

## **1.1 INTRODUCTION AND BACKGROUND**

This document is an Environmental Impact Statement (EIS) for the proposed demolition of the Main Building and Ellis Hall at St. Paul’s School to provide additional open space. To ensure comprehensive environmental review in accordance with the State Environmental Quality Review Act (SEQRA) and its implementing regulations at 6 NYCRR Part 617, the potential environmental impacts associated with implementation of the Proposed Action are evaluated in the EIS.

On April 9, 2009, the Village Board of Trustees (the “Village Board”) of the Incorporated Village of Garden City (“the Village”), as lead agency, issued a Positive Declaration, or intent to prepare a Draft EIS (DEIS). The Proposed Action was determined to be a Type 1 action, as it involves the demolition of a structure listed on the State and National Register of Historic Places. There are no other involved agencies.

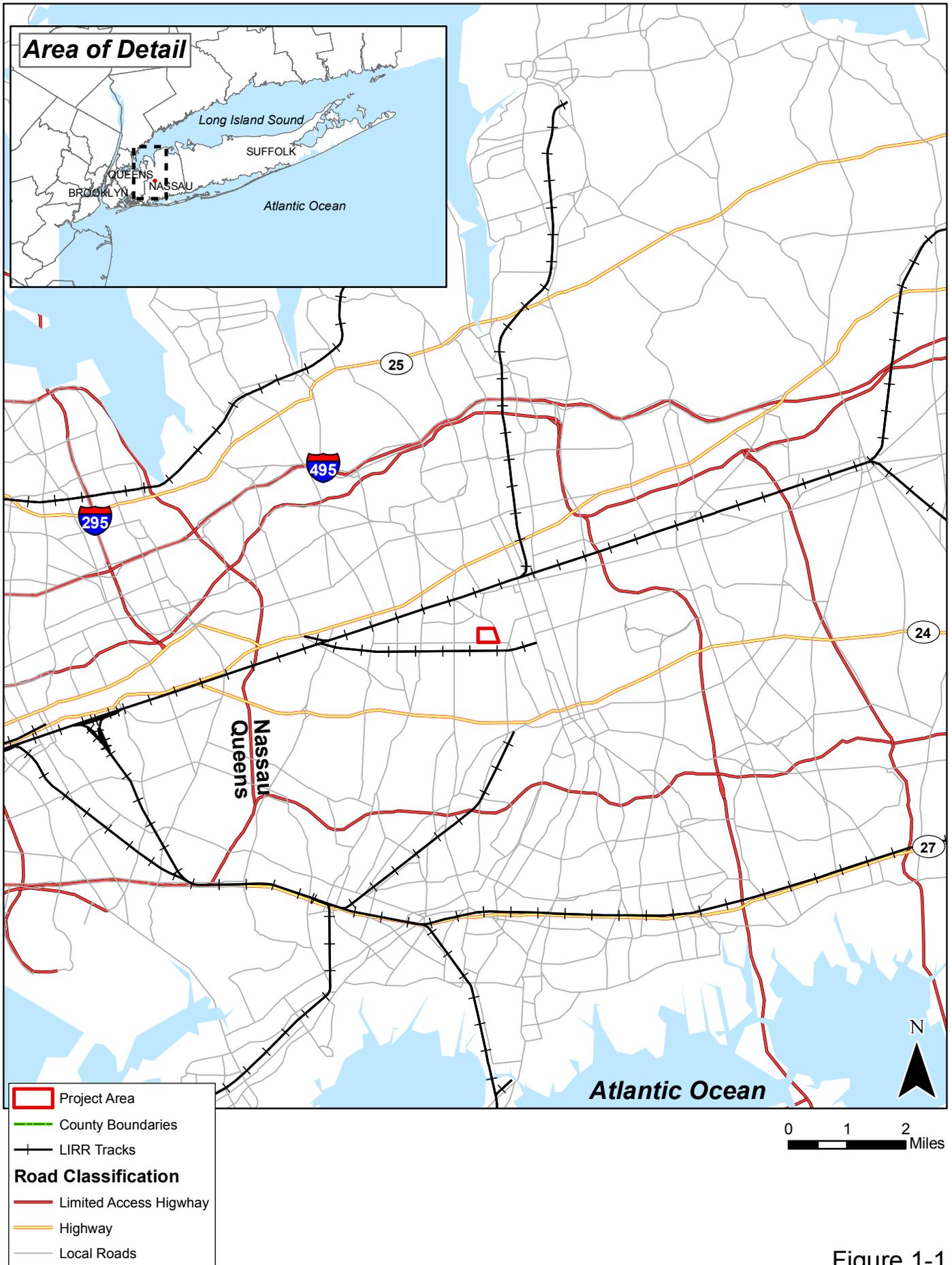
On May 7, 2009, the Village Board adopted a Draft DEIS Scope, and held a public scoping meeting on June 5, 2009. All relevant comments received during the comment period were incorporated into the Final DEIS Scope, which was adopted by the Village Board in August 2009 (see Appendix A).

The St. Paul’s School Demolition for Additional Open Space DEIS was distributed for public review by the lead agency, the Village Board of the Incorporated Village of Garden City, on June 17, 2010. Public comments on the DEIS were made at two public hearing sessions held on the following dates: August 19, 2010 and September 30, 2010. Written and email comments on the DEIS were also received.

**Figure 1-1** presents a regional location map of the project. **Figure 1-2** presents a local village map. **Figure 1-3** depicts a village street map. **Figures 1-4** and **1-5** depict aerials of the project area (i.e. the 48.6-acre St. Paul’s campus) and project site (i.e. the area where the Proposed Action is expected to occur), respectively. The existing site configuration is shown on **Figure 1-5a**.

