

**National Park Service  
U.S. Department of the Interior**

**Hamilton Grange National Memorial  
287 Convent Avenue, New York, New York  
General Management Plan Amendment  
Environmental Assessment  
April 2011**



Your continued input is important to the NPS as it finalizes development plans for 287 Convent Avenue portion of Hamilton Grange National Memorial.

Written comments are welcome. Letters may be addressed to the Superintendent, Manhattan Sites, 26 Wall Street, New York, New York, 10005.

NPS maintains a website to provide information on planning efforts and to receive public comment. Your comments may be submitted electronically through the NPS Planning, Environment, and Public Comment (PEPC) website at <http://parkplanning.nps.gov/hagr>. Select the project title "Amendment to General Management Plan" and look for instructions on how to submit comments electronically.

Whether you comment on the website or through the mail, if you include your address, phone number, e-mail address, or other personal identifying information, you should be aware that your entire comment – including your personal identifying information – may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.

For further information, visit the park website, <http://nps.gov/hagr> or call the park offices at 212-825-6990.

We thank you for your interest in the development of 287 Convent Avenue, New York, New York, and look forward to hearing your thoughts.

**National Park Service  
U.S. Department of the Interior  
<http://parkplanning.nps.gov/hagr>**

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## Executive Summary

The National Park Service (NPS) is proposing to update and amend the General Management Plan (GMP) for the Hamilton Grange National Memorial and to convey 287 Convent Avenue, New York, New York to another organization to construct a multi-use building with a dedicated community use space.

Hamilton Grange (The Grange), the historic home of Alexander Hamilton from 1802-04, was constructed on the crest of Hamilton Heights at what is today 143<sup>rd</sup> Street and Convent Avenue. It was relocated in 1894 to 287 Convent Avenue for use by St. Luke's Episcopal Church. The house was acquired by the American Scenic and Historic Preservation Society in 1924 and preserved as a memorial to Hamilton. The statue depicting Alexander Hamilton urging the New

York State Legislature to ratify the Constitution was first displayed in Chicago in 1893. The statue was acquired by the Society and in 1936 was placed and rededicated at the south west corner of 287 Convent Avenue site where it remains today. In 1964, Congress designated The Grange a national memorial as part of the National Park System. The intent of Congress that the house should be preserved in a “fitting setting” was fulfilled in 2008 by its relocation and subsequent restoration in nearby St. Nicholas Park. The lot owned by the NPS at 287 Convent Avenue is approximately 46 feet wide and 97 feet deep. The Grange prior to its relocation abutted both its north and south property lines with a six story building adjacent to it on the northern end and St. Luke’s church adjacent to it on its southern end. The portico of St. Luke’s church extends 7 feet 9 inches beyond its property line onto the 287 Convent Avenue site as-of-right per an easement contained within the deed.

The Park’s existing GMP, written in 1995, calls for the redevelopment of the 287 Convent Avenue site as an NPS employee housing and interpretive facility with space for community use; these plans are no longer consistent with current NPS policies and other site restrictions. As an interim measure, in June 2009 a First Bloom garden designed by children from Public School 153 (PS 153) was planted on the site.

This General Management Plan Amendment/Environmental Assessment (Plan/EA) considers three potential options for the future of the 287 Convent Avenue site, plus two options for the future of the Alexander Hamilton statue and analyzes their potential impacts on the environment. Under the first or No Action alternative, the site would continue to be owned and maintained by the NPS as part of the Hamilton Grange National Memorial and the First Bloom garden would be made permanent. Community based programs could be offered at the site by NPS and other community partners.





