

11.1 INTRODUCTION

This chapter examines a number of alternatives to the Proposed Action (which is described in Chapter 1). In accordance with the Final Scope of Work issued in August 2009, and as modified in response to comments submitted on the DEIS, this analysis considers the following alternatives:

- The “No Action Alternative,” which is required under the State Environmental Quality Review Act (SEQRA) and assumes no demolition of the St. Paul’s School buildings and continuation of the current level of maintenance and security by the Village.
- A stabilization alternative that assumes major repairs are undertaken by the Village as a major capital project to stabilize the structures until such time as a feasible adaptive reuse materializes (ongoing maintenance also assumed by the Village);
- Adaptive reuse of the buildings by a private entity for senior housing with some public space;
- Adaptive reuse of the buildings by a private entity for market rate housing with new residential construction on site and some public space;
- Adaptive reuse of the buildings by the Village for a municipal/civic center; and
- A proposal by the Committee to Save St. Paul’s (CSSP) and the Garden City Historical Society to stabilize and restore a portion of the Main Building for approximately 10,500 square feet of public use.

In developing these alternatives, it was the objective of the Village, as Lead Agency in this environmental review, to examine a range of alternatives to the Proposed Action. In accordance with SEQRA, impacts under these alternatives are compared with the Proposed Action and its environmental impacts. To that end, the alternatives evaluated in this chapter included multiple alternatives with respect to use of this Village owned site. A comparative summary of the alternatives is provided in Table S-1 in the Executive Summary.

11.2 NO ACTION

This alternative assumes no action of any kind is taken by the Village with respect to the project site and buildings. Therefore, this “No Action” alternative assumes that the current level of maintenance and security to the buildings is performed at the continued expense of the Village for an indefinite period. Thus, under this alternative, the Village would continue to provide in its budget for maintaining the buildings as well as to provide security from trespassing and vandalism and to protect the public safety. Under this alternative, it is expected that the on-site structures would continue to deteriorate, and major roof collapses are inevitable. It is assumed that the buildings would at some point become an adverse visual impact on the surrounding parkland and neighborhood character. Health and safety hazards may be presented as the roof sections, windows, and doors continued to lose integrity. There would not be the direct and

immediate significant impact on the Main Building, a historic and aesthetic resource, as there would with the Proposed Action; however, over time the resource would be adversely impacted as the exterior and interior elements of the building deteriorate. There would also not be the temporary construction impacts of the Proposed Action. However, there would also not be the added seven acres of open space as there would with the Proposed Action.

11.3 STABILIZATION AND PRESERVATION OF THE MAIN BUILDING AND PRESERVATION FOR A POTENTIAL FUTURE ADAPTIVE REUSE

11.3.1 DESCRIPTION OF THE ALTERNATIVE

This alternative assumes the following elements:

- Removal of some hazardous materials from the structure, as required by law during renovation to protect workers and the public.
- Major roof and window repairs to address the considerable water damage presently documented in the building. Under this alternative, the Village would commit to the continued upkeep and preventative maintenance of the building for an indefinite period. The costs for the stabilization and preservation alternative, not including annual utility and maintenance costs, were estimated to be as high as approximately \$13,879,179.00¹ (see Appendices C and M).

Therefore, unlike the “No Action Alternative” discussed above, this alternative assumes that there are major stabilization improvements performed by the Village along with continued ongoing maintenance and security until such time that a suitable adaptive reuse is identified. Thus, under this alternative, the Village would continue to provide in its budget for maintaining the buildings as well as to provide security from trespassing and vandalism and to protect the public safety until such time that an adaptive reuse is identified. Alternatively, these tasks could be undertaken by a private sector non-profit conservancy at no expense to the Village.

11.3.2 HISTORIC AND AESTHETIC RESOURCES

Under this alternative, assuming that all stabilization and restoration efforts are performed in a manner that is compatible with the existing historic character of the structure, there would not be the direct significant impact on the Main Building, a historic and aesthetic resource, as there would with the Proposed Action.

