, together with the targets, butts, fixtures and appurtenances constituting the rifle range known as Creedmoor" (State of New York Office of General Services 1890: Liber 820 p.80).

New York State continued to operate the range, and New York National Guard, which had regimental

houses, mess halls and other buildings there continued to use the facility (Mills 1939: 77). As the residential population in the area grew, so did the number of incidents in which stray bullets hit civilians, as well as livestock. In 1907, Governor Hughes ordered the range closed because of these incidents and unruly behavior (Creedmoor Civic Association). Today local street names are the only reminders left of the range; to the south and west of the project site are Winchester and Springfield Boulevards, and Range, Musket, Pistol and Sabre Streets. (Figure 5)

Creedmoor Psychiatric Center

The origins of present Creedmoor Psychiatric Center can be traced to 1908, when the New York State Legislature made the Creedmoor Rifle Range and National Guard property available as part of a package of 200 acres, with the intention of replacing what is now the Kingsboro Psychiatric Center, in Flatbush, Brooklyn.² Contemporary maps show the old rifle range property covering about 145 acres (Bromley 1909). (Figure 5)

The Kingsboro Psychiatric Center, originally the Kings County Lunatic Asylum, was institutionally established in 1852 in order to provide hospital care for the mentally unstable in conjunction with the Kings County Almshouse. As was the practice of the time, the poor, mentally unstable and even the criminal tended to be grouped together in institutional complexes. Kings County did not have any large offshore islands for the purpose, as New York City did with Blackwells and Randalls Islands, e.g., but nevertheless, the "County Buildings" were grouped on a parklike campus in the Town of Flatbush, and hosted the Asylum (on its own 30-acre plot), Almshouse, the Hospital for Incurables, and the Potter's Field. A penitentiary was also built nearby (Brooklyn Eagle 7/29/1888: 12; 9/30/1888: 10). The main building of the Asylum was completed and received its first patients in 1854.

Overcrowding was a chronic problem, and in addition to the construction of new buildings and extensions, a farm was purchased at St. Johnland (now Kings Park, Suffolk County, Long Island) and opened as a branch of main hospital in 1885, and the first few patients were transferred to Kings Park. Since the facility had not been completed, this did not immediately relieve overcrowding, and as late as 1888 this relief was still anticipated by the staff in charge of the 1,384 Kings County patients (Brooklyn Eagle 7/29/1888: 12). It was believed that light physical labor would be beneficial for many of the patients, with the added benefit of growing produce for their own consumption and for profit (Long Island State Hospital 1912: 31-33).

In 1895, Kings County officially ceded the entire institution – both the Kings Park and the Flatbush complexes – to the State of New York, although the transaction was not finalized until 1914. The main hospital became the Long Island State Hospital at Flatbush in 1900, renamed Brooklyn State Hospital in 1916, and is now the Kingsboro Psychiatric Center. The branch institution was placed under separate management in 1900, and eventually became Kings Park State Hospital (Long Island State Hospital 1911: 20; 1915: 5; Brooklyn Eagle 4/16/1895: 4).

After the 1908 Creedmoor land offer, plans for the new facility were begun, and arrangements were made for a railroad spur, eventually built along the western edge of the current project site. The New York Governor and the "State Commissioner in Lunacy," changed course, however, and asked the State Hospital to select a different, larger site. One reason cited was the opposition of local property holders. All the

²Oddly, if replacement of the Flatbush hospital was the goal, the venture was a failure, since the Kingsboro Center is still operating today.

substitute sites fell through, and in 1910 the Board of Managers still seemed to be up-in-the-air regarding the Creedmoor site, adopting a resolution "to obtain a suitable site for a country branch," noting that additional legislation was necessary to occupy it as a hospital, and willing to trade the land for another site (Long Island State Hospital 1911: 8, 21-22). The next year, 7 acres of Creedmoor were sold for the construction of the Long Island Motor Parkway.

Finally, in April 1912, Governor John A. Dix signed a bill authorizing \$50,000 to begin the construction of buildings and the railroad spur, although construction of the railroad spur was deferred until a master plan was in place. Plans for the facility were ambitious, since the parent institution had a population of 759 in 1911, and projected population for Creedmoor was 2,000 patients. Another problem was the several public thoroughfares running through the center of the tract, including the Long Island Motor Parkway. The Commission of Mental Hygiene was authorized by law to work with the City and State to relocate these roads. The plans were put on hold again, the State Hospital Commission choosing to wait for the development of a comprehensive plan "for the care of mental cases of the entire metropolitan area" (Mills 1939:78; State of New York 1978; Long Island State Hospital 1912: 6, 16, 37).

Despite the postponement of construction, the Creedmoor facility opened in 1912 as a "Farm Colony of Brooklyn State Hospital," also called the Hospital's "Creedmoor Division," utilizing the Seventh Regiment building of the National Guard barracks, which was adapted for 37 patients (35 men, 2 women) with the addition of heating, plumbing and lighting facilities (Mental Health 2005; Long Island State Hospital 1914: 28; 1916: 23). A group of 32 patients "colonized" the Creedmoor by the early summer of 1912, "employed daily at farm work." The permanent residents were joined by other patients sent out to Creedmoor "for brief periods to aid their convalescence from acute mental conditions" (Ibid.).

A 1912 photograph of the Creedmoor buildings shows a group of five 2-story woodframe houses, suburban in aspect, in a parklike setting. Annual reports note that there were "somewhat over forty acres" under cultivation, and could see no reason the population of the colony could not be expanded to 200, utilizing existing buildings (Long Island State Hospital 1912: 16-17). The location of the original rifle range and barracks structures can be seen on the 1909 and 1917 maps, in two groups, approximately 750 feet west and 1,100 feet south of the project site (Sanborn 1917). (Figures 5, 6)

The acreage farmed at Creedmoor was gradually increased. The Managers noted that until 1912 the Brooklyn hospital had been at a disadvantage because of lack of farmland. In the 1913 growing season, the Creedmoor farm colony had been able to grow the institution's entire supply of potatoes for the year, valued at \$2,000. Other crops included various vegetables, corn – utilized as winter feed for the institution's horses. The planting of grass was planned for the next spring, to "eliminate the purchase of hay for the horses at Flatbush. As to livestock, a swine herd had been started, fed on dining room refuse from Flatbush, transported to the farm in regular trips by their "auto truck," and plans were underway for the establishment of a dairy (Long Island State Hospital 1914: 36-38). The profitable farm colony was considered a success, and Annual Reports expressed the hope of expanding the number of patients and production, although hampered by lack of funding (Long Island State Hospital 1915: 21; 1916: 34, 40; 1918: 6).