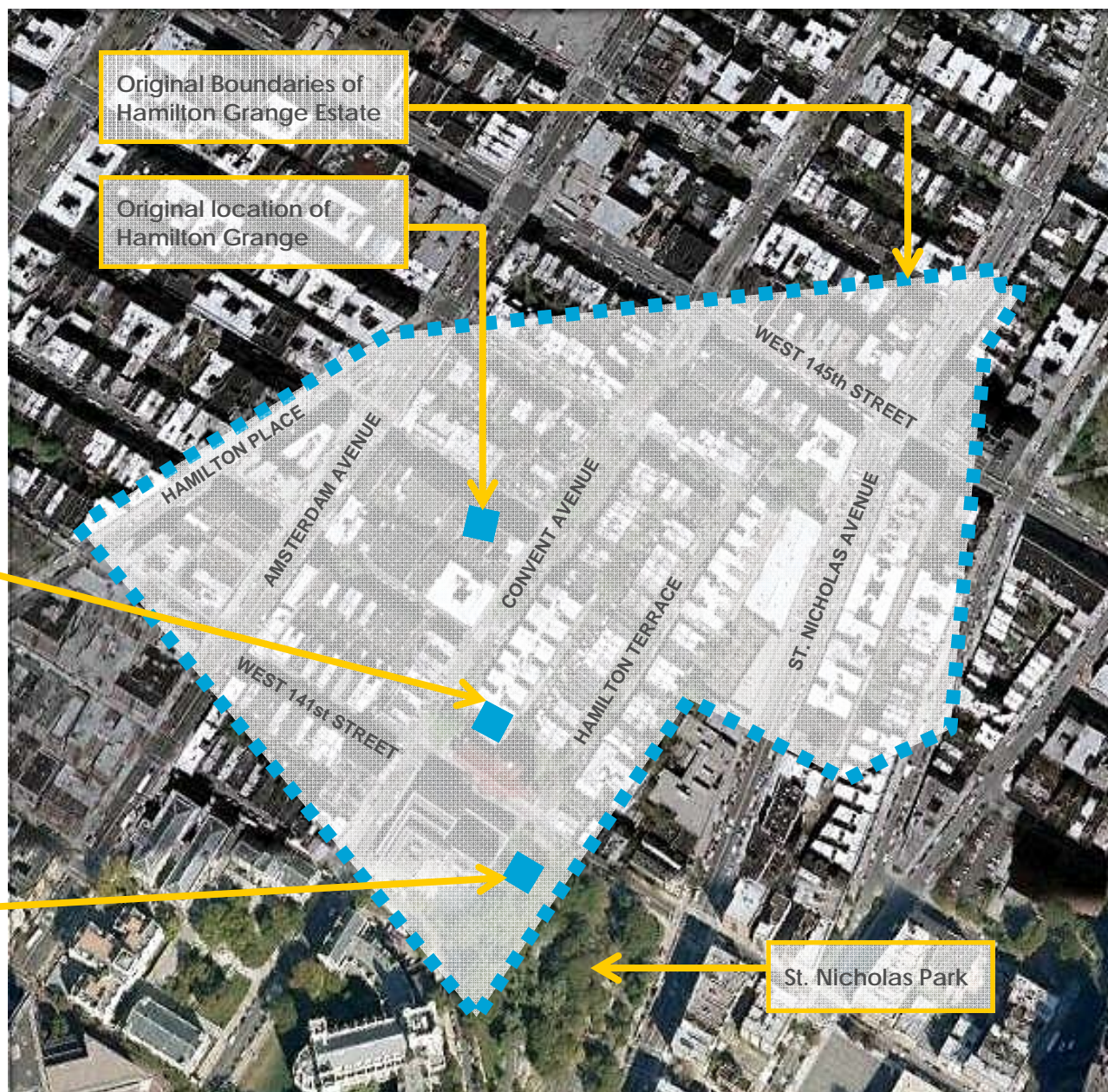
Area of detail: NW Manhattan, NYC



287 Convent Avenue site



Hamilton Grange National Memorial relocated in St. Nicholas Park



NPS site photos.

Figure 1 : Area Map



The two action alternatives, B and C, would convey the property to another public, private, non-profit or for-profit entity for construction of a multi-use facility. Currently, St. Luke's Church holds a deed restriction limiting construction to a one or two family house no greater than three stories in height. Both action alternatives, B and C, which would result in new construction that would require modification of existing deed restrictions. While it should be noted that construction of a one or two family house is a possible outcome; it should also be noted that current New York City zoning resolutions for new construction permit a structure of much greater bulk and height than that of The Grange. However, the requirement that new construction conform to local historic district preservation practices could limit the impact of the size and design of a new structure on the surrounding community. Redevelopment of the site as a multi-use facility would help to fulfill the goals, themes and objectives for the Convent Avenue site that were described in the Memorial's 1995 GMP.

Under Alternative B, the NPS preferred, NPS would solicit proposals to exchange the property with deed restrictions requiring that the multi-use facility contain a community use space of greater functionality than what previously existed in The Grange. NPS would give preference to proposals that include an affordable housing component to address stated community needs but would also consider proposals from institutions for non-commercial office space or other institutional use. In exchange for this property, NPS would receive another parcel of land of equal fair market value within another national park area in New York State. NPS future involvement in the site would be to enforce the deed restriction.

Alternative C would convey the property using the federal surplus property disposal process through the General Services Administration (GSA). The property would be conveyed with deed restrictions limiting the uses to affordable housing including a common room with community access in perpetuity. Upon completion of the disposal process, NPS would have no further in-

volvement in the site.

Alternatives for the future of the Hamilton statue are its retention on site (No Action) or its relocation to another appropriate site in St. Nicholas Park. Location of the statue in St. Nicholas Park will require consultation with and approval by various New York City agencies. In either case, NPS would continue to own the statue and be responsible for its maintenance.

This General Management Plan Amendment/Environmental Assessment has been widely distributed for a 30-day public and agency review. Following this public review and comment period, the NPS planning team will carefully evaluate all comments received. If the results of agency and public comments indicate any potential for significant environmental impacts, the NPS may elect to prepare an Environmental Impact Statement. Alternatively, if the results of agency and public comments do not identify any potential for significant environmental impacts and do not require any substantial changes to the alternatives, the NPS may prepare a Finding of No Significant Impact (FONSI), signed by the NPS Northeast Regional Director, that documents the EA process, the results of agency and public comments, and selects the alternative that will be implemented as the final General Management Plan.