11.3.3 CONSTRUCTION

There would be some temporary construction impacts (e.g., visual, noise, air quality, traffic and parking) as a result of the major structural repairs and improvements. The impacts could be caused by the need for screened scaffolding for a number of years, staging areas for material and equipment, parking for construction vehicles and employees, operation of construction equipment (including cranes), and temporary field construction offices. These construction activities would be inconsistent with the visual and community character and open space use of the surrounding area.

¹ Costs are in year 2009 dollars.

The noise and air quality impacts would not be of the intensity of the temporary construction impacts of the Proposed Action, which would not reach the level of significant adverse impacts. However, they may occur over a longer period of time.

11.3.4 OPEN SPACE

In addition, there would not be the added seven acres of open space as there would with the Proposed Action.

11.4 ADAPTIVE REUSE OF THE MAIN BUILDING FOR SENIOR HOUSING

11.4.1 DESCRIPTION OF THE ALTERNATIVE

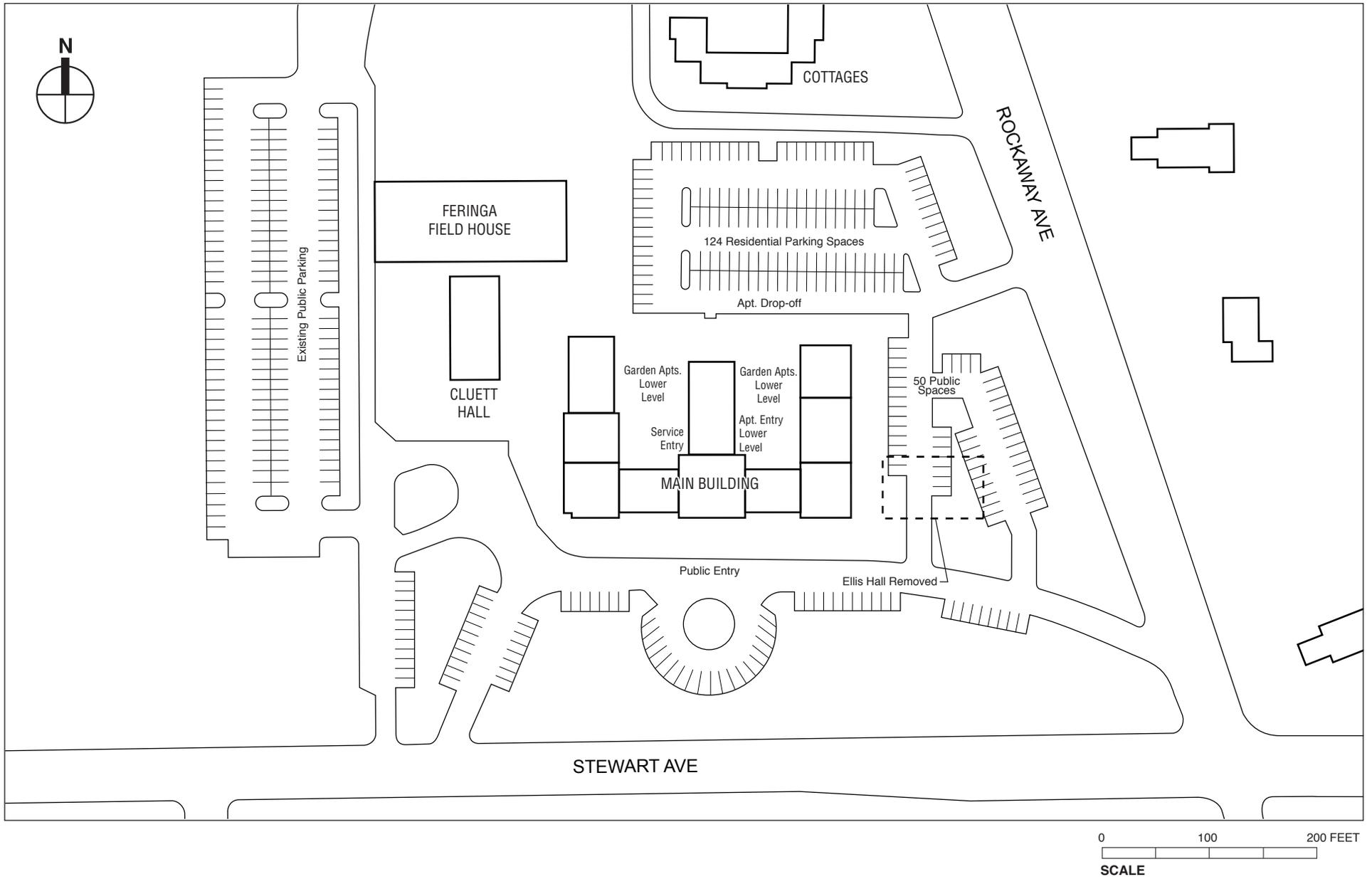
This alternative assumes that Ellis Hall would be demolished and the Main Building would be adaptively reused (see **Figure 11-1**). This alternative would result in the following:

- Residential senior housing with 67 units;
- An estimated 4,855 square feet of senior center space;
- An estimated 2,810 square feet of community space; and
- Provision for on site parking.

Therefore, under this alternative, it is assumed that the exterior stabilization of the Main Building and improvements would be performed by a private developer for senior housing. It is assumed that the operating entity would also assume the ongoing maintenance obligations of the Main Building and grounds for the long term. In addition, the interior of the Main Building would be substantially renovated for use as senior housing with some supporting community space. Thus, under this alternative, like the Proposed Action, the Village would no longer have the ongoing fiscal outlay to provide ongoing maintenance and security for the building; but there would be costs associated with the operation of a small community center. State legislation would be required upon a showing of community support to State Senator Hannon.

11.4.2 HISTORIC RESOURCES

It is assumed under this alternative that the exterior of the Main Building would be renovated and preserved with respect to its structural and architectural details. Thus, unlike the Proposed Action, this alternative would not have the magnitude of significant impacts associated with the demolition of an historic and aesthetic resource, and would not have a significant adverse impact on aesthetic resources. However, in order to reuse the Main Building interior for residential uses it would be necessary to substantially alter the interior of the building. Therefore, this alternative, like the Proposed Action, would have a significant impact on the historic features of the building interior. In the event this alternative included additional construction of residential units on the east or north side of the main Building there would be significant adverse impacts on historic resources because views of the Main Building would be blocked and its context changed. Therefore it is expected that, like the Proposed Action, this alternative would require some form of mitigation. To avoid adverse impacts to archaeological resources, archaeological testing would be undertaken to determine the presence or absence of archaeological resources prior to site disturbance.



11.4.3 CONSTRUCTION IMPACTS

Under this alternative, there would be temporary construction impacts on both the building's historic features and visual character as well as the adjoining open space and nearby residences (e.g., traffic and noise). Given the construction activity that would be necessary to renovate and upgrade the existing structure, and to construct surface parking, it is expected that this construction period would of longer duration than the Proposed Action. It is also assumed that hazardous materials remediation would be performed for this alternative as it would for the Proposed Action, and there would therefore be no significant adverse impacts expected related to hazardous materials.

11.4.4 LAND USE

Unlike the Proposed Action, under this alternative the Main Building would be conveyed to private ownership and occupied in large part by private uses with minimal public access (although it is expected that some form of community space would be provided). Moreover, unlike the Proposed Action, there would not be the added seven acres of open space that would occur under the Proposed Action. This land use would be inconsistent with the parkland designation of the project area, although it would be consistent with the general residential character of the surrounding area.