In 1918 the State Hospital Development Commission recommended the construction of buildings for up to 3,000 patients, as well as the repair and renovation of the older buildings. Renovations of seven of 12 existing cottages were begun, and by 1919 there were accommodations for 150 patients at Creedmoor. The construction of a sewerage disposal plant was begun, and the State Legislature authorized a \$3 million spending program, appropriating \$500,000. Once again, plans were halted, this time because the Federal Government proposed, and the State Legislature approved a plan to convert Creedmoor into a hospital for

war veterans. The farm colony patients, belongings, and furniture were moved back to the Brooklyn State Hospital by the end of December 1920, leaving only a caretaker behind. Congress turned down the proposal, however, and the property was returned to the Brooklyn State Hospital, and patients returned in May 1921. By June there were 75 patients in residence (Mills 1939:78-79; Long Island State Hospital 1918: 31; 1920: 29), and the number rose back to 141 by 1923 (Long Island State Hospital 1924: 9).

The State Legislature once again made the \$3 million for construction available to the Creedmoor Division in 1922, and construction of a power house, patient buildings 73 and 74 (formerly designated O and P), their kitchen and dining room building, sewage disposal beds, and a deep well, were begun. These structures were all built on the present campus south of Union Turnpike, and not completed and occupied until the spring of 1926 (Ibid.: 79)

Land acquisition also continued with the purchase of a 61-acre parcel in 1923, an acreage which corresponds exactly to the size of the contiguous Benjamin Kissam properties (59.10 acres and 2± acres) which at the time were directly east of the old rifle range property (Mills 1939: 79). (Figure 5) The purchase of the larger of the two Kissam parcels incorporated the entire current project site into the Creedmoor campus. Additional purchases increased the size of the grounds to just over 314 acres. (Ibid.; Mental Health 2005). This may have been in response to requests made in 1923 by the Steward of Creedmoor for better land for farm and garden purposes. Although the construction interfered with farm work, the sandy nature of the soils at Creedmoor and the lack of irrigation facilities made it difficult for crops to survive even short droughts (Long Island State Hospital 1924: 57).

An additional \$3.5 million was provided by the State in 1924, and more contracts for construction were awarded in 1925, 1926, 1928, 1929, 1931 and 1935. (Figure 6) These contracts included the laundry building (Building 15) on the western edge of the project site, which was completed in 1929, and the bakery (Building 16), completed in 1931. (Figure 7) As buildings were completed and occupied, the patient population rose to 1,163 in 1929, and 3,319 in 1933 (Mental Health 2005). Made independent of the Flatbush institution in 1935, the first annual report issued by Creedmoor State Hospital noted an average daily population of 4,389 men and women, as well as 1,000 officers and employees (Creedmoor State Hospital 1937: 8).

Emergency relief funds and labor during the Depression were supplied beginning in 1931, and enabled the ambitious building program to continue, including a baseball grandstand on the southeast corner of the project site, which was completed in 1939. The grandstand had a seating capacity of 1,300, complete with bleachers, and below ground dugouts. (Figure 7; Photos 1, 15)

Additional construction projects were undertaken on the campus presently north of Union Turnpike. After World War II, the state outlined plans for a \$4 million building program which included \$300,000 for the Children's Building Group and \$2.275 million for additional ward space; the hospital was then running at 116% capacity (Long Island Star Journal 1944), and Creedmoor was housing 6,000 inpatients on the wards in 1950. The next major construction was a 21-story skyscraper built in 1957, north of Union Turnpike. By 1959 Creedmoor had reached its peak population of over 7,000 (Mental Health 2005).

Decline of the inpatient population began in 1960, with the introduction of medications to treat psychiatric illness. As residential and service needs contracted, various structures were adapted for other uses or went out of service. The project site bakery building was converted into plumbing and electrical shops in the 1970s, and the building was abandoned in 1999. The laundry building went out of service in 1993. The grandstand was closed in the 1980s. At present, only 215 patients are resident on the Hillside Campus

(Mental Health 2005; Description 2005).

State Hospital Commission Railroad Spur

The Long Island Rail Road (LIRR), through a series of mergers, acquired the tracks of the earlier rail line built by Poppenhusen, which maintained the Creedmoor Station (about 3,500 feet south southwest of the project site) and mainly serviced the patrons of the rifle range. The LIRR had provided cars with special compartments for patients as of 1901, when they were being transported to and from the Kings Park facility (Long Island State Hospital 1902: 5). During the 1920s, however, the LIRR found the State Hospital institutions, Creedmoor and Kings Park, to be important customers. Building materials, coal, food supplies and even patients were delivered by rail; coach number 315 was known as the *Creedmoor Creeper*, and included some seat belts.

A rail spur directly to the Creedmoor grounds was first mentioned in 1910, but construction was postponed until plans for the facility were farther along. The 1912 Annual Report projected progress on the railway for the coming year of 1913, but there is no indication that this took place. The siding is not recorded on the 1917 map (Long Island State Hospital 1912: 34; Sanborn 1917), and the "Railroad trestle, etc.," is included in a list of necessary additions composed in 1923. The contract was finally let, and the track was laid in September 1924 (Long Island State Hospital 1924: 45; 1925: 46, 54).

The existence of the railroad spur was noted by the LIRR in a 1924 list, and named the "State Hospital Commission" siding (arrts-archives.com/crdmr1.html). Running along the western edge of the present project site, maps show it east of what is now the location of project site Buildings 15 and 16 and west of the baseball field, terminating at the Power House (Building 76) north of the site. (Figures 6, 7)

Eventually passenger service to the Creedmoor Station was discontinued, but freight was still run along the line and to the Creedmoor Hospital siding. When Creedmoor Hospital converted from coal to oil as a fuel source, the railroad tore up the remaining tracks (Creedmoor Civic Association) during the 1950s (Long Island Daily Press 1959).

Building History of the Project Site

No structures or building activities have been recorded on the project site prior to 1924, when the Creedmoor railroad spur was completed. (Figures 3-5) The Hyde Atlas (Figure 6) depicts a double track. The siding, whose chief but not only duty was delivering coal, ended at the power house about 400 feet north of the project site (Figures 6, 7), and occupied the approximate location between the unnamed paved path which runs along the western side of the present playing field, about 210 feet west of the western boundary of the project site, and the existing Laundry and Bakery Buildings (Buildings 16 and 15). It is probable that some grading and trackbed preparation was required, causing subsurface disturbance of no more than 3 feet below the current surface. As noted in the previous paragraph, the track was torn up sometime during the 1950s.