# Chapter 1 Purpose and Need

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Alexander Hamilton, a founding father of our nation, is commemorated in Hamilton Grange National Memorial. Hamilton built The Grange, in the Harlem section of upper Manhattan, as his country home, the only home he ever owned. The home was occupied by Hamilton from 1802 until his untimely death in 1804 and subsequently by his family until 1833. In the late nineteenth century, with the advancing development of upper Manhattan the original location of The Grange was absorbed into the expanding New York City street grid. As part of the area development, The Grange was moved approximately 350 feet south to a site just north of the intersection of Convent Avenue and 141<sup>st</sup> Street. The Grange was owned by the Episcopal Church and used by the congregation of St. Lukes Church from the time of its move in 1894 through the first quarter of the twentieth century. (Continued on next page.)

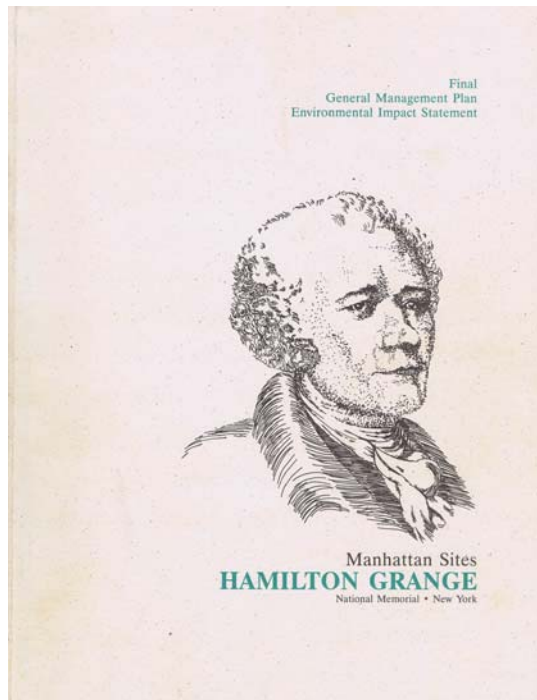
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In 1924 The Grange was acquired by the American Scenic and Historic Preservation Society and preserved as a memorial to Hamilton. A prominent statue representing Alexander Hamilton was also acquired by the Society, installed and rededicated at the site on October 19, 1936. In 1962 Congress resolved to establish Hamilton Grange National Memorial as a unit of the National Park System and the property was acquired by the NPS. In the 1962 enabling legislation, Congress expressed its intent that The Grange be relocated and “preserved in a fitting setting.” To that end, the NPS relocated the Grange in 2008 to a site across 141<sup>st</sup> Street in St Nicholas Park. Restoration of The Grange is now underway and it is expected to reopen to the public in Spring of 2011 (See page 3).

In 1995 NPS issued a General Management Plan/Environmental Impact Statement (GMP/EIS) for Hamilton Grange National Memorial. That plan called for relocation and restoration of The Grange and a new facility at 287 Convent Avenue. The new facility would have provided for additional space for interpretation, NPS employee housing and community use. As part of this original plan, Hamilton Grange was moved to its new site in St. Nicholas Park in 2008 and restoration is now underway. Implementation of the portion of the plan for 287 Convent Avenue has not proceeded.

Today Hamilton Grange National Memorial consist of The Grange on a one acre site in St. Nicholas Park, a collection of museum objects including the Hamilton statue and documents reflecting Hamilton’s life and contributions to the founding and formation of the United States, and the second site of The Grange at 287 Convent Avenue. Although the statue is an object in the park’s museum collection, it was not identified by Congress as a feature contributing to the significance of the park.





Cover of 1995 Hamilton Grange EIS, NPS reprint.

## Purpose and Need for Action

Several factors have prevented the original plan for the Convent Avenue site from proceeding. Of most consequence are: Congressional appropriations for The Grange, which were insufficient to develop the old site; a deed restriction (Appendix D), which limits use of the site to a single or two family residence of no more than three stories; and NPS policy, which states the Service will generally rely on the private sector to provide employee housing (NPS *Management Policies 2006* (NPS2006) and Director's Order #36: "National Park Service Housing Management" (NPS2009 4.9.4.3)).

The purpose of this Plan/EA is to determine the best course of action for future use, development and/or disposition of 287 Convent Avenue and the Alexander Hamilton statue currently located at the southwest corner of the property. While NPS has tried to take into account the myriad of community and stakeholder issues related to site development it cannot ignore its own limitations. Congress provided NPS with a limited amount of funds for the relocation and restoration of The Grange. Congress also established the restoration of The Grange in a 'fitting' setting as the top priority. Without funding or legal authority, NPS itself cannot construct a building on site that would address community needs and goals.