11.4.5 TRAFFIC AND PARKING

Associated with the redevelopment of the site and private use and occupancy of the Main Building would be the associated vehicular trips onto local streets (estimated at 48 vehicular trips in the maximum peak hour) as well as the use of the driveway into the existing park for private vehicles. In the event there were only 46 senior housing units, 8 middle income units and ten new townhouses totaling 16,000 square feet, there would be 34 vehicular trips in the maximum peak hour. Thus, under either scenario, the traffic generated from this alternative could adversely impact already busy intersections. The Proposed Action would not generate any new vehicular trips.

This alternative would also generate the need for on-site private parking. Given the parking demand for resident and visitors, this alternative may also require a structured or underground parking facility that would limit the footprint of the parking area and minimize use of the adjacent Village owned land around the buildings for additional parking. The Proposed Action would generate no added parking demand. Under this alternative, there may also be the elimination of the existing use of the site for public parking that supports the adjacent existing uses. Therefore, additional public parking may need to be constructed elsewhere. Under the Proposed Action, the project site would continue to be used for public parking in support of the existing uses and the open space would be added.

11.4.6 AESTHETIC RESOURCES

To the extent that private parking is necessary (and possibly structured parking) or additional townhouses are constructed, there is the potential for significant visual character impacts on the adjacent parkland as well as limitations on physical and visual access to the exterior of the Main Building. The Proposed Action would have a visual character impact associated with the demolition and loss of the Main Building, an aesthetic resource.

11.4.7 COMMUNITY CHARACTER

With respect to community character, unlike the Proposed Action, this alternative would preserve the exterior of the historic Main Building as a community feature, although it would largely modify and privatize the interior. Thus, this alternative would not adversely impact community character.

11.4.8 OPEN SPACE

This alternative would also result in a privately operated structure within the existing Village open space and would not provide the additional seven acres of open space that would occur under the Proposed Action.

11.4.9 COMMUNITY SERVICES

This alternative would put greater demand on Village police, fire, sanitation, and senior services than the Proposed Action. If included, 8 middle income units and 10 new townhouses would generate an estimated 7 school age children with an estimated 5 public school students and 2 private school students. There would also be an added need for services such as solid waste and sanitation, fire, and police services.

11.5 ADAPTIVE REUSE OF THE ST. PAUL'S BUILDINGS FOR MARKET RATE HOUSING WITH NEW TOWNHOUSES

11.5.1 DESCRIPTION OF THE ALTERNATIVE

This alternative assumes that Ellis Hall is demolished and the Main Building and project site are adaptively reused. This alternative would result in the following:

- Residential housing with 67 units within the Main Building;
- An additional complex of newly constructed townhouses with 37 units (in an attached rowhouse arrangement east of the Main Building, see **Figure 11-2**);
- An estimated 3,200 square feet of public space in the chapel;
- An estimated 2,810 square feet of community space; and
- Provision for on site parking.

Therefore, under this alternative, it is assumed that the exterior stabilization and improvements of the Main Building would be performed by a private developer for a private market rate development. It is assumed that the operating entity would also provide the ongoing maintenance obligations of the building and grounds for the long term. In addition, it is assumed under this alternative that the interior of the Main Building would be substantially renovated for housing use with some supporting community/public space. Thus, under this alternative, like the Proposed Action, the Village would no longer have the ongoing fiscal outlay to provide ongoing maintenance and security for the building (although there may be some costs associated with the operation of a small community center). There would also be the construction of a row of townhouses east of the Main Building (see **Figure 11-2**).

11.5.2 HISTORIC RESOURCES

It is assumed that the exterior of the building would be renovated and preserved with respect to its structural support and architectural details. As a result, unlike the Proposed Action, this alternative would not have the magnitude of significant impacts associated with the demolition