The remaining pier of what appears to be a bridge over the railroad tracks linking the playing field area with the rest of the Creedmoor complex still stands approximately 190 feet northeast of the southwest corner of the project site, in the line of 4th Street. Built of stone, and approximately 12 by 18 feet, this structure would have had foundations greater than 4 feet deep. Additional piers on 4th Street within the project site would have blocked the street, and were probably removed when the tracks were torn up. (Photo 12; Photo Key Map)

The next construction on the project site was the Laundry Building (Building 15), constructed on the east side of Avenue C, and the west side of the railroad tracks, at the northwestern edge of the project site.

This rectangular 3- and 1-story brick building was 70 feet wide and 180 feet long, with a full basement. (Figure 7) It was completed in 1929. In 1967, the building was extended on its north side, bringing the present length to 300 feet. The extension was also brick, of 1 and 3 stories with a full basement. (Figure 2) With a fully below-ground basement, foundations would be at least an estimated 10 feet below the present surface.

The Bakery Building (Building 16, later used as a plumbing and electric workshop) was completed in 1931, approximately 100 feet north of the southern boundary of the project site, between Avenue C on the west, and the railroad tracks formerly to the east. The irregularly-shaped brick building is two stories in height, with a full basement. Originally cruciform in shape, an addition to the northeast corner appears to have been added after c.1950. (Figure 7) The main part of the building is 90 feet by 50 feet, with the long axis oriented north/south, parallel to Avenue C. With a fully below-ground basement, foundations would be at least an estimated 10 feet below the present surface.

The open-air grandstand approximately 220 west of the southeast corner of the project site, and 30 feet north of 4th Street was completed in 1939. (Figure 7) The C-shaped concrete structure is approximately 260 feet long, with a seating capacity of 1,300 and below-ground dugouts. (Photos 1, 2, 15) The dugouts and the massive size of the structure suggest foundations of 8 feet or greater.

Approximately 90 feet west of the grandstand begins several rows of benches with concrete bases, stretching about 200 feet, in a line roughly parallel with 4th Street. (Photo 14) These were most likely installed at the time of the construction of the grandstand or shortly thereafter. They do not appear on any of the historical maps. Subsurface disturbance from the installation of these benches would be shallow, probably 2 feet or less.

It is probable that when the playing field was established, originally for baseball (Photo Key Map), this area was graded, but given that the location was known historically to be quite flat, the depth of impact would likely have been minimal, less than a foot. This central unbuilt area, with no utilities or paved roads, forms the majority of the project site.

Ground disturbance caused by the grading and paving of Avenue C, 4th Street, and the paved path between Buildings 15 and 16 and the playing field would likely have involved minimal below surface excavation and regrading, most likely 2 feet or less.

Recent surveys conducted on the project site (Hager-Richter Geoscience, Inc. August 2005) have noted numerous underground utility lines present. The vast majority of these are shallowly-buried (less than 3 feet below the surface) electric lines, generally under and adjacent to the paved courtyards, pathways and roads of the project site. Two buried electrical lines extend 90 feet northwest from each end of the grandstand, directly into the field. Their symmetrical placement suggests some sort of lighting fixture. A third electrical line extends 90 feet northeast from the northeastern end of the grandstand. It forms a rectangular shape (100 by 40 feet) in a location that has been identified as a former, now-buried pool. (Photo 1)

Several water and sewer mains were also identified. These would have been buried below the frost line, and therefore would have caused a subsurface disturbance between 4 and 5 feet below the current surface.

The chief locations of these utilities are 4th Street and Avenue C (Figure 7), and the courtyard immediately north of the Laundry Building (Building 16) at the northwestern corner of the project site. Additional mains cross under Avenue C entering Buildings 15 and 16.

A number of possible and unidentified utility lines were also identified. These also were generally clustered under the paved areas of the project site adjacent to the identified utility lines. One exception is four "possible utility" lines identified in the unbuilt area to the east of the playing field and grandstand. It is difficult to speculate on subsurface disturbance in these cases.

Evidence for Burials at State Hospital Psychiatric Facilities

The parent and sister institutions of Creedmoor, Kingsboro Psychiatric Center and Kings Park State Hospital, handled the prospect of unclaimed dead in ways that shed light on precedents for the treatment of the dead at State Hospital facilities, and also the interpretation of evidence recovered for the Creedmoor campus. Burials for Kingsboro Psychiatric Center took place nearby, but offsite, at the county's potter's field. Unclaimed Kings Park bodies were buried on the extensive campus grounds.

Kingsboro Psychiatric Center

Founded in the Flatbush section of Brooklyn in 1852, Kingsboro, then the Kings County Lunatic Asylum, was part of a group of county institutions, including the Alms- or Poorhouse, and Hospital, which were grouped together on lands known as the "County Farm." The Asylum stood on a large campus which was noted for its neat gardens and greensward, as well as its majestic old trees. There was also a vegetable garden kept by the residents (Brooklyn Eagle 7/29/1888: 12; 9/30/1888: 10). This suggests that there was open space for burials on the Asylum property if this were the practice. This did not occur under the official auspices of the Lunatic Asylum, although there was a high death rate among the patients, for example in 1910, of the average population of 751 patients, 142 deaths were recorded.³ According to the Annual Reports examined, the lowest number of deaths recorded was 58 in 1905, but this number was generally much higher, reaching 288 in 1899 (See e.g., Long Island State Hospital 1905: 3 1904: 5; 1901: 39; 1899: 11).

The County Farm in Flatbush also included a potter's field, in which the unclaimed and unidentified dead of Kings County and its charitable and penal institutions were buried. This included the unclaimed dead of the Asylum. A contract to collect the dead and provide coffins was let by the county, and the contractor made the rounds of the various institutions, collected the bodies, placed them in coffins, and brought them to the Potter's Field (Brooklyn Eagle 9/20/1879: 1; 8/14/1884: 4). Potter's Field was adjacent to the Asylum property, and in 1895 it was noted that so many bodies were being interred, that the Potter's Field was "steadily encroaching" on the Asylum's vegetable patch (Brooklyn Eagle 8/7/1895: 12).

The Potter's Field was still active after the creation of Greater New York. While Hart's Island in the East River had already been established as the potter's field for New York City and its institutions, and continues in that role today, the Kings County field continued to take burials, including those from Queens County, which apparently lost its potter's field when present Nassau County was created. Bodies were still being interred in Flatbush 1908, when the City of New York initiated the transfer of the County Farm lands to the State, but this did not become official until 1914 (Long Island State Hospital 1911: 61-62; 1914: 1).