Apart from the cost of construction, an NPS owned and operated building at the site would have a significant impact on other NPS operations. The Memorial is managed as part of a group of NPS sites in New York administratively known as Manhattan Sites (MASI). The 1995 Hamilton Grange GMP/EIS identified Manhattan Sites issues of inadequate funding/

staffing and limited maintenance capacity which remain largely true today. Actions taken at this site, particularly those that require additional funds or staff time would have an impact on other sites within the larger group. Ultimately, issues of programming, community access, security and promotion of the site would require additional NPS resources beyond its current capacity.

This Plan/EA updates the Memorial's 1995 GMP with an amendment to reflect current conditions and identify an updated plan for the now vacated 287 Convent Avenue site and the Alexander Hamilton statue. The goal of this Plan/EA and the proposed project are to identify uses for the former Hamilton Grange site at 287 Convent Avenue that are consistent with site constraints and the NPS *Management Policies* (NPS 2006) and to the greatest degree possible, incorporate the needs of the surrounding community and historic district. Another goal is to determine the most appropriate location for the Alexander Hamilton statue. It should be noted that the Alexander Hamilton statue was not relocated to the new site of The Grange in St. Nicholas Park based on comments from the New York City Landmarks Preservation Commission (NYC LPC). The NYC LPC approval of The Grange relocation was predicated on the house's appearance as a freestanding mansion in a naturalistic landscape with minimum modern intrusions.

Alternatives considered for the future use, development and/or disposition of the 287 Convent Avenue site should meet the following objectives to accomplish the purpose and need of the proposed project and to be considered reasonable alternatives under NEPA:

- Comply with NPS policies and federal laws;
- Be consistent with procedures and practices of the New York City (NYC) Landmarks Preservation Commission;
- Conform to existing zoning restriction (s) for the project site;
- Conform to local building codes;
- Be consistent with or lift the existing deed restriction (s) for the project site;
- Fill in a void in the streetscape, a character defining feature of the Hamilton Heights Historic District, created by the removal of The Grange;
- Provide fully functional space for community use;
- Contribute services to the local community through form and function, including addressing the needs of the local youth and senior communities for educational opportunities and affordable housing;
- Minimize impact on NPS cost and staffing requirements.

This Plan/EA has been prepared in accordance with the National Environmental Policy Act of 1969, as amended (NEPA), the NEPA implementing regulations of the Council on Environmental Quality (40 CFR 1500-1508.9), NPS *Management Policies 2006* (NPS 2006) and NPS Director's Order #12: "Conservation Planning, Environmental Impact Analysis and Decision-Making" (DO-12) and accompanying DO-12 Handbook (NPS 2001a&b) . This Plan/EA is being provided to the appropriate federal, state and local historic preservation agencies as part of the ongoing consultation process under the requirements of Section 106 of the National Historic Preservation Act of 1966, as amended (NHPA).

The NHPA requires that federal undertakings be evaluated for their effects on historic resources. With the Grange relocated, the 287 Convent Ave. site is no longer eligible for listing on the National Register of Historic Places since it no longer has significance of its own. However, the site is located within the Hamilton Heights Historic District and any activity on the site must be planned with consideration for its effects on the District.

## Background

### Park Purpose and Significance

The project to redevelop 287 Convent Avenue does not relate directly to the purpose or significance of Hamilton Grange National Memorial. Following relocation of The Grange, a determination has been made by the NPS and the State Historic Preservation Office that the vacant site no longer holds historical significance. While the site no longer contributes to the significance of the Hamilton Heights Historic District as a contributing resource, future actions at the site must conform to requirements of the New York Landmarks Preservation Commission.

The Memorial was established by Joint Resolution of Congress on April 27, 1962 (Appendix E). Congress directed that its purpose as a national memorial shall be "to commemorate the historic role played by Alexander Hamilton in establishment of this Nation". Recognizing the constrained setting of the structure Congress, directed that "the Secretary (of the Interior) not establish the national memorial until he



Left, Hamilton Grange in its original setting. Right, Hamilton Grange being moved from 287 Convent Avenue to nearby St. Nicholas Park. NPS photos.

has satisfied himself that the lands donated are sufficient to assure relocation of The Grange and administration and interpretation of the national memorial.”

Prior to enactment of this legislation, the Senate committee stated that “The Grange is indeed of national significance and should be preserved in a fitting setting.” The site proposed at the time was ten blocks south of its Convent Avenue location. For a number of reasons, including a lack of adequate funding, the house was not moved at that time.

Subsequent legislation enacted in 1988 (PL 100-701) amended the earlier legislation by establishing a boundary, authorizing acquisition of the land at 287 Convent Avenue upon which The Grange sat, authorizing \$2,500,000 for development and requiring a management plan. Congress also expanded on the purpose of the memorial to:

- provide for interpretation of the life of Alexander Hamilton;
- preserve and interpret the history of The Grange, home of Alexander Hamilton;
- present the history of the United States as a young Nation.