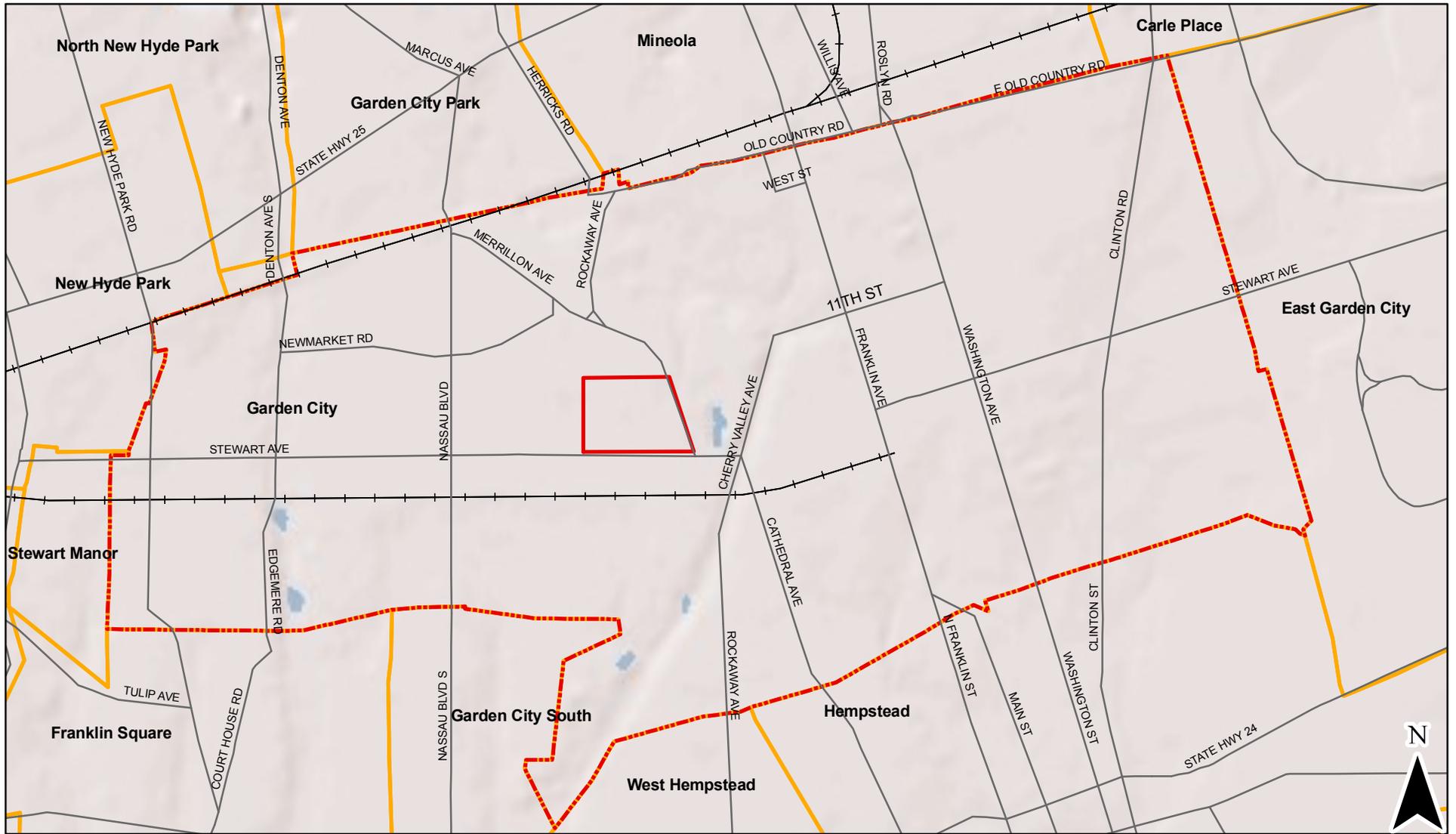
### **1.1.1 PROJECT AREA HISTORY**

The Main Building was commissioned in 1879, and was completed in 1883. The Main Building operated as a school for over 100 years, during which time several additional buildings, including Ellis Hall, a field house and gymnasium were added. In 1991, the school closed and remained vacant until 1993, when the entire property was acquired by the Village. According to the Village Board resolution approving acquisition of the property, the acquisition was for Village purposes, including recreational purposes (see Appendix D). The Village’s petition in the eminent domain proceeding to acquire the property stated that the public benefit to be gained by the acquisition of a 48.6-acre site was a significant green space and the prevention of an undesirable use of the property. The Main Building was listed on the National Register of

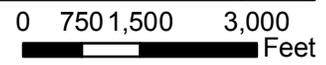


St. Paul's School Demolition for Additional Open Space

Figure 1-1  
Regional Location Map

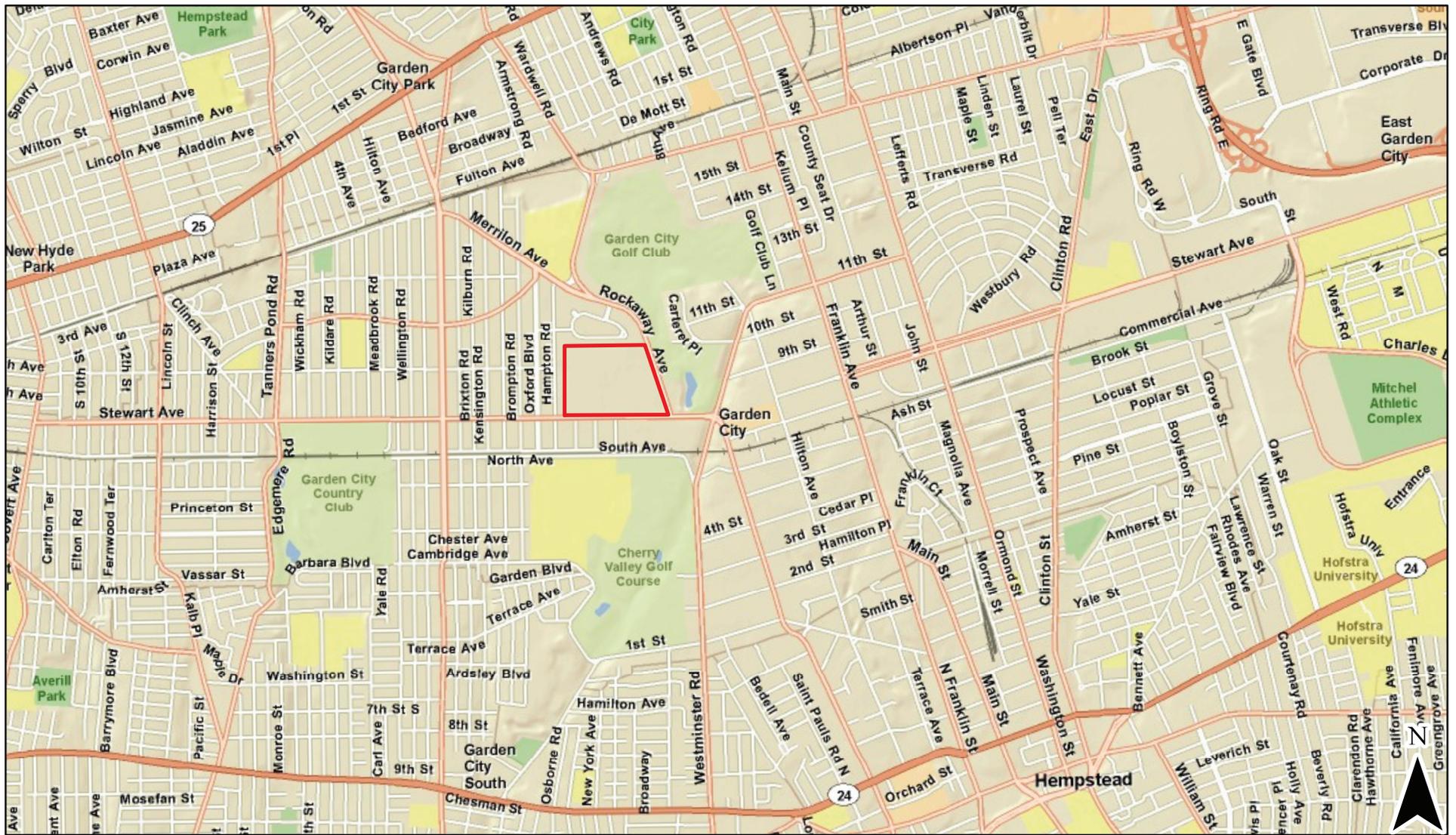


- Project Area
- Garden City Village Boundary
- Hamlet and Village Boundaries
- +—+ LIRR Tracks