An inventory of the mental health facility property in 1908 and in subsequent years notes a

³ The seemingly high death rate is attributed to the conditions of the patients at the time of admission. One Annual Report noted that "more than 51% of admissions were so feeble and exhausted that they were brought in on stretchers" (Long Island State Hospital 1918: 17).

mortuary/morgue, but no mention of a separate cemetery specifically for the Asylum on the Asylum grounds (Long Island State Hospital 1908: 19; 1914: 24).

Interestingly, the Annual Reports record a considerable amount of energy spent in the sewing of shrouds, although the number of shrouds made was never equal to, and usually lower than the number of recorded deaths (e.g., Long Island State Hospital 1899: 11, 39). The carpentry department also recorded the construction of coffins, and some burial headboards or markers. Far fewer of these were made than shrouds – usually between 10 and 20 total. In 1901, e.g., there were 106 deaths, 61 shrouds sewn, and 36 coffins made (Long Island State Hospital 1901: 39, 49, 53).⁴ The discrepancy in numbers would be accounted for by the fact that the bodies taken to the Potter's Field were supplied with coffins by the county contractor, and therefore most burials from the Kingsboro Center did not require coffins, but the bodies were probably released in shrouds. The coffins may represent the bodies actually claimed from the institution by friends or relatives, and/or were probably sold for income. In contrast with the Kings Park Hospital discussed below, no stated connection is ever made between the number of deaths at the facility and the production of burial goods.

Kings Park State Hospital

Kings Park was established under different circumstances in 1885. As a farm colony, it was 43 miles east of its parent institution in Kings County, in predominantly rural Suffolk County. Using the 1915 statistics, it was larger than Kingsboro at 834.61 acres (141.625 acres cultivated), more populous with 3,938 patients in residence, and more deaths at 337 (Kings Park State Hospital 1915: 9, 30, 55). Large areas of open space existed on campus, and there was no interference from municipal health codes or nearby homeowners. As a result, there was no obstacle to interring the dead on the grounds, and the practice would certainly have been cost effective. Three to four potter's fields were established at Kings Park, ultimately with thousands of burials (Darby Penny to Richard Schaefer 11/8/05). Members of the present Kings Park community are still aware of their existence (See e.g., www.usacitiesonline.com/nykingsparkhistory.htm; bklyn-genealogy-info.com/Cemetery/KPCemetery.info.html). The 1900 Annual Report noted that the "fence [was] extended for enlarging the cemetery," and in 1912, that the "Cemetery Woods" were cleared for cultivation (Kings Park State Hospital 1900: 16; 1912: 44).

As with Kingsboro, discussed above, shroud- and coffin- and gravemaker-making, are all recorded in the annual reports. In contrast to Kingsboro, where burial did not take place, the totals of shrouds, markers and coffins approach the number of deaths recorded, and the 1912 report notes 2,595 $\frac{3}{4}$ yards of "shroud muslin" on hand in the sewing department (e.g., Long Island State Hospital 1901: 8, 21-24; Kings Park State Hospital 1911: 7, 73; 1912: 76). It is significant that the 1902 report states the carpentry department "made the number of coffins required by the hospital" (Long Island State Hospital 1902: 82).

Creedmoor State Hospital

Like Kings Park, Creedmoor was situated on a large parcel of open land (314.754 acres), distant from the mother institution in Brooklyn and the County Potter's Field. The Creedmoor occupation began not only later than Kings Park, but by the time of Creedmoor's first colonization in 1912, Queens County had been part of New York City for 14 years, operating under more stringent burial laws. Unclaimed bodies, after being received by the Queens Coroner, were sent to the Kings County Potter's Field in Flatbush until

⁴This information was no longer included in annual reports after 1913 (Long Island State Hospital 1914: 37).

sometime after 1908 (Brooklyn Eagle 2/15/1898: 5; 8/10/1898:12; 7/13/1899: 2).

Secondly, because of the lack of funding during the 1910s and 1920s, the first new buildings of the Creedmoor Hospital were not completed and occupied until 1926. Until 1926, the farm colony did not have a capacity above 150. As a result, and because only the physically healthy patients were sent to work at the Creedmoor farm colony, the number of patient fatalities prior to 1926 was quite low in comparison to Kingsboro and Kings Park. In 1925, e.g., there were 2 deaths noted in an average population of 136, and this seems to have been noted as an anomaly, suggesting that deaths were unusual at the farm colony (Long Island State Hospital 1925: 9). The small number of patient deaths (a crude estimate for the period between 1912 and 1926 would suggest fewer than 25) may have set a precedent in the treatment of unclaimed deceased patients before the number of deaths rose to between 200 and 300 annually by the 1930s (e.g., Creedmoor State Hospital 1937: 7, 8; 1938: 9, 10).

Given the presence of a railroad siding by 1924, and the use of motorized vehicles, the movement of unclaimed bodies to a free burial ground at another state facility was probably not an undue burden, and most certainly cost effective. According to Bob Kotarski, Director of the Creedmoor PC maintenance staff, present and past members of the maintenance and safety staff⁵ maintain that no burials took place on the current project parcel, or anywhere else at Creedmoor. According to the same staff members, deceased patients from Creedmoor were buried on the grounds of either the Central Islip Psychiatric Center, Kings Park Psychiatric Center, or Pilgrim Psychiatric Center (Matthew A. Stanley to Cece Saunders 10/28/05), accessible by LIRR. Given this information, it comes as no surprise that the Creedmoor morgue (now Building 17) was situated next to the railroad siding south of the project site (Sanborn 1934).

The Annual Reports from the Brooklyn State Hospital (which included Creedmoor until 1935), and the reports of the independent Creedmoor State Hospital from 1937 to 1943, record the numbers of the dead, but make no reference to the disposition of the bodies, either at Creedmoor or any other place. The New York State Psychiatric facilities which operated their own cemeteries on their campuses generally kept records in their internal archives. This took the form of burial books, maps of graveyards, numbered burial lists, and death records (Darby Penney, personal communication with Richard Schaefer 11/2005). Specific inquiries regarding the possible existence and whereabouts of similar documents related to the Creedmoor facility did not uncover any such sources (Kathy Iverson, Bill Gorman, Greg Williams, Karen Nicholson – personal communication with Nancy Dickinson, 10/2005 and 11/2005).

The references to Creedmoor in the State Hospital annual reports do not present the same secondary evidence for the preparation and burial of the dead as do the records of Kingsboro or Kings Park, such as the manufacture of shrouds, coffins and grave markers. E.g., in 1937 the Industrial Department at Creedmoor recorded the making of 28,766 "Articles of Clothing," in which category could conceivably be included shrouds, but such items were not noted separately among the shoes, brooms, brushes, furniture, brooms, baskets, pillows and other articles made and repaired (Creedmoor State Hospital 1938: 46).