Building upon the initial legislation calling for the relocation of the Grange, in 2000 Congress enacted legislation (PL 106-482), which authorized the NPS to acquire a parcel of land not to exceed one acre by donation from the City of New York to serve as a new location for



the home of Alexander Hamilton.

Hamilton Grange is significant as the only home ever owned by Alexander Hamilton, one of our nation's founding fathers, Revolutionary war leader, coauthor of the *Federalist Papers*, signer of the Constitution, first Secretary of the Treasury, and founder of the *New York Post* and the Bank of New York. The house, a three-bay, two story building designed by the prominent architect John McComb Jr., is a rare surviving example of symmetrical Federal style architecture. Its relocation to St. Nicholas Park allows for the restoration of its once elegant porches on all sides.

## Relationship to Previous Plans and Projects

In January 1995, NPS released a final General Management Plan/Environmental Impact Statement that identified the proposed plan of relocation and restoration of The Grange within an appropriate setting while keeping it within the context of its present-day community and on Hamilton's original tract of land (NPS1995 p. 19). The final plan also called for construction of a new building at the Convent Avenue site "for community use, educational purposes, and NPS housing".

Since that time, NPS policy toward construction of employee housing has changed. NPS *Management Policies 2006* (NPS 2006) no longer supports the NPS provision of employee housing. Director's Order #36: "Housing Management" (NPS 2009) excerpts the *Management Policies* sec. 9.4.3 stating, "The Park Service will generally rely on the private sector to provide housing for NPS employees. If reasonable price and quality housing is not available in the private sector, the Service will provide only the number of housing units necessary to support the NPS mission."

Congressional appropriation associated with the 2007 legislation was insufficient to relocate and restore The Grange and to construct a new building on the old site. Restoration of the Grange in a fitting setting was established as the priority by Congress. Subsequent actions on the part of NPS were guided by *Management Policies 2006*. NPS' inability to carry out the 1995 plan for the Convent Avenue site has strained trust between the NPS and members of the local community.

In June 2009, local children from PS 153 designed and planted a First Bloom garden at the empty 287 Convent Avenue site as part of the National Park Foundation program to connect urban children with the outdoors and national parks. Members of the New York Horticultural Society advised the



In June 2009, Local children from PS 153 designed and planted a First Bloom garden at the empty 287 Convent Avenue site, NPS photo.

students on the garden layout and plant selection, and members of the Harlem Boys and Girls Club assisted in the planting.

## Scoping, Planning Issues, and Impact Topics

### Scoping

The planning team met to decide what needed to be analyzed in this GMP Amendment. The team identified issues to be addressed and those to be eliminated from further analysis. The team considered a range of alternatives and discussed potential effects and associated data needs.

The planning team contacted federal, state and local agencies with jurisdiction and/or special expertise to inform them of the planning process, to request information and identify potential issues with the alternatives. Consultation was initiated with the US Fish and Wildlife Service (USFWS), federally recognized Indian Tribes (Tribes), New York Department of Environmental Conservation (NYS DEC), the New York State Historic Preservation Office (NY SHPO), the New York City Landmarks Preservation Commission (NYC LPC), New York City Planning Commission (NYC PC) and local Community Boards (CB 9 and 10). The NPS will continue to consult with these agencies throughout the planning process and, as necessary, through the implementation of the project.

The NPS initiated consultation with the NY SHPO and the Advisory Council on Historic Preservation in 2005 regarding the historic resources at the project site as part of the Programmatic Agreement (PA) for the relocation and rehabilitation of The Grange (Appendix F). Subsequent consultations with the NY SHPO determined that the site has no historical significance. As a result, the site does not constitute a cultural resource protected under the National Historic Preservation Act.

As part of this Amendment to the original GMP/EIS for Hamilton Grange, which included the 287 Convent Avenue Site, NPS conducted a public scoping/visioning session on December 11, 2008, at the Harlem School of the Arts. This meeting provided neighborhood residents and other stakeholders an opportunity to identify issues, share their visions and "big ideas" for the site (See summary of Public Involvement at end of Chapter 5). The NPS held an open public comment period from December 5, 2008, to January 15, 2009 through the agency's Planning, Environment, and Public Comment (PEPC) website. Issues and ideas identified by the community and public during the scoping meeting and public comment period include the following:

- Restore neighborhood fabric and streetscape.
- Restore free and open access to community meeting space.
- Develop intergenerational site programming for diverse users.
- Create a dynamic "Green" space that attracts people.
- Work with partners to expand space and on-site programs interpreting Hamilton's accomplishments.
- Create a multi-use facility that is covered, secure and leaves breathing room for Saint Luke's Church.
- Consider immediate, short and long-term plans for the site.
- Establish development costs and identify funding sources.