**St. Paul's School Demolition for Additional Open Space**

**Figure 1-2  
Village Location Map**



Project Area



**St. Paul's School Demolition for Additional Open Space**

**Figure 1-3  
Village Street Map**



 Project Area

0 125 250 500  
Feet

St. Paul's School Demolition for Additional Open Space

Figure 1-4  
Project Area

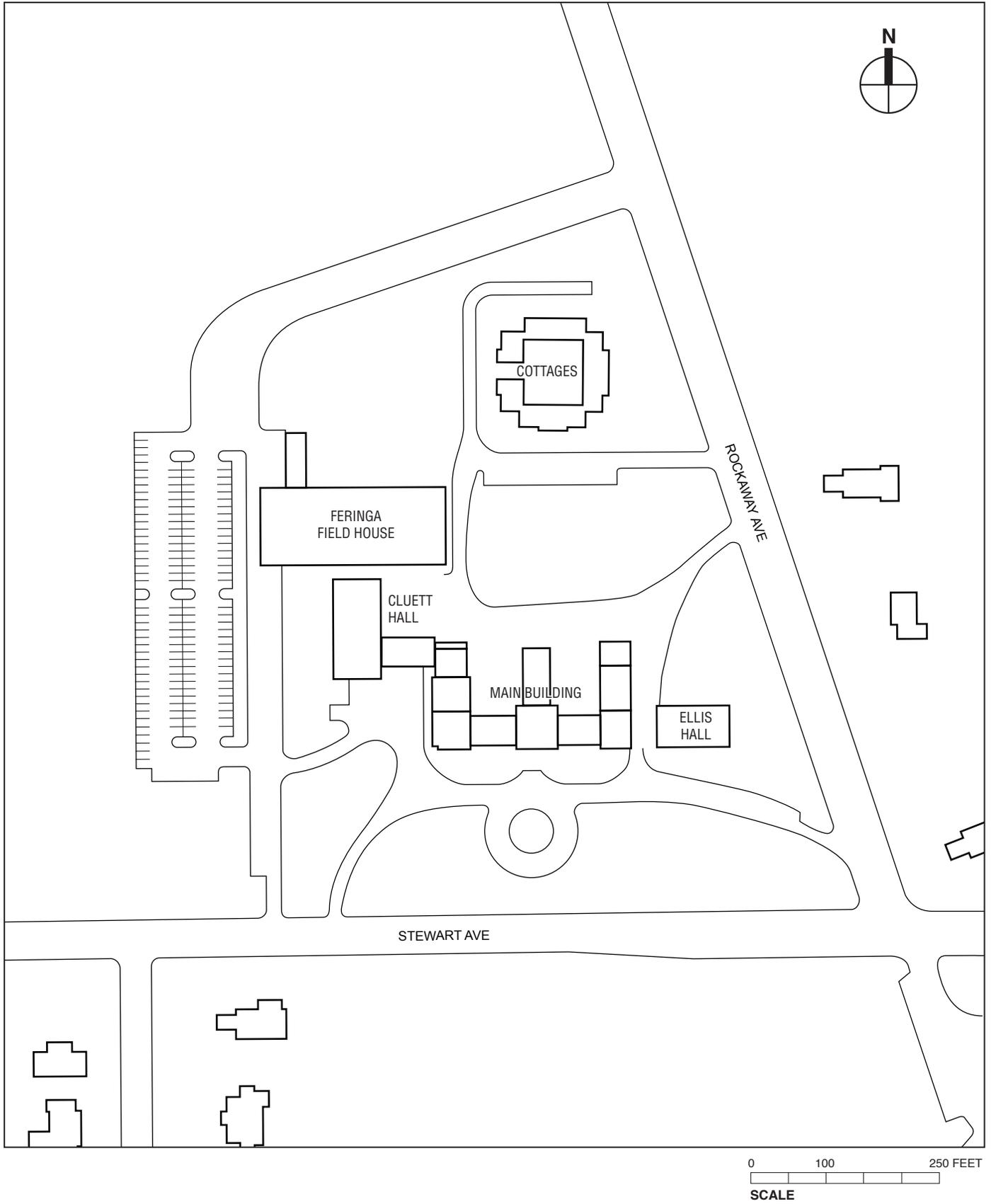


 Project Site

0 50 100 200  
Feet

**St. Paul's School Demolition for Additional Open Space**

**Figure 1-5  
Project Site**



## **St. Paul's School Demolition for Additional Open Space**

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Historic Places in 1978 and is considered part of the late nineteenth century A. T. Stewart Era Buildings district (see **Appendix B**). Since acquisition by the Village, the majority of the property has been used for a variety of Village purposes, including field and indoor recreation, special events, exhibitions, and other general recreational and cultural community uses.

Shortly before its acquisition by the Village, the Mayor empanelled a citizens committee, the Mayor's Committee on St. Paul's (the "Committee"), to evaluate the campus' structures and grounds and to study potential uses for the property. In the ensuing several years, the Committee studied numerous options for adaptive reuse of the various buildings, including the historic Main Building. It is noted that over the past 17 years, there were numerous committees and Mayor's Committees on the subject matter, consisting of different persons from time to time (see "Timeline of Committee Appointments and Proposed Uses" below for more information).

The Committee first considered municipal use for the Main Building and Ellis Hall, including a Village Hall, Police and Fire Departments, Village Justice Court, High School, Garden City School District administrative offices, library and rooms for community activities. As part of that effort, a structural engineering firm was hired to analyze the physical condition of the buildings, to identify and prioritize construction work necessary to rehabilitate the buildings, and to estimate the cost of conversion. In 1994, the Mayor's Committee issued a report based on the advice of the engineering firm, finding that it would cost more than \$18 million to convert the Main Building for municipal uses (see **Appendix K**). Because of the high cost, the Committee recommended that the Main Building and Ellis Hall be sold or leased to a suitable third party, and that the field house, Cluett Hall, and a minimum of 38 acres of the campus property be retained by the Village.