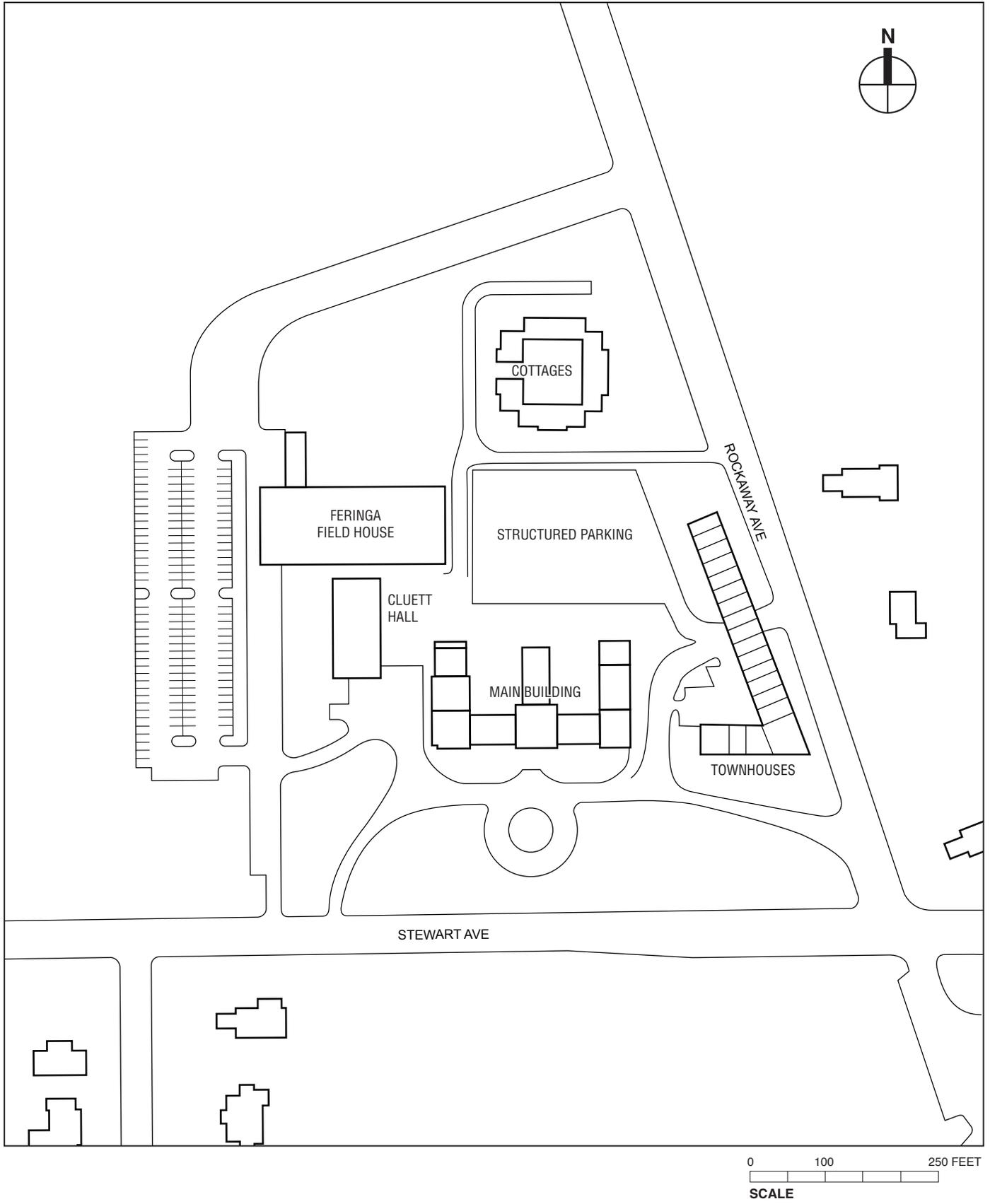


Figure 11-2
**Market Rate Housing
Alternative**

St. Paul's School Demolition for Additional Open Space

of an historic and aesthetic resource. However, in order to reuse the Main Building interior for residential uses it would be necessary to substantially alter and therefore impact the interior of the building. Therefore, this alternative is concluded to have a significant impact on the historic features of the building interior and there would also be a contextual effect on the existing historic buildings due to the addition of the adjacent townhouses. It is therefore expected that, like the Proposed Action, this alternative would require some form of mitigation. In addition, impact avoidance for archaeological resources would be expected given the construction activity that would be necessary around the building perimeter. State legislation would be required upon a showing of community support to State Senator Hannon.