# Impact Topics Retained For Detailed Analysis

The impact topics selected for analysis in this Plan/ EA include:

## Cultural Resources

Community Heritage  
Historic Structures and Districts  
Hamilton Height Historic District  
St. Luke's Church  
Museum Collections

## Natural Resources

Vegetation

## Socioeconomic Resources

NYC and Local Communities  
Area Land Use and Resources  
Traffic and Transportation

## Visitor Use and Interpretation

## NPS Operations

\* Chapter 3 describes the affected environment for each impact topic analyzed. Chapter 4 presents the potential impacts of implementing any of the alternatives.

## Issues Selected for Detailed Analysis

Scoping is an early and open process to determine the breadth of environmental issues and alternatives to be addressed in a NEPA document. Scoping is used to identify which issues need to be analyzed in detail and which can be eliminated from in-depth analysis. It also allocates assignments among the interdisciplinary planning team members and/or other participating agencies; identifies related projects and associated documents; identifies permits, surveys, consultations, and other requirements, and creates a schedule that allows adequate time to prepare and distribute the Plan/EA for public review and comment before a final decision is made. Scoping efforts include any staff, interested agency, or any agency with jurisdiction by law or expertise. Scoping may also include interested or affected organizations and individuals.

As part of the scoping process, issues that need to be analyzed in detail and those which can be eliminated from in-depth analysis were identified. Issues identified for detailed analysis are:

- The preservation and management of the project area's cultural resources are of major concern. The NPS has identified cultural resources surrounding the project site, including community heritage, historic districts, historic structures and museum collections (the Alexander Hamilton statue).
- Changes to the streetscape surrounding the site, and the impacts that the addition of a new structure and its occupants may have on the cultural, natural and urban environment need to be taken into consideration.
- Socioeconomic impacts on NYC and the local community in particular, along with area land uses and resources, and NPS operations were identified as issues.

To focus the environmental analysis, the issues identified during scoping were used to derive a number of impact topics in this Plan/EA. Impact topics are resources of concern that could be affected, either beneficially or adversely, by implementing any of the proposed alternatives. Impact topics were identified on the basis of federal laws, regulations, Executive Orders, NPS *Management Policies 2006* (NPS 2006), an Environmental Screening Form (ESF) prepared by the planning team, and NPS knowledge of resources. In complet-



ing the ESF the planning team reviewed the reasonable alternatives, considered the data needed to describe the affected environment, and predicted impacts of the alternatives.

## Impact Topics Dismissed From Detailed Analysis

During project scoping and completion of the Environmental Screening Form, several impact topics were identified that were initially considered but then dismissed from further analysis in the Plan/ EA. Impact topics dismissed from detailed analysis are described below with the rationale for dismissal.

### Archeological Resources

The National Historic Preservation Act of 1966 as amended and the Archeological Resources Protection Act of 1979 require the protection of archeological resources on public lands. A Phase 1A and 1B archeological survey of 287 Convent Avenue undertaken in 2003 determined that there are no significant archeological remains on the site and no further archeological mitigation is necessary (PAL2004).

Subsurface testing at the site documented a high level of soil disturbance and a lack of any intact or stratified cultural material or features. The Convent Avenue impact area has been heavily disturbed by blasting and grading associated not only with the relocation of The Grange in 1889, but also by subsequent construction associated with the apartment building to the north and St. Luke's Episcopal Church to the south. Based on the results of the Phase 1B archeological survey, neither the Convent Avenue nor the St. Nicholas Park impact areas contain sufficient stratigraphic integrity, cultural materials, or cultural features to make substantive research contributions to the prehistory or history of the Hamilton Grange project area. No additional documentary or archaeological work is recommended for the former site of the Hamilton Grange National Memorial at 287 Convent Avenue or for the relocation site in St. Nicholas Park. Therefore there would be no impacts on archeological resources from any of the alternatives.

### Ethnographic Resources

No ethnographic resources have been documented at 287 Convent Avenue, although there is a long-term community connection with the site. This community heritage is discussed under the Community Heritage impact topic. Since no ethnographic resources have been documented at the project site, no impacts would occur and this topic has been dismissed from further consideration.

### Sacred Sites

According to Executive Order 13007 on "Indian Sacred Sites" (1996), the National Park Service will accommodate, to the extent practicable, access to and ceremonial use of Indian sacred sites by religious practitioners from federally recognized American Indian and Alaska native tribes and avoid adversely affecting the physical integrity of such sacred sites. Consultation letters requesting information on possible sacred sites at 287 Convent Avenue have been sent to known federally recognized tribes. The Stockbridge Munsee Tribe has responded that the site is not an area of concern and no further information is needed. It is believed that no sacred site exists at 287 Convent Avenue, therefore, this topic has been dismissed from further analysis.