Numerous parties initially approached the Committee with interest in reusing the Main Building and Ellis Hall for commercial, educational, and institutional uses. However, after further study of the building conditions, the only parties with continued interest were developers of senior residence and health care facilities. Therefore, in 1995 the Committee issued a Request for proposals from such developers. Responses were submitted in 1996, and in 1998 a developer was designated as the potential future long-term lessee of the property including the Main Building and Ellis Hall, the latter of which was proposed for demolition, while the Main Building would be adaptively reused. This developer, however, abandoned the project and filed for bankruptcy in 2000. During this time, a group of citizens brought a lawsuit challenging the Village's proposal to lease the property to a private developer. The basis for the suit was that the St. Paul's School property had been acquired by the Village for public use, was therefore held in public trust, and could not be converted to private use without approval by the State legislature. This lawsuit was ultimately successful.<sup>1</sup>

The Committee was reconstituted in 2000 and began to once again investigate the potential reuse of the Main Building for municipal space. Again, an architectural and engineering firm was engaged to estimate the cost of doing so. The estimate was presented to the Village Board and the public in 2002, and amounted to approximately \$23 million, not including the cost of demolishing Ellis Hall and eight small cottages formerly used for faculty housing. The firm subsequently prepared an estimate for the cost of relocating the Garden City Library to the Main Building, which was presented to the Village Board and the public in 2003 and amounted to

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<sup>1</sup> In 2004, the Village Board of Trustees also adopted a resolution designating the entire former St. Paul's School campus as dedicated parkland, which cannot be converted to private use without state legislation.

approximately \$26.6 million. Ultimately, it was determined that any conversion to a municipal use is too expensive an endeavor.

In May 2004, the Garden City Property Owners' Associations (POAs) sponsored a Village-wide opinion poll which was tabulated by Adelphi University (see **Appendix G**). The "Results of Garden City Property Owners' Associations (POAs) Public Opinion Survey Regarding St. Paul's" indicated that 40 percent of respondents overall were in favor of using St. Paul's Main Building for private use as residential condominiums or an assisted living facility. The option cited second most frequently was demolition (25 percent). Threshold use and stabilization received the least support (7 percent and 4 percent, respectively).

The Committee, with the goal of preserving the Main Building, then explored various options for private, or mixed public and private, use, with the understanding that any such undertaking would require State legislative approval. In 2006, the Village issued a Request for Proposals to a number of developers. Seven proposals were submitted, which the Committee narrowed down to three viable ones, from the Albanese Organization, AvalonBay Communities, Inc., and a coalition of the Canus Corporation and the Committee to Save St. Paul's ("CSSP"). The Albanese Organization subsequently withdrew its proposal. In a report issued in July, 2008, the Committee recommended that AvalonBay's proposal for conversion to apartments, along with construction of additional townhouses, be accepted by the Village. It recommended this proposal over the Canus/CSSP proposal for a mixed residential/public use development of the Main Building only, based on the relative financial viability of the two proposals, and the relative financial risk to the Village, as reflected in a report by the Village's independent consultant. The Committee's report also included estimates prepared by a construction consulting firm for the costs of demolishing the Main Building and Ellis Hall (approximately \$5.8 million in 2009 dollars) and for demolishing Ellis Hall and stabilizing the Main Building to the extent of securing its exterior from the elements and preventing further deterioration (approximately \$13.9 million 2009 year dollars). The cost estimates are in **Appendix C** hereto.<sup>1</sup> The current cost for demolition and abatement of the Main Building and Ellis Hall is approximately \$3.5 million (see Appendices J, M, and N).<sup>2</sup> The current costs for stabilization and renovation of the Main Building are estimated at between \$2.4 million (partial) to \$50 million (See **Appendix C**). A listing of engineering reports and proposals is in Appendices C, E, and I.

As stated above, no private redevelopment of the Main Building can proceed without State legislation. Senator Kemp Hannon, in whose district Garden City is located, would have to support such home rule legislation. Senator Hannon has stated unequivocally that he would do so only if there were a consensus of Village residents in favor of a specific proposal (see **Appendix G**).

In December 2008, the Village's four property owners' associations (POAs) conducted a vote of Village residents, which indicated that a majority disfavored the AvalonBay proposal (see **Appendix G**). This result effectively precluded moving forward with that proposal. The December 2008 POAs-sponsored Village-wide vote on St. Paul's yielded the following results in terms of the number of residents that favored each of the three options: 1) for AvalonBay's

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<sup>1</sup> The Appendix (and documents referenced therein) are incorporated into this EIS by reference and is included at the end of the document.

<sup>2</sup> There would be additional costs for mitigation and archaeological testing.

## St. Paul's School Demolition for Additional Open Space

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proposal: 873; 2) for Demolition: 2,272; and 3) for Mothballing: 1,875. The analysis of the POA vote is attached in **Appendix G**.

Since the acquisition of the property, the Village has expended approximately \$2.3 million to maintain the Main Building (See **Appendix H**). Most notably, an extensive roof patching and repair was conducted in December 2002 and January 2003 to address ongoing deterioration and leaking issues. In addition, periodic inspections of the roof have been conducted, resulting in patching.

In order to prevent the building's plumbing from freezing, and to slow the further weathering and deterioration of the structure, the Village also maintained the oil and natural gas hot water heating systems in the building. In some years the total annual costs have approached approximately \$165,000 and have been as low as \$37,000 in the most recent years when no heat was provided and little maintenance was undertaken. On average the costs have been approximately \$121,000 per year. This average annual expense was only for basic maintenance and heating and did not include any rehabilitation or preservation activities.

### 1.1.1.1 TIMELINE OF COMMITTEE APPOINTMENTS AND PROPOSED USES

#### 1993

- 3/4 - Mayor Deveney appoints members of the Steering Committee on the Utilization Study of the St. Paul's Property and Buildings - Brian T. Deveney, Chairman, Rhonda K. Amoroso, Jolm J. Bishar, Jr., Robert J. Bridges, Robert F. Eisen, Sr., Peter C. Haeffner, Jr., Robert T. Loos, Robert C. McLaughlin, Hamilton P. Smith and Robert L. Schoelle, Jr. - to find a use for the Historic Main Building (100,000 square-foot-area above ground level), Ellis Hall, and Cottages (approximately 10 acres).
- 5/6 - Mayor Mathers appoints Trustees Judith A. Asselta and Eileen J. Collins as Liaison Officers to the Mayor's Committee on St. Paul's.

#### 1994

- 6/2 - Brian Deveney, Chairman, Mayor's Committee, final report of the Committee which included reports of the two consultants - Thomas A. Polise, Consulting Engineers, and Quennell Rothschild Associates' (Book 78 Page 164). Polise Engineering/DeSimone, Chaplin & Dobryn determines that the Historic Main Building is structurally sound for relocating Village Hall, Fire, Police, Court, and community meeting rooms at a rehabilitation cost in excess of \$18 million.
- 6/16 - Board of Trustees directs the Mayor's Committee to explore another appropriate use for the Historic Main Building at St. Paul's.
- Mayor's Committee meets with more than 35 parties indicating an interest in the building for commercial, cultural, educational, and/or residential uses.
- September-December - Except for assisted living developers, all declined an interest in St. Paul's due to the high costs to retrofit. The Village desires to keep control of the playing fields. Mayor's Committee concludes that "market demand-driven" solution is needed for utilization of Main Building.
- 10/17 - Supt. of School District Dr. Lee Wilson writes rejecting the use of St. Paul's: "based upon information reported as a result of the architectural and engineering study done for the Village regarding this property, the Board of Education does not view the St. Paul's facility as an economically feasible answer to our needs."