11.5.3 CONSTRUCTION

Under this alternative, there would be temporary construction impacts on both the building's historic features and visual character as well as the adjoining open space and nearby residences (e.g., traffic and noise). Given the construction activity that would be necessary to renovate and upgrade the existing structure, and to construct surface parking, it is expected that this construction period would of longer duration than the Proposed Action. It is also assumed that hazardous materials remediation would be performed for this alternative as it would for the Proposed Action, and there would therefore be no significant adverse impacts expected related to hazardous materials. Under this alternative there would also be the added site disturbance and construction associated with the construction of the proposed rowhouses.

11.5.4 LAND USE

Unlike the Proposed Action, under this alternative the Main Building would be conveyed to private ownership and occupied in large part by private uses with minimal public access (although it is expected that some form of community space would be provided). Moreover, unlike the Proposed Action, there would not be the added seven acres of open space that would occur under the Proposed Action. This land use would be inconsistent with the parkland designation of the project area, although it would be consistent with the general residential character of the surrounding area.

11.5.5 TRAFFIC AND PARKING

Associated with the occupancy and private use of the Main Building and the proposed new development would be the vehicular trips onto local streets (estimated at 79 vehicular trips in the maximum peak hour) as well as the continual use of the driveway into the park for vehicle access. Thus the traffic generated from this alternative could adversely impact already busy intersections. The Proposed Action would not generate any new vehicular trips. This alternative would also result in the need for on-site private and visitor parking which may require a structured parking facility in order to limit the footprint of the Proposed Action and to limit the use of Village-owned land around the existing buildings. The Proposed Action would generate no added parking demand.

Under this alternative, there may also be the elimination of the current use of the site for public parking which supports the adjacent existing uses. Therefore, additional public parking from the park may need to be constructed elsewhere. Under the Proposed Action, the project site would continue to be used for public parking in support of the existing uses and the open space would be expanded.

11.5.6 AESTHETIC RESOURCES

To the extent that private parking is necessary and possibly structured parking, there is the potential for significant visual character impacts on the adjacent park and limitations on physical and visual access to the exterior of the Main Building. The Proposed Action would also have a visual character impact associated with the demolition and loss of the Main Building, an aesthetic resource. Under this alternative, the rowhouses would also block views of the existing historic building and change its context.

11.5.7 COMMUNITY CHARACTER

With respect to community character, this alternative would preserve the exterior of the historic Main Building as a public visual feature, but would largely modify and privatize the interior. This alternative would also have a privately operated structure within the existing Village open space and would not provide the additional seven acres of open space that would occur under the Proposed Action. Thus, this alternative would not have the open space benefits of the Proposed Action.

11.5.8 COMMUNITY SERVICES

This alternative would generate an estimated 32 school age children with an estimated 24 public school students and 8 private school students. There would also be an added need for services such as solid waste and sanitation, fire, and police services.

11.6 ADAPTIVE REUSE OF THE BUILDING FOR MUNICIPAL SERVICES

11.6.1 DESCRIPTION OF THE ALTERNATIVE

This alternative assumes the demolition of Ellis Hall and stabilization and repair of the Main Building for adaptive reuse by Village of Garden City for municipal use. Adaptive reuse under this alternative would have all of the necessary stabilization and preservation elements, and would also require major interior renovations of the approximately 115,000 square feet of space. This alternative has, in part, been studied by the Village in considerable detail over the past years. One option assumed, for example, adaptive reuse of the entire building complex for a new Village public library. The alternative assumed in this analysis is the relocation of municipal offices and services into the Main Building from other locations in the Village. The cost of this adaptive reuse was estimated at approximately \$51,084,000.00 (see **Appendix C**).