### Indian Trust Resources

Secretarial Order 3175 requires that any anticipated impacts to Indian Trust resources from a proposed project or action by Department of the Interior agencies be explicitly addressed in environmental documents. The federal Indian Trust responsibility is a legally enforceable ob-

ligation on the part of the United States to protect tribal lands, assets, resources, and treaty rights and it represents a duty to carry out the mandates of federal laws with respect to Native American tribes. There are no known Indian Trust resources in Hamilton Grange National Memorial and the lands comprising the park are not held in trust by the Secretary of the Interior for the benefit of Indians due to their status as Indians. Therefore, the impact topic of Indian Trust resources was dismissed from further analysis.

### Hamilton Grange

The project site was originally a part of Alexander Hamilton's 32 acre estate which he acquired between 1800 and 1803. The acreage remained intact until 1879 at which point, subdivisions of the property began. New York City's northward growth imposed a rectangular street system on Sugar Hill in the 1880s. The original site of Hamilton Grange was overtaken by 143<sup>rd</sup> Street. St. Luke's Church bought several parcels of land between Convent Avenue and Hamilton Terrace around this time. 287 Convent Avenue was part of the church's acquisition.

Alexander Hamilton's home, The Grange, was moved to the Convent Avenue site in 1889 where it remained until the summer of 2008. The initial movement to have The Grange sited in a more natural setting first began more than 100 years ago. In 2008, the goal of locating The Grange in a naturalistic setting was achieved when the National Park Service moved it to its present location in St. Nicholas Park. Other than being within the boundary of the Hamilton Heights Historic District, after the removal of The Grange, 287 Convent Avenue has no historical significance of its own. Since The Grange has been relocated to another property, as a cultural resource, it was dismissed from further impact analysis.

### Geological Features and Soils

Bedrock underlying the site is known as the Manhattan Formation including metamorphic gneissic schist. Outcrops are seen in areas throughout Manhattan and may be seen in St. Nicholas Park. Extensive blasting of this formation occurred during the 1880's development of the site. Further impact on geological features and soils would be local and negligible; therefore, these topics have been dismissed from further analysis.

### Climate

Climate of upper Manhattan is typical for the region moderated somewhat by the sea breezes. Average yearly temperature varies from a low of 46.9 F to 62.2 F. Highest and lowest average temperatures occur in July (85 F) and January (26 F), respectively. Average relative humidity varies yearly between 56% and 72%, depending on the time of day. Humidity reaches a high of between 75% and 80% in the early morning hours throughout most of the Summer and early Fall. Precipitation averages 44 inches annually.

The New York Department of Environmental Conservation (NYS DEC) recognizes the impact of energy usage on climate. A building constructed on the site would use best practices for energy conservation. Any impact of energy use on climate would be negligible; therefore, the topic of impact on climate has been dismissed from further consideration.

### Air Quality

Amended from the Air Quality Act of 1967, in 1970, 1977, and 1990, the Clean Air Act was enacted to protect the quality of the Nation's air resources and the public health and welfare. Dust and particulate matter released during construction activities would have a localized, short-term and negligible impact on air quality. When completed, the proposed alternatives would have no impact to air quality. There-

fore, this impact topic has been dismissed from further analysis.

### Special Status Species

The Endangered Species Act of 1973 requires examination of impacts on all federally listed threatened, endangered, and candidate species. Section 7 of the Endangered Species Act requires all federal agencies to consult with the U.S. Fish and Wildlife Service (or designated representative) to ensure that any action authorized, funded, or carried out by the agency does not jeopardize the continued existence of listed species or critical habitats. *NPS Management Policies 2006* (NPS 2006) directs the NPS to consult with state agencies regarding potential impacts to state listed endangered or threatened species, or species of special concern.

Consultation with the U.S. Fish and Wildlife Service and the NY DEC Natural Heritage Program indicated that, except for the occasional transient species, no federally listed or proposed endangered or threatened species exist there (Appendix G). Therefore, the topic of special status species was dismissed from further analysis. For the purpose of Section 7 of the Endangered Species Act, the NPS has determined that the proposed project will have no effect on federally-listed species, or their critical habitat.

### Wildlife

*NPS Management Policies 2006* (NPS 2006) requires the protection of the components and processes of naturally occurring biotic communities, including the natural abundance, diversity, and ecological integrity of plants and animals. The project site has experienced significant habitat disturbance or alteration during the 1886 placement of The Grange and its subsequent removal. Current habitat to support wildlife is minimal or in the case of fish is nonexistent. The building alternatives would return the site to its previous developed state. The no action or open space alternative would enhance habitat for wildlife but due to the scale of the site, the effect would be negligible or minor and local; therefore, this topic has been dismissed from further analysis.