- 11/3 - Mr. Schoelle was authorized to engage an architect to review the steel structure on the St. Paul's Campus in order to evaluate its adaptation to accommodate a use or uses currently at Village Hall.

1995

- 1/11 – Garden City Library indicates it is not interested in relocating to the Main Building.
- 7/1 - Mayor's Committee concludes that the economic feasibility of the restoration and redevelopment of the Historic Main Building requires a "demand-driven" enterprise. The viable industry that expressed interest in the Historic Main Building was the senior assisted living industry.
- 10/25 - Pam Morano, President of the School Board, writes indicating an interest in St. Paul's by the School District.
- 12/18 - Mayor's Committee on St. Paul's distributes copies of draft Request for Proposals (RFP) to members of the Village Board of Trustees. The RFP is for the possible development of a Continuing Care Retirement Community on a portion of the St. Paul's Property. The majority of the Board agree that the Committee should prepare and distribute RFPs to parties interested in establishing a Continuing Care Retirement Facility with the clear understanding that there is no binding obligation on the part of the Village.
- 12/21 - Mayor's Committee reports that for past 2 ½ years they attempted to determine the best use for the Historic Main Building and Ellis Hall and recently concluded that a Continuing Care Retirement Facility was the most compatible use as it met many of the objectives which have been deemed to be of vital interest to the Village and its residents.
- 12/28 - Mayor's Committee sends RFP to senior assisted living organizations.

1996

- 6/18 - Joint Meeting with the Board of Education and the Board of Trustees – Any action on disposition of the St. Paul's property was to be delayed until October 1, 1996 so that a consultant could be engaged to prepare plans, specifications, and cost estimates for a high school.
- 9/30 - Chairman Deveney reports on the Committee's progress to date and advises that interviews with respondents to the RFP are ongoing and four final proposals are anticipated to be submitted no later than November 15, 1996.
- 10/3 - Mrs. Morano writes reiterating the School District's interest in the St. Paul's property and asking that they be given consideration for the utilization of the campus if a viable project could be developed.
- October/November - Mayor's Committee receives six proposals from various senior assisted living organizations.
- 11/27 - Ms. Maxine Cunningham, President, PTA, writing to the Mayor and Board asking the Board to delay a decision on the use of St. Paul's until the School District can evaluate the possible use of St. Paul's.
- 12/3 - Meeting between Board of Trustees and Mayor's Committee to review for first time two principal proposals which were received relative to the possibility of a senior care facility (CareMatrix Corporation and Kapson Senior Quarters/Albanese Development Corporation).

## St. Paul's School Demolition for Additional Open Space

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Mayor's Committee, after 111 meetings, including 15 meetings with the Board of Trustees, 25 presentations to the Property Owners' Associations, two meetings with representatives of the School District, 5 inspections of senior residence facilities in Suffolk and Westchester Counties and in Connecticut, 18 interviews of professional consultants, 19 interviews of firms interested in the Historic Main Building, and countless other activities, completes its task on December 3, 1996 and recommends to the Board of Trustees that the Village retain the approximate 38 acres of open fields for Village public use as a park and for athletic activities which includes use of both Cluett Gymnasium and Feringa Fieldhouse for Village cultural, social, and athletic activities; and allow the Historic Main Building/10-acre site to be used for its best and most beneficial use—a senior assisted living facility—and allow the possible removal of Ellis Hall and eight cottages.

- 12/16 - Mr. Lamberti sends a letter to Mrs. Morano stating that the Board of Education has no authority to proceed with its proposal to spend \$35,500,000 to restore St. Paul's as a new high school as it has no power to spend taxpayer's money for historic preservation and that the proposal violates the Commission of Education's regulation since the estimated cost of renovating St. Paul's as a high school exceeds the estimated cost of building a new high school on the same site.
- 12/17 - Mrs. Morano writes to the Village advising that the School District is not interested in the use of St. Paul's. Board of Education ends its consideration of St. Paul's due to the high costs; that capital funds must be used to maintain all school buildings and not just one; that state law prohibits spending education funds when the primary purpose is historic preservation; and that the building could not properly accommodate the mandated space needed for a departmentalized secondary education curriculum.
- 12/19 - Mr. James T. Brady, President, Easter Property Owners' Association (EPOA), submits a letter to the Village that he sent to Mrs. Morano on behalf of the EPOA, advising that they feel that the School District should not be pursuing the use of St. Paul's for a school due to the expense.

### 1997

- 3/20 - A motion is offered by Mayor Benack that the Village enter into a ground lease for the utilization of the St. Paul's Historic Main Building as a senior assisted living residence.
- 6/5 – Village Board of Trustees adopts a resolution for assisted living facility on the St. Paul's Campus, finding that utilizing the Main Building at St. Paul's for senior assisted living care is the option most consistent with preserving the prior residential character of the Main Building. (Resolution No. 79-1997)
- 6/19 - Two senior assisted living organizations (CareMatrix and Kapson) make a presentation to the Board of Trustees. The Board of Trustees appoints a Negotiating Committee with regard to both developers - Robert Loos, Peter Haeffner, Gerard Fishberg, and Trustee Hecken, Liaison.
- 10/16 – The Board of Trustees selects CareMatrix as a conditionally designated developer and plans to negotiate a ground lease for St. Paul's.
- 12/4 –The Village engages Buckhurst, Fish & Jacquemart to analyze zoning changes for St. Paul's.
- December - Two families sue to prevent the Village from leasing the Main Building/10-acre site for a senior assisted living facility. (Kenney Lawsuit)

1998

- 3/5 - Acceptance of Letter of Agreement provided by CareMatrix Corporation regarding an offer to lease the Historic Main Building and approximately 8-10 acres on St. Paul's Campus.
- Various motions and depositions begin in the lawsuit against the Village's lease of St. Paul's building/10-acre site.