Therefore, under this alternative, it is assumed that the exterior stabilization and improvements of the Main Building would be performed at the expense of the Village as a major capital project and it is also assumed that the Village would assume the ongoing maintenance obligations of the building and grounds for the long term. It is also assumed under this alternative that the interior of the Main Building would need to be substantially modified for municipal office use (e.g. ADA code compliant access) with some supporting community/public spaces. Thus, under this alternative, unlike the Proposed Action, the Village would have a substantial fiscal outlay to stabilize and renovate the Main Building along with the continued ongoing maintenance.

11.6.2 HISTORIC AND AESTHETIC RESOURCES

It is assumed that the exterior of the building would be renovated and preserved with respect to its support and architectural details. As a result, unlike the Proposed Action, this alternative would not have the magnitude of significant impacts associated with the demolition of an historic and aesthetic resource. However, it is also assumed that in order to reuse the building interiors for municipal office purposes, it would be necessary to substantially alter and therefore impact the interior of the building. Therefore, this alternative is concluded to have a significant impact on the historic features of the building interior. It is therefore expected that, like the Proposed Action, this alternative would require some form of mitigation. In addition, impact avoidance for archaeological resources would be expected given the construction activity that would be necessary around the building perimeter.

11.6.3 CONSTRUCTION

Under this alternative, there would be a temporary construction impact on both the building and the adjoining open space. However, given the construction activity that is necessary to renovate and upgrade the existing structures, it is expected that this construction period would be longer than that of the Proposed Action. It is assumed that the need for hazardous materials remediation would be performed for this alternative as it would for the Proposed Action.

11.6.4 LAND USE

Unlike the Proposed Action, there would not be the added seven acres of open space that would occur under the Proposed Action. While permitted under zoning, this alternative may require State legislation if it were deemed inconsistent with the parkland designation. There would also be the need for on-site parking to accommodate staff and visitors to the facility. It is expected that this parking need would require use of additional land around the buildings that would be paved for added parking. There is then the potential under this alternative for visual character impacts on the adjacent existing uses as well as limitations on visual access to the exterior of the St. Paul's buildings from various adjacent locations. The Proposed Action would also have a visual character impact associated with the demolition and loss of the historic structure.

11.6.5 COMMUNITY CHARACTER

With respect to community character, this alternative would preserve the exterior of the historic St. Paul's building as a public visual feature, but would largely modify the interior. Thus, it would have interior impacts on the historic resource and would require mitigation. This alternative would also not provide the additional seven acres of open space that would occur under the Proposed Action. Thus, it would not provide the open space benefits that would occur under the Proposed Action.

11.6.6 COMMUNITY SERVICES AND FACILITIES

Lastly, under this alternative it is assumed that a number of municipal services are consolidated in one location; however, it would then require the Village to either operate and maintain, or subsequently lease or dispose of, the Village buildings that currently house those facilities.

11.7 ADAPTIVE REUSE OF THE MAIN BUILDING FOR 10,500 SQUARE FEET OF PUBLIC USE SPACE

11.7.1 DESCRIPTION OF THE ALTERNATIVE

This alternative ultimately includes all the necessary work to stabilize and renovate the interior and exterior of the Main Building and initially provides for partial preservation/restoration of the building's exterior and isolation and renovation of approximately 10,500 square feet of the interior. Under this alternative, the renovated space within the Main Building would be adaptively reused for public purposes. This alternative includes the following major elements:

- Initially there would be a partial preservation/restoration of the building's exterior. Thus the roof would be replaced and window, pointing, and masonry work would be undertaken only where immediately necessary.
- Fire protection and sprinklers would be installed throughout the building.
- Hazardous materials abatement would be limited to areas renovated.
- Rehabilitation would be limited to specific major rooms on the first floor and the chapel.
- Upper floors and unused wings would be sealed off for possible future use.
- Historic features would be preserved where possible.
- There would be full compliance with all applicable building codes.
- There would be approximately 10,500 square feet of renovated space for public use.
- The property would be turned over to a public Village conservancy.