Although no evidence indicates that there was definitively no cemetery ever established at the Creedmoor campus, there is a complete absence of evidence aside from mortality statistics that records any information regarding the dead at Creedmoor.

⁵These men include: Jack Larson and Ed Lacey, who have worked at Creedmoor for over 30 years; and Ed Lacey's father, who worked there for 30 years prior to his son; and, a former safety officer in his 80s. The total experience of these men goes back about 66 years (to c.1939).

Hillside Replacement Facilities Project Site

As a subsection of the Creedmoor Psychiatric Hospital Campus, the project site also has a number of attributes which suggest that it is unlikely that burials took place there. The majority of the project site (the Benjamin Kissam property) was not part of the Creedmoor campus until after it was purchased in 1923. By that time, the areas to the west forming the old Rifle Range/National Guard Property had been occupied by the Farm Colony for 11 years. In the event that a burial ground existed for the small population of the Farm Colony, it could not have been established on the Kissam property until after 1923. Therefore, if bodies had been interred after 1923, the location of the hypothetical cemetery would have already been established for more than a decade.

With the construction of the grandstand and the grading of playing fields in this section of the project site, no mention of encountering or removing burials was made in the official record. During construction, and after the completion of the sports facilities in 1939, it would not have been possible to inter bodies in this location.

Although the western 210 feet of the project site had been part of the original Rifle Range/National Guard Property, by 1924 it had become the host of the Hospital's railroad spur. Although the annual reports note the siting and laying of the tracks, there is no mention of encountering or the necessity of moving burials. It also seems unlikely that burials would have been interred along the railroad tracks in subsequent years. Furthermore, the bakery and laundry buildings, each with full basements, were built immediately west of the tracks in the 1920s, and there were no reports of encountering burials at this location at the time of construction, or during the installation of utilities.

V. CONCLUSIONS AND RECOMMENDATIONS

Precontact Potential Sensitivity

The data presented in this report have resulted in a low rating of precontact archaeological potential for the project site. Since there were no streams, fresh water sources or wetlands within 1.3 miles of the project site it is unlikely that Native Americans used it as a village site or even a camp site. Far more attractive locations existed 1.3 miles to the north at Alley Creek and Pond and Oakland Pond. Although it is possible, and even probable, that Native Americans crossed the parcel during hunting and foraging forays, it is unlikely that such activity would have left significant traces. No further archaeological consideration for precontact resources is warranted.

Historical Period Sensitivity – Creedmoor Psychiatric Center Structures

There is no recorded construction on the project site until the installation of the Creedmoor railroad siding in 1924. This and subsequent recorded usage of the site as the location of the bakery and laundry buildings, and as a baseball field and grandstand location beginning in the 1930s is not considered archaeologically significant.

Historical Period Sensitivity – Potential Burials

No evidence has been uncovered to indicate that patient burials took place on the Creedmoor Psychiatric Center campus. An examination of the documentary data (mainly annual reports) available for Creedmoor, and a comparison with the same data from its mother and sister institutions (Kingsboro and Kings Park, respectively), does not reveal the references to cemeteries and burial (cemetery fence extension, shroud-, marker-, and coffin-making), that are found in association with Kings Park, which has been documented as operating more than one cemetery. Even reports from Kingsboro, whose unclaimed dead were collected by Kings County and interred at the nearby Kings County Potter's Field, had numerous references to shroud-, marker-, and coffin-making, all of which were absent in reports concerning Creedmoor.

As the Creedmoor population rose from a maximum of 150 into the thousands with the opening of the first new buildings in 1926, the number of annual deaths rose above 300. The collective memory of successive generations of maintenance and safety staff, reaching back to c.1939, indicates that the unclaimed dead of Creedmoor were buried at the Kings Park and Central Islip facilities. These two state institutions did have cemeteries, which makes this explanation plausible. As noted in the previous section, as well as in the Introduction, a number of Institutions, as well as City and State offices were contacted regarding unpublished internal records, such as burial books, burial lists, cemetery maps, etc., related to Creedmoor. These documents generally exist for other state hospitals which had their own cemeteries. None were found for Creedmoor.

As described in the previous section, the project site was acquired in two separate land transfers. The majority of the project site, except for the western 210 feet, was part of the Kissam estate, and did not become part of the Creedmoor campus until 1923. If there had been a cemetery at Creedmoor when the farm colony was founded in 1912, it is unlikely that the hypothetical cemetery would have been moved after 11 years. The extremely low death rate of the pre-1926 facility indicates that very few bodies would have been interred during this period.

If a cemetery existed but was never recorded, the most likely section of the project site on which it might have been is the western 210 feet of the subject parcel, which had been part of the original rifle range/National Guard property transferred to the Creedmoor Farm Colony. If burials had taken place here, it is likely that they ceased at the time the railroad track was laid for the Creedmoor siding in 1924, when they would have been adjacent to the track in what became an important service area for the center. The excavation for three subsequent building projects with deep foundations and/or basements (Laundry, Bakery and the stone bridge), as well as the installation of connecting water and sewer lines should have encountered burials if they had been present. At no time, however, was it noted that burials were encountered or moved.

Based on the this discussion and the lack of evidence supporting the existence of a burial ground at Creedmoor Psychiatric Center, the potential for patient burials on the project site is rated as VERY LOW. The possibility of encountering burials has not been completely negated, however. Therefore, a specific testing protocol concerning potential human burials, known as an Unanticipated Recovery Plan, has been included as Appendix A to this report.

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New York State Department of State, Division of Cemeteries (518.474.6226)

New York State Library (518.474.5355)



Figure 1. Project Site Location -- Current U.S.G.S. Topographic Map, Lynbrook, N.Y., 1969