2000

- 7/13 - Mayor Hecken reactivates the Mayor's Committee to continue their work. Trustee Mauk appointed Liaison - Mayor's Committee on St. Paul's. The Committee is asked to: 1) explore use of the Historic Main Building; 2) contact past applicants who expressed an interest in assisted living; 3) make a report to the Trustees by the August 17 meeting; 4) review the current Request for Proposal; 5) If need be, develop a new Request for Proposal; 6) report by the August 17, 2000 Board of Trustees Meeting.
- 7/13 – The Village finds CareMatrix in default of its agreement and requests that the deposit of \$50,000.00 be remitted to the Village. The Village declares CareMatrix in default, based on the lessee's failure to obtain zoning changes and failure to enter into a more comprehensive lease agreement.
- 8/17 - Donna M. O'Brien is appointed to the Mayor's Committee on St. Paul's.
- 8/25 - A sub-committee of the Mayor's Committee on St. Paul's is assigned to look at St. Paul's for a Village Hall - Mr. Robert J. Bridges and Mr. Hamilton P. Smith.
- 10/19 - John Sullivan, Frank McDonough, and John O'Neill are appointed to the Mayor's Committee on St. Paul's.
- 10/20 - Robert Bridges writes advising Mr. Schoelle that the Committee is going to contact architect/space planning consultants.

2001

- 3/13 - Justice Burke rules that the St. Paul's property is subject to a public trust through acquisition thereof “for Village purposes, that is for a municipal purpose or public use” and therefore cannot be used for private operations without the consent of the New York State Legislature; the Village states an intent to appeal.
- 4/27 - The Mayor's Committee on St. Paul's sends out Requests for Proposals for a Condition Survey and Program Study of the Historic Main Building (100,000 square-foot-area above ground level)/10-acre site. Mayor's Committee on St. Paul's receives and reviews five proposals for a conditional study of the St. Paul's Historic Main Building/10-acre site; recommends Einhorn Yaffee Prescott Architecture and Engineering PC to the Board of Trustees.
- 6/28 - The Board of Trustees authorizes the engagement of Einhorn Yaffee Prescott to perform a Conditions Survey and Program Study of the Historic Main Building/10-acre site.
- 11/8 - Report by Einhorn Yaffee Prescott on the Main Building at St. Paul's.
- 11/20 - Revised Cost Estimate Report submitted by Einhorn Yaffee Prescott.
- December - Appellate Division affirms Justice Burke's ruling.

## St. Paul's School Demolition for Additional Open Space

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- 12/3 - Mr. Deveney sends letter to Einhorn Yaffee Prescott (EYP) requesting that EYP submit a one-page document in a spreadsheet form with regard to Village Hall and School Administration purposes.
- 12/13 - Village sends letter to EYP advising that they have engaged Robert Feuer Associates to prepare plans and specifications for facade and roof stabilization work on the Historic Main Building.

### 2002

- February - Village appeals the ruling of the Appellate Division to the New York State Court of Appeals at no additional expense to the Village.
- 2/5 - EYP submits cost estimates for the demolition of the Main Building.
- 3/6 - Mayor's Committee on St. Paul's presents a final report to the Board of Trustees.
- 3/19 - EYP sends the Conditions Survey and Program Study of the Historic Main Building/10-acre site to the Board of Trustees
- 5/2 - Board of Trustees authorizes Einhorn Yaffee Prescott, Architects, to perform a fit analysis (feasibility study), pursuant to proposal of April 30, 2002, to relocate Village Hall functions within the St. Paul's Historic Main Building/10-acre site. Analysis to be completed by June 28, 2002 at a fee of \$22,770, which includes the cost of all reimbursables.
- June - The New York State Court of Appeals refuses to hear an appeal by the Village in the lawsuit over the St. Paul's property.
- 6/27 - Einhorn Yaffe Prescott makes a presentation to the Trustees and residents at a Special Board of Trustees' Meeting advising of their refined cost and fit analysis of relocating Village Hall functions at St. Paul's/10-acre site in the most efficient manner possible. Highlights are:
  - Extent of exterior deterioration: imperative that all exterior envelope be repaired and historic restoration performed as soon as possible: i.e., new slate roof and repointing of all bricks and masonry;
  - Inside renovation: almost all existing room structures to be used, all existing utilities to be replaced and upgraded, complete fire detection/suppression and security systems to be provided and allow for future expansion;
  - Main Building to house all municipal functions except Fire Department; municipal functions to occupy approximately 45,000 gross square feet (basement, first and second floors); remaining unused areas approximately 80,000 gross square feet - (mainly third and fourth floors) -"space banked" for future Village Hall function expansion and/or other community/resident uses;
  - In addition to a Board Room and Court Room, 11 multi-purpose rooms (first and second floors) provided for much needed meeting rooms for Village standing Boards and Commissions and resident community meetings; includes two of the most elegant and historical first floor rooms;
  - Departments requiring public visitation (e.g., Business Office, Recreation, Police and Court) are located on the first floor;
  - Recommended site for a new Fire Department: cottage site, across from golf course and furthest distance from residences;

- \$19.5 million (A); Cost of the above noted restoration/renovation for Village functions, except fire house, including contingency, construction manager and consulting fees;
- \$3.5 million (B); Cost of new free standing fire house;
- \$23 million: Cost of A and B above; does not include demolition of cottages (\$232,670) and demolition of Ellis Hall (\$408,600).
- August/September - Discussions continue with EYP to explore modifications to the Main Building that would allow for the relocation of Village Hall at that location and reduce costs from the EYP estimate. After the preparation of more detailed cost estimates of the expenses involved, the Board of Trustees abandons the idea of converting the building to a Village Hall. Focus is now on taking steps to prevent further deterioration of the building.
- October - The Board engages EYP to do a survey of the sloped and flat roof areas and to open probes and patches as necessary to document conditions that will be addressed in subsequent restoration/renovation projects.
- November - Trustee Negri recommends that the Board consider moving the Public Library into a 50,000 sq. ft. portion of the Main Building.
- 12/5 - Mayor Lewis appoints a Committee of Trustees Mauk (Chair), Bee and Negri to review all ideas relating to the future of the Main Building, e.g., Public Sector Development as a Public Library/Community Center; Private Sector Development as multi-family residential or assisted living; and demolition as a final resort.

2003

- 2/6 - Board authorizes spending an amount of up to \$10,000 in consultant fees to the St. Paul's Committee to verify the cost of moving the Library into St. Paul's.
- 4/24 - The Board receives a report, based on the collaboration of EYP and Beatty, Harvey & Associates, Architects entitled "The Garden City Library at St. Paul's," estimating a cost of \$26.6 million to locate the Public Library into 50,000 square feet of the building. This report came about as a result of input, comments, and suggestions from the Committee.
- May - The Committee submits its report on three alternatives to Mayor Miller. Copies are sent to the Property Owners' Associations and placed on file at the Reference Desk of the Public Library.
- June - EYP submits fee proposal for preparation of construction documents (drawings and specifications) for the roof repair/replacement project for St. Paul's Main Building - \$685,000 (13.5 percent of construction costs of \$6,704,369).
- July - EYP is charged with providing current data for Stabilization and Threshold for the Village Facts. Feedback requested of two versions of a Village Facts from Board of Trustees without a consensus being reached.
- September - Waiting for verified EYP data based on 9/03 for Stabilization, Threshold renovation and Demolition and Library.
- September - A Request for Information (RFI) is issued by the Board of Trustees to private developers. This will enable the Board to determine if there are any proposed uses which will maximize the preservation of the Main Building including but not exclusive to residential, cultural and recreational development or any combination of public and private use. The due date is October 31, 2003.