Approximately \$8+ million in expenditures is required for this alternative. See **Appendices I and M** containing the CSSP's budget proposal. This proposal also relies on an annual Village expenditure in the form of a lease payment to back the bonds. The majority of the \$8+ million would be spent on the interior fit out. The complete stabilization and renovation would await additional funding source[s] and/or the identification and implementation of a new use throughout the building.

11.7.2 HISTORIC RESOURCES

Unlike the Proposed Action, assuming that all stabilization and restoration efforts are completed in a manner that is compatible with the existing historic character of the structure, there would not be the direct significant impact on the Main Building, a historic and aesthetic resource. However, no renovation work is initially proposed for approximately 115,000 square feet of interior space. That 115,000 square foot area is also not proposed to be climate controlled. Thus, that area would continue to deteriorate. If no user is identified for the entire building and/or the exterior stabilization is not completed and maintained, the building's aesthetic and structural components will also continue to deteriorate. Under this circumstance the building could ultimately require significant expenditures to stabilize and maintain it. If the funds were not available the building could be lost and the same significant adverse impacts on historical resources would be experienced as those caused by the Proposed Action.

In order to reuse the building interiors for municipal/public purposes, it would be necessary to substantially alter and therefore impact the interior of the building. This work would include the proposed firewalls, partitions, utilities, HVAC ducts (and related soffits) and elevators or making the building ADA-compliant. Therefore, this alternative is concluded to have a significant impact on the historic features of the building interior unless and until such time as the interior is

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restored to its original architectural condition. It is therefore expected that, like the Proposed Action, this alternative would require some form of mitigation.

11.7.3 CONSTRUCTION

As with the Stabilization and Preservation Alternative described above, there would be some temporary construction impacts (e.g., visual, noise, air quality, traffic, and parking) as a result of the major structural repairs and improvements associated with this alternative. The impacts could be caused by the need for screened scaffolding, staging areas for material and equipment, parking for construction vehicles and employees, operation of construction equipment (including cranes), and temporary field construction offices. These construction activities would be inconsistent with the visual and community character and the open space use of the surrounding area. These impacts would be significant if they persisted for an extended period of time.

Given the construction activity that is necessary to renovate and upgrade the existing structure, it is expected that this construction period would be longer than that of the Proposed Action. The Committee does not include in its proposal hazardous materials abatement in unrenovated portions of the building, which would be undertaken under the Proposed Action.

The noise and air quality impacts would not be of the intensity of the temporary construction impacts of the Proposed Action, which would also not reach the level of significant adverse impacts. However, if they persisted over a long period of time they would constitute significant adverse impacts.

11.7.4 OPEN SPACE

Under this alternative, there would not be the added seven acres of open space that would occur under the Proposed Action.

11.7.5 LAND USE

While permitted under current zoning, this alternative may require State legislation if the future use of the remainder of the Building were deemed inconsistent with the parkland designation.

11.7.6 TRAFFIC AND PARKING

With this alternative, there would also be the need for on-site parking to accommodate staff and visitors to the facility. It is not expected that this parking need would require use of additional land around the buildings that would be paved for added parking.

11.7.7 AESTHETIC RESOURCES

Under this alternative, portions of the interior would either be altered during construction or blocked by the firewalls installed as part of the new construction and therefore there would be significant adverse impacts on aesthetic resources.

11.7.8 COMMUNITY CHARACTER

With respect to community character, this alternative would preserve the exterior of the historic St. Paul's building as a public visual feature, but would modify the interior. Thus, it would have interior impacts on the historic Main Building, which would require mitigation. This alternative would also not provide the additional seven acres of open space that would occur under the Proposed Action. Thus, it would not provide the open space benefits that would occur under the Proposed Action. In sum, the impacts would not rise to the level constituting a significant adverse impact on community character.

11.7.9 COMMUNITY SERVICES AND FACILITIES

Lastly, under this alternative it is assumed that the newly created public space would require some additional municipal resources, including but not limited to security and sanitation, but it is not expected to cause a significant adverse impact. This alternative would also have the positive impact of creating new public indoor space. *