Arrow indicates the project site

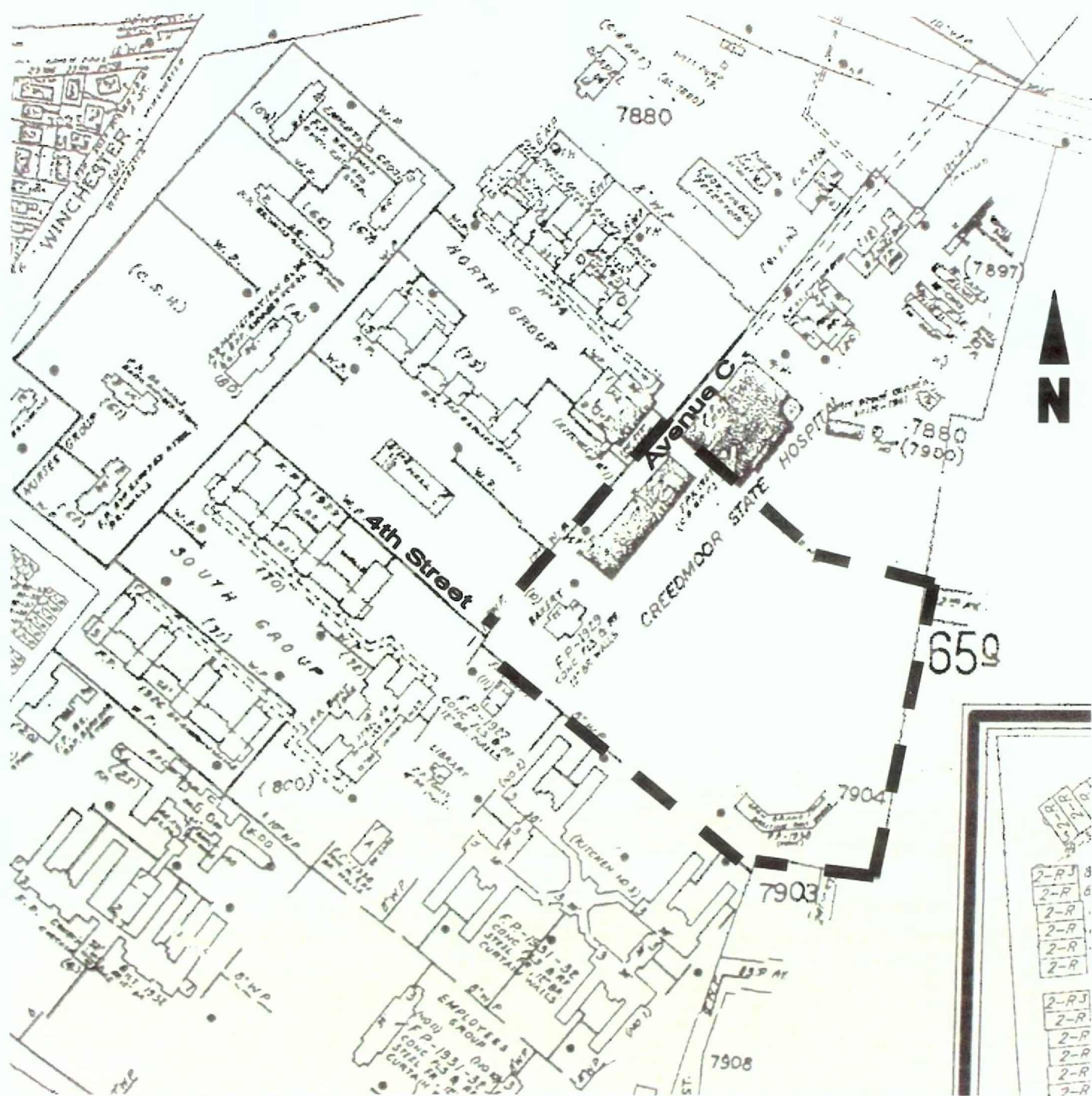


Figure 2. Sanborn, Insurance Maps of the Borough of Queens, 2004

— Project site boundaries

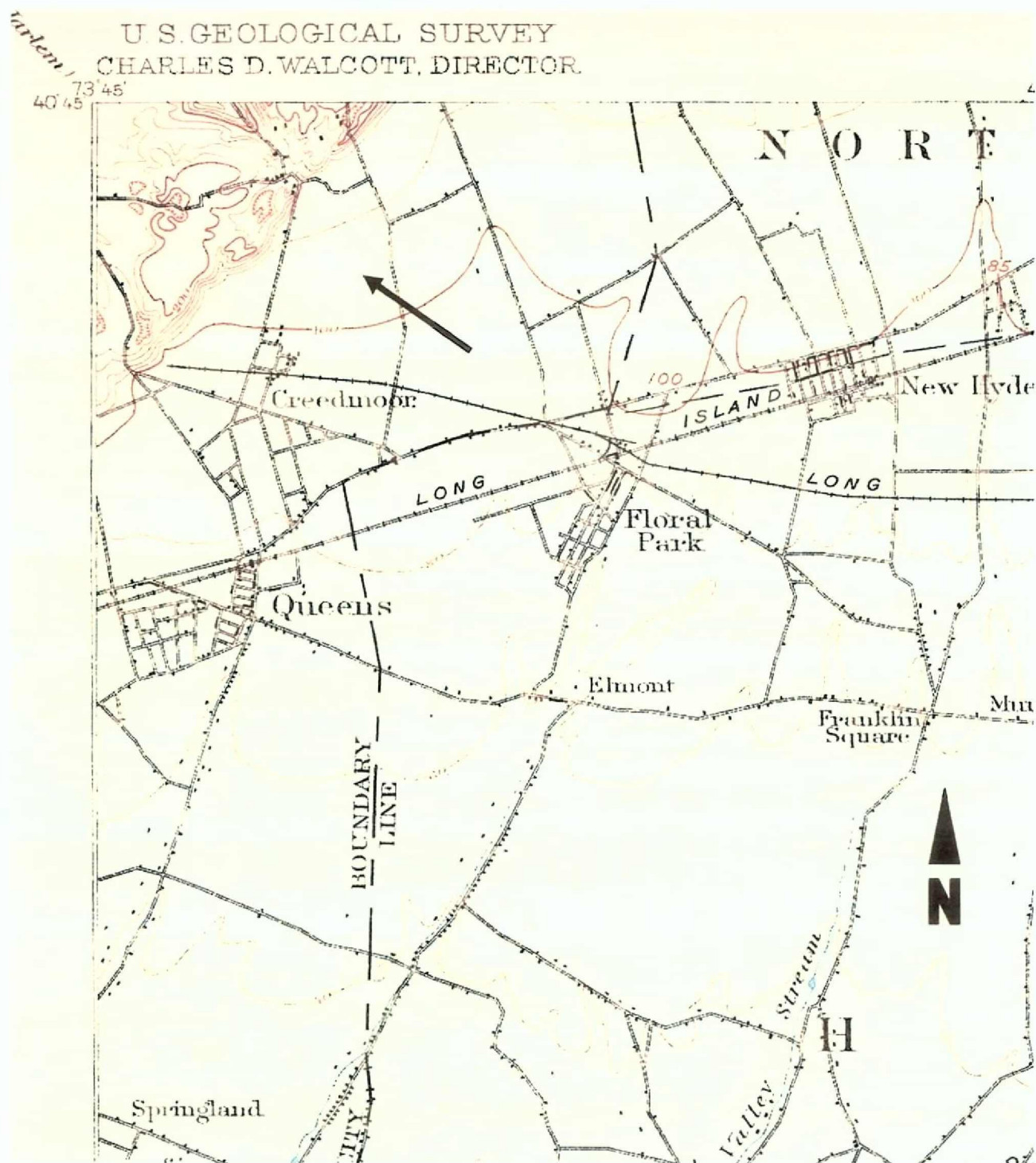


Figure 3. U.S.G.S. Topographical Map, Hempstead, N.Y., 1903 (surveyed 1897)