## St. Paul's School Demolition for Additional Open Space

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- 11/13 - Presentation on Public and Private Uses at a Public Forum to be held at the Garden City Middle School Auditorium at 8:00 p.m., to discuss the uses and allow the residents to comment and ask questions. Consultants are present.
- 12/18 - Mr. Kenneth J. Monaghan, President of the School District advises that they are not interested in the use of St. Paul's.

### 2004

- 1/8 - Work session with St. Paul's Preservation League regarding grant funding for St. Paul's.
- 2/12 - Work session with regard to the proposed relocation of Garden City Library to the St. Paul's Campus.
- 2/12 - Mayor creates a committee to select a construction manager and cost estimator to validate cost figures of moving Garden City Library/Community Center to the St. Paul's Complex, as well as to determine uses/occupancy of identified tenant space within the St. Paul's Main Building. Mayor Miller appoints Trustee Lundquist as Chairman along with Trustees Mauk and Negri.
- 4/15 - The Board engages Sullivan & Nickel Construction Company to develop and review cost estimates for the re-use of the St. Paul's Historic Main Building.
- May - POA's sponsor Village-wide opinion survey tabulated by Adelphi University.
- 9/9 - Work session to review the cost analysis associated with the St. Paul's Main Building as prepared by Sullivan & Nickel Construction Company.
- 9/9 - Mayor Miller directs Village Staff to conduct a survey of Planning Consultants to discover a process for generating ideas for the possible uses for the St. Paul's Main Building and surrounding 10 acres of land. Information to be gathered within 2 weeks and should include a Scope of Services, Time-Line and Range of Costs.
- 10/21- Trustee Bee offers a resolution that the following steps should be taken: 1) needs assessment be forthwith prepared by Village Staff for use of public building space within St. Paul's buildings; 2) RFP be forthwith developed with the professional assistance for private sector residential development for space comparable to existing square footage of existing buildings, which RFP will alert responders to any preferences of Village for partial public use; 3) steps towards stabilization thereafter be taken; and 4) a request for enabling legislation then be presented to the legislators to permit non-public use of property. (Resolution No. 120-2004)
- 12/16 - Board resolves that St. Paul's property shall be dedicated as parkland. (Resolution No. 154-2004)
- 12/16 - Board receives on October 29, 2004 "Needs Assessment" from Staff. Motion is made to direct the Village Administrator to take such steps as are necessary and appropriate for the drafting of a "Request for Proposals." This motion failed to carry. (Resolution No. 155-2004)
- 12/16 - Trustee Segerdahl offers a resolution regarding intent of continuing to move forward on St. Paul's issue - Needs Assessment, RFP, and Stabilization. (Resolution No. 156-2004)

### 2005

- 1/13 - Eileen Collins is appointed to the Needs Assessment Committee to find public uses for St. Paul's.

- 2/3 - St. Paul's property is dedicated as parkland. (Resolution No. 15-2005) (prior Resolution 154-2004)
- 3/3 - Board of Trustees requests that Village Staff write an RFP for the joint public/private use of the Historic Building at St. Paul's. (Resolution No. 22-2005)
- 3/3 – Board engages architect Beatty, Harvey & Associates LLP for the design plans for stabilization of St. Paul's Historic Main Building. (Resolution No. 23-2005)
- 3/17 - Former Trustee Eileen Collins, Chairperson of the Mayor's Committee submits findings on the exploring public needs for space at the St. Paul's Historic Main Building.
- 6/16 - Mayor Lundquist appoints a Committee, consisting of Trustee Bee, Chairperson, and Trustees Mauk and Lamberti to begin process of seeking consultants to draft either an RFI or RFP for the St. Paul's Historic Main Building and requests a short list of consultants.
- 8/18 – Board engages Karen Backus & Associates for the St. Paul's Historic Main Building Redevelopment.
- 12/15 - Karen Backus & Associates, Consultant, gives a presentation and information session on the Historic Main Building at Board of Trustees meeting held at Middle School Auditorium.
- 12/15 - Karen Backus & Associates reports to the Village that it would cost approximately \$15 to \$16 million to stabilize St. Paul's, \$32-\$33 million for minimal public use; \$5-\$6 million for demolition.
- 12/15 - Based on a determination that it is feasible to save Main Building with privatization at little or no cost to taxpayers Committee recommends that Board of Trustees move forward with second-phase study.
- State Supreme Court rules in favor of Village on issue of ability to explore private uses without state legislation.

#### 2006

- 6/16 - Mayor Lundquist sends letter to residents with updates on a real estate consultant, hired last year, and also regarding findings on the potential uses of building.
- 7/19 - Request for Proposals issued by the Village seeking private developers for the site. Six responses are received. Three are eliminated on the grounds that they did not meet the RFP's requirements; did not have necessary financial resources; and/or did not have enough experience with a project like St. Paul's.

#### 2007

- 4/19 -Mayor Bee removes himself from St. Paul's Committee and appoints Trustee Gerard P. Lundquist.
- 4/19 – Board determined that the Village's St. Paul's Committee is to continue discussions with the following three RFP responders: Albanese Organization, AvalonBay Communities, and Committee to Save St. Paul's/Canus Corporation and not to continue discussions with following four RFP responders: John A. Ardito, Esq., Eskar International Limited/Litas Investing Co., Inc., NAIM/Apollo, and REIT Americas Limited.
- 10/4 - Canus Corporation is dropped from further consideration for the St. Paul's redevelopment because of an unacceptable potential risk the Village would face if it were to enter into development agreement with Canus Corporation. It is concluded AvalonBay had

## St. Paul's School Demolition for Additional Open Space

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financial resources needed to undertake and complete the project at little or no cost to taxpayers. (Resolution No. 124-2007)

- 11/8 - Mr. Paul Rabinovitch, VP, Canus Corporation advises that they have withdrawn their proposal for St. Paul's.