Arrow indicates the approximate location of the project site

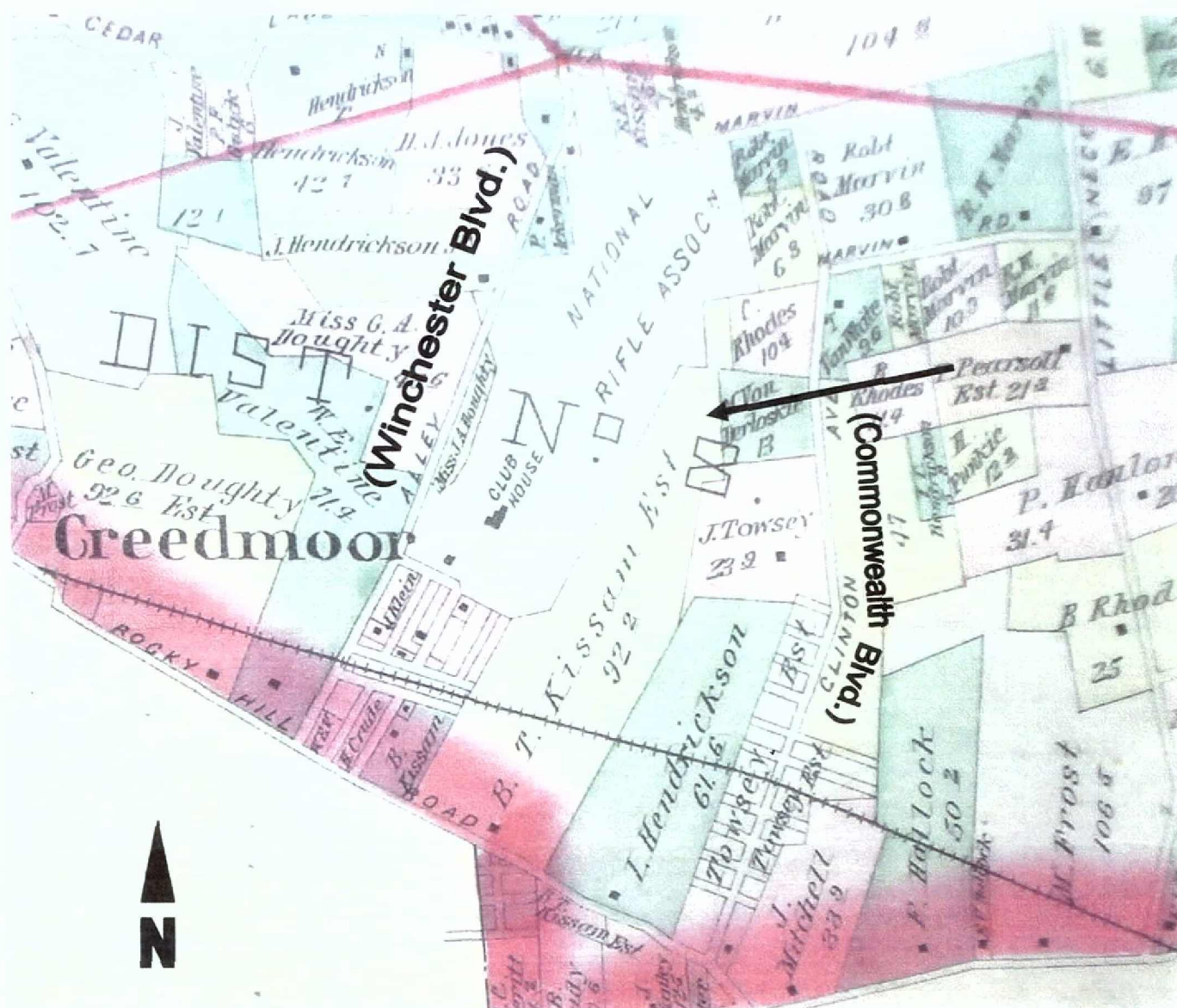


Figure 4. Wolverton, Atlas of Queens County, New York, 1891

Arrow indicates project site location



Photo Key Map – Base Map, Aerial Photo, 1996

Oasis NYC Map (www.oasisnyc.net/mapsearch.asp)

Numbers indicate the location of the photographer.

Arrows show the direction in which the camera was aimed.

— — — Project site boundaries



Photo 1. Looking southward, approximately 100 feet north of the northeastern corner of the grandstand. Playing field at right (west). Note disturbed area without vegetation in foreground. Possible "buried pool" and buried electrical line location.

Photo 2. View south toward grandstand from near the northeast corner of the project site. Playing field is to the right (west), band of trees and brush at left (east) lies along the eastern perimeter of the project site. Buildings beyond the grandstand are south of the project site.





Photo 3. View westward across the playing field from near the northeast corner of the project site (same location as Photo 2). The 3-story structure is Building 16 (Laundry), while the 1-story building and the trees and brush to the right (north) are outside the project site.

Photo 4. Looking southwest from the northeastern corner of the playing field toward the grandstand at the center.





Photo 5. View south down the unnamed paved road along the western side of the playing field from the northern edge of the project site. Pine trees to the right (west) mark the approximate location of the former Creedmoor railroad siding tracks.

Photo 6. Looking west from the same location as Photo 5, toward Building 16 (Laundry Building) to left (south). The northern boundary of the project site runs through the open paved space between the two buildings.





Photo 7. View southward across the grassy area west of the playing field and east of Building 16, taken from about 30 feet south of the north end of Building 16 which is on the right (west). This is the approximate location of the former Creedmoor railroad siding tracks.

Photo 8. Looking southward down Avenue C from the northwest corner of Building 16, which is to the left (east). Area on the right (western) side of Avenue C is outside the project site.





Photo 9. View eastward from the west side of Avenue C, toward the paved area between Building 16 (Laundry) on the left (north), and the Building 15 (Bakery) on the right (south)

Photo 10. Building 15 (Bakery) and the paved courtyard between Buildings 15 and 16, looking southeasterly from the west side of Avenue C. Building at the far right (south) is outside the project site.