### 2008

- 2/7 - Memorandum of Understanding (MOU) with AvalonBay with regard to the St. Paul's property.
- 3/6 - Trustee Mauk resigns as Member and Chairman of Mayor's Committee on St. Paul's.
- 3/6 - Trustee Lamberti appointed as Chairman of the Mayor's Committee on St. Paul's.
- June - Mayor's Committee, after eight months of follow-up discussions and negotiations with AvalonBay on revisions to conditionally approve AvalonBay proposal, issues report on "options" for St. Paul's. Committee's Report details steps taken to review and refine AvalonBay's proposal, and outlines costs for Demolition (\$5.8 million) and "Mothballing" (\$13.9 million). Mayor's Committee report calls "Mothballing" a "waste of time and money."
- 8/21 - Central Property Owners' Association President, Pat DiMattia, writes advising that the Directors of the CPOA support the conducting of a Village-wide poll by the four Property Owners' Associations and that the aforementioned poll asks residents of the Village of Garden City only to vote "For" or "Against" the AvalonBay proposal for the St. Paul's property.
- 8/21 - The Board determines that the Mayor is authorized to explore with AvalonBay possible modifications to the Memorandum of Understanding dated February 20, 2008 as it relates to St. Paul's and that any change to the Agreement would be brought back to the full Board of Trustees for approval. Vote: Ayes-4 (Mayor Bee, Trustees Mauk, Episcopia, and Rothschild), Noes-4 (Trustees Lundquist, Watras, Lamberti, and Brudie) (Per §28-1 of the Village Code, Mayor Bee cast an additional favorable vote to break the tie). (Resolution No. 130-2008)
- 10/2 - Resolution to add third option to proposed Village-wide residents' opinion poll:
  1. Village should pursue a Development Agreement with AvalonBay;
  2. Village should demolish Main Building; and
  3. Village should spend funds as necessary to maintain the St. Paul's Main Building in its current unused and unoccupied condition. (Resolution No. 133-2008)
- 10/2 - The Board of Trustees requests that the POAs (either in concert or individually) assist in identifying public opinion on the future of the St. Paul's Main Building site by means of measuring a Village-wide response of residents to the above-named options (Resolution No. 134-2008).
- 11/6 - Matthew Whalen and Michael Benet of AvalonBay presents information at Board of Trustees meeting on the proposed AvalonBay/St. Paul's Project.
- 11/6 - Board requests that AvalonBay prepare updated site plan of the St. Paul's property and submit to Board of Trustees. (Resolution No. 151-2008)
- 11/6 - Updated financial offer from AvalonBay is referred to Village consultants, Greenwich Group and K. Backus & Associates for their review. (Resolution No. 152- 2008)

- 11/20 - Board will not waive the parking requirements for AvalonBay for the proposed 5,000 square feet of public space at the Main Building at St. Paul's.
- 11/20 - Mayor Bee to act as the Village representative in dealing with the dissemination of literature as it relates to AvalonBay.
- 12/2 - Village-wide vote on St. Paul's. Total Votes - 5,002: For AvalonBay - 873, For Demolition - 2,272, For Mothballing - 1,875.
- 12/18 – Board of Trustees vote, based on the Village-wide poll to cancel the Memorandum of Understanding with AvalonBay Communities, Inc., with regard to St. Paul's. (Resolution No. 173-2008)

2009

- 1/8 - Village proposes to act as Lead Agency for the Demolition of the Main Building and Ellis Hall at St. Paul's - Village will be proposing a bond resolution for the demolition.

Thus, since acquisition of the property there has been an unrelenting but unsuccessful effort to identify and implement an adaptive reuse of the Main Building. The reasons for this failure have been primarily the lack of public and/or political support for any specific proposal and the high cost of stabilization and renovation.

### **1.1.2 PURPOSE AND NEED**

Given the Village's inability to facilitate the preservation of the building through adaptive reuse over the last 17 years,<sup>1</sup> the purposes of the Proposed Action, which is the subject of this EIS, are to relieve the Village of a considerable financial cost and potential liability, while creating additional open space. Because of the restrictions on use of the property to park uses and the prohibitive cost of renovating the Main Building for municipal use, the Village has proposed demolition consistent with the purposes of initial acquisition of the property and consistent with its designation as parkland, i.e., public recreational space. Demolishing the Main Building and Ellis Hall would therefore allow this property to become part of the recreational amenity provided by the remainder of the former campus and would fulfill the public use objectives for which the property was originally acquired and designated as parkland.

As stated above, the Village had expended an average of \$74,000.00 per year to keep the Main Building minimally heated. In 2009, the water was drained from the Main Building and the heating system was turned off as a cost-saving measure. It has expended considerable funds in "bandaid" roof repairs and other maintenance functions as well as maintaining building security. As discussed below, the Main Building is in a deteriorated condition and will continue to deteriorate with water infiltration if the roof and windows are not replaced, and the masonry repaired (see Appendices L and M). This work alone, apart from any upgrades needed to comply with building code requirements and allow occupancy of the building, would cost the Village up to approximately \$13.9 million (see Appendices C and M). Thereafter, operating costs could be approximately \$165,000 per year, based on the annual operating costs to maintain and heat the Main Building expended by the Village since its acquisition of the Property (see Appendix H). It should be noted that historical maintenance expenses were predominantly for emergency repair and heating. In more recent years, the annual expenses were significantly lower once

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<sup>1</sup> Documents reflecting the efforts to reuse the building, engineering studies, and cost estimates are included in appendices to this EIS and are in the Village's files.

## **St. Paul's School Demolition for Additional Open Space**

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heating the building ceased. In contrast, after stabilization ongoing maintenance expenses would likely be higher.

### **1.1.3 PROPOSED ACTION**

The Proposed Action is the demolition of the Main Building and Ellis Hall at the vacant St. Paul's School for additional open space where the building footprints currently are and the area immediately surrounding the buildings (see Figure 1-6). The project site is approximately 7 acres. The former main entrance driveway and parking would remain for park access parking.

The demolition is expected to occur in five phases. In phase one, historic elements of the buildings will be removed and preserved as mitigation (see Chapter 10). In phases two and three (order to be determined), all asbestos containing materials, lead paint, petroleum products, and other hazardous materials will be dealt with appropriately, in accordance with all Federal, State and County regulations and guidelines. Also in phases two and three, all non-structural recyclable materials will be removed and transported to recycling facilities. In phase four, the building structures themselves will be demolished. Additional recyclable materials will be salvaged as warranted, and the remaining debris will be removed to licensed and permitted recycling and disposal facilities with adequate capacity to accept the material. Finally, in phase five, the site will be appropriately graded and landscaped for its intended use as additional public open space.

In order to determine the actual cost of the proposed action, the Village conducted a formal competitive bidding process and made public a request for proposals. The bids received for the environmental abatement and demolition of the Main Building and Ellis Hall ranged from \$3,105,500 to \$5,346,000. The bids received are included in Appendix J. Approximately an additional 12 percent of the bid price would be required to be expended for health and safety oversight and legally mandated third party air monitoring (see Appendix J). Thus, assuming the low bidder was chosen and excluding mitigation expenses, the demolition and abatement could be undertaken for approximately \$3.5 million<sup>1</sup>. This actual number for the abatement and demolition is lower than previously estimated \$5.8 million.

### **1.1.4 REQUIRED PERMITS AND APPROVALS**

As a Village-owned property there are no other agencies, other than the Village Board, with the authority to fund, undertake, or approve the Proposed Action. As such, there are no discretionary permits or approvals required by other agencies, and therefore no involved agencies associated with this Proposed Action. \*

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<sup>1</sup> There would be additional costs for the required archaeological assessment and any mitigation.