Photo 11. Looking northeasterly toward the grassy area south of Building 15 (Bakery) from the southwestern corner of the project site. Avenue C is in the foreground, and the line of 4th Street is represented by the paved area in the right midground. Area of shrubs and trees is the former location of the railroad tracks.

Photo 12. View west from the intersection of 4th Street and the unnamed paved road along the west side of the playing field. Ruins of possible bridge over the former railroad tracks.





Photo 13. View to the northeast from the paved area and former track location, adjacent to the Building 15 (Bakery), from approximately 50 feet southwest of the building. Note the dumping of trash in the foreground.

Photo 14. Looking eastward across the playing field from the western side of the field, about 100 feet north of 4th Street. The grandstand is in the center background. Trees and brush to right (south) cover the former spectator benches.





Photo 15. Closeup of the main section of the grandstand to the left, and the westernmost dugout from the northwest corner of the grandstand.

**BERNARD FINESON DEVELOPMENTAL
DISABILITIES SERVICES OFFICE
HILLSIDE REPLACEMENT FACILITIES PROJECT
QUEENS VILLAGE, QUEENS COUNTY, NEW YORK**

**UNANTICIPATED DISCOVERY PLAN:
*HUMAN REMAINS***

**Dormitory Authority of the State of New York,
New York State Office of Mental Retardation and Developmental Disabilities,
and
Construction Management Team(To Be Determined)**

**Prepared by:
Historical Perspectives Inc.
P. O. Box 3037
Westport, Connecticut 06880**

November 18, 2005

I. INTRODUCTION

The Dormitory Authority of the State of New York (DASNY), the New York State Office of Mental Retardation and Developmental Disabilities (OMRDD), Historical Perspectives, Inc., and the Construction Management Team (To Be Determined), have established the following draft procedures to be used in the unlikely event that human remains are found during the construction of the Bernard Fineson Developmental Disabilities Services Office Hillside Replacement Facilities on the campus of Creedmoor Psychiatric Center in Queens Village, Queens County, New York.

II. GOALS OF UNANTICIPATED DISCOVERY PLAN

- To establish the commitment of the project team to the appropriate action in the event of the unanticipated discovery of human remains.
- To create an understanding of the procedures for osteological identification and processing.
- To develop within the on-site DASNY personnel, the on-site OMRDD personnel, and the on-site Construction Management Team supervisors a sense of stewardship for and participation in the unlikely recovery of unanticipated human remains.

III. IMPLEMENTATION OF UNANTICIPATED DISCOVERY PLAN

This document outlines the procedure for managing the unanticipated discovery of human remains during construction. These procedures are in accordance with the current *Standards for Cultural Resources Investigations and Curation of Archaeological Collections in New York State* of the New York Archaeological Council (NYAC). The dignified and respectful treatment of all human remains uncovered during this project, including intact and fragmented remains, is of the utmost concern and priority to the project team.

Environmental Field Director of the Construction Management Team

The Field Director will maintain a complete and current copy of the unanticipated discovery plan on the Bernard Fineson Developmental Disabilities Services Office Hillside Replacement Facilities project site at all times. The on-call forensic anthropologist for the project is

Discovery of Human Remains

According to NYAC policy, the discovery of human remains and items of cultural patrimony as defined by Section 3001 of the Native American Graves Protection and Repatriation Act (NAGPRA) requires special consideration and care.

- 1) The Environmental Field Director will promptly flag or fence off the site and protect the site from damage and disturbance. The on-call forensic anthropologist

under contract for this project will be immediately called to the site for assistance. At all times human remains must be treated with the utmost dignity and respect (Any discovery made on a weekend will be protected until all appropriate parties are notified of the discovery).

- 2) The Construction Manager will promptly notify the DASNY of the find. The property owner is the State of New York, c/o DASNY and the New York State Office of Mental Retardation and Developmental Disabilities (OMRDD). The DASNY will immediately notify OMRDD.

Contact, DASNY: Jack D. Homkow, Director,
Office of Environmental Affairs
Dormitory Authority State of New York
Telephone: 212.273.5033
Address: One Penn Plaza, 52nd Floor,
New York, New York 10119-0098

Contact, OMRDD: Mr. Nathan Cohen
Property Supports and Services
NYS Office of Mental Retardation
and Developmental Disabilities
Telephone: 518.486.3879
Address: 44 Holland Avenue
Albany, New York 12229

- 3) The Environmental Field Director will immediately notify both the New York City Police and the Medical Examiner's office of the find and cooperate with the coroner's office to notify, as required, the appropriate city law enforcement agency(s).

Contact, NYC Police: 105th Precinct, Queens Village
Telephone: 718.776.9090
Address: 92-08 222nd Street,
Queens Village, New York 11428

Contact, Medical Examiner:
Telephone:
Address:

- 4) The Environmental Field Director will immediately notify the New York City Landmarks Preservation Commission (NYLPC).

Contact: Amanda Sutphin, Archaeologist
NYLPC
Telephone: 212.669.7823
Address: One Centre Street, 9th Floor North
New York, New York 10007

- 5) The Environmental Field Director will notify other parties, as directed by the DASNY, OMRDD or NYLPC, or as indicated by city/state law. It is assumed that NYLPC will recommend notification to:

Contact: Doug Mackey, Archaeologist
NYS OPRHP, Field Services Bureau
Telephone: 518.237.8643
Address: P. O. Box 189, Waterford, NY 12188-0189
Delaware Ave., Cohoes, New York 12047
- 6a) If it is determined that intact interments are present and may be disturbed by continuing construction activities, then the Environmental Field Director will consult with the next of kin (if known), NYLPC, the OPRHP, the DASNY, the OMRDD and other parties regarding additional measures to avoid or mitigate further damage.
- 6b) If the find is determined to be isolated or within a disturbed context, then the Environmental Field Director will consult with NYLPC, the OPRHP, DASNY, OMRDD, and other parties, and will request approval to resume construction, subject to any further mitigation that may be required by state and/or federal law.
- 7) It is currently anticipated that basic forensic anthropological analyses of the human remains uncovered during this project will be undertaken. This work is important to fulfill the provisions of the Native American Graves Protection and Repatriation Act of 1990 (NAGPRA). The on-call forensic anthropologist will conduct a complete and thorough analysis of *all intact and fragmentary individuals* uncovered and/or disinterred from the site in accordance with current professional standards.
- 8) Construction work on the site will resume only after consultations with NYLPC, the OPRHP, DASNY, OMRDD, and other appropriate parties.