### Water Quality and Water Quantity

The objective of the Clean Water Act is "to restore and maintain the chemical, physical, and biological integrity of the Nation's waters". There are no water bodies close to the site that would be impacted directly by the building or open space alternatives. Indirect impacts potentially include non-point source pollution from run-off at the site under the action alternatives; any such impacts are likely to be negligible given the size of the site. The open space or no-action alternative would enhance water quality by reducing run-off, but the effect would be negligible or minor given the small scale of the site in relation to its surrounding urban environment. Therefore, this topic of water resources was dismissed from further analysis.

### Floodplain and Wetlands

Executive Orders 11988 and 11990 direct federal agencies to avoid adverse impacts associated with modifying or occupying floodplains and wetlands. There are no wetlands on the site, which is well above the floodplain, therefore this topic has been dismissed from further analysis.

### Soundscape Management

*NPS Management Policies 2006* (NPS 2006) and Director's Order #47, "Sound Preservation and Noise Management" (NPS 2000b) identify the preservation of natural soundscapes associated with national park units as an important part of the NPS mission. Due to the highly urbanized nature of the site, no natural soundscape exists. Construction activities would have temporary, minor and localized noise im-



pacts. Following completion of any construction activities, the area soundscape would return to its previously developed condition. Therefore, the topic of natural soundscape management was dismissed from further analysis.

### Prime and Unique Farmlands

The Farmland Protection Policy Act directs that Federal programs which contribute to the unnecessary and irreversible conversion of farmland to nonagricultural uses be minimized. The soil types mapped for the project site do not include any farmlands. Since there are no farmlands present on site, this impact topic has been dismissed from further analysis.

### Environmental Justice

Presidential Executive Order 12898, General Actions to Address Environmental Justice in Minority Populations and Low-Income Populations, requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing the disproportionately high and/or adverse human health or environmental effects of their programs and policies on minorities and low-income populations and communities.

According to the Environmental Protection Agency, environmental justice is the fair treatment and meaningful involvement of all people, regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations and policies. Fair treatment means that no group of people, including a racial, ethnic, or socioeconomic group, should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies.

The goal of fair treatment is not to shift risks among populations, but to identify potentially disproportionately high and adverse effects and identify alternatives that may mitigate these impacts.

The communities surrounding 287 Convent Avenue contain both minority and low-income populations; however, environmental justice is dismissed as an impact topic because implementation of any of the alternatives would not result in any identified effects that would be specific to any minority or low-income community for the following reasons:

1. NPS staff and the planning team actively solicited public participation as part of the planning process and gave equal consideration to all input from persons regardless of age, race, income status, or other socioeconomic or demographic factors.
2. Implementation of any of the alternatives would result in negligible adverse effects on human health due to stringent NYC regulatory codes governing human health and safety relative to development/construction projects. Therefore, there would be no direct or indirect adverse effects on any minority or low income population.
3. Implementation of any of the alternatives would not disproportionately affect any minority or low-income population or community because of the ethnic and socioeconomic diversity of the local community and larger NYC area.
4. The impacts to the socioeconomic environment resulting from implementation of any of the action alternatives would be beneficial. Due to the small scale of the site, this impact is negligible. Hence, NPS and the planning team do not anticipate the impacts on the socioeconomic environment to alter the physical and social structure of the nearby communities.

## Next Steps In The Planning Process and Implementation

After the distribution of the General Management Plan Amendment/Environmental Assessment, there will be a 30-day public review and comment period after which the NPS planning team will carefully evaluate all comments received from other federal, state, and local agencies, organizations, businesses, and individuals regarding the plan. Once all comments have been evaluated, the NPS will decide whether the results of agency and public comment warrant substantial changes to the alternatives or the impact analysis. If the results of agency and public comment indicate potential for significant environmental impacts, the NPS may decide to prepare an Environmental Impact Statement. Alternatively, if the results of agency and public comments do not identify any potential for significant environmental impacts, the NPS may prepare a Finding of No Significant Impact (FONSI) that documents the EA process, the results of agency and public comments, and selects the alternative that will be implemented as the final General Management Plan Amendment.

Approval of the final General Management Plan Amendment rests with the NPS Northeast Regional Director. It should be noted that the approval of a plan does not necessarily guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the approved plan may be many years in the future.



# Chapter 2

## Alternatives

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This Plan/EA evaluates three alternatives for the future of the 287 Convent Avenue site, two action alternatives (Alternatives B and C) and a no-action alternative (Alternative A). This Plan/EA also evaluates alternatives for the location of the Alexander Hamilton statue. The formulation of each site alternative considered the goals and objectives described in Chapter 1 within the context of community concerns and visions for the site.

The no-action alternative would make the temporary First Bloom garden permanent and leaves the Alexander Hamilton statue in its current location. The two action alternatives restore the neighborhood fabric and streetscape with a structure that fills a hole in the street wall. Under the action alternatives, the Hamilton statue could remain in its present location on the 287 Convent Avenue site or be relocated to a new site in St. Nicholas Park. Any cost figures identified in this plan amendment are subject to available funding and NPS budget priorities.

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## Alternative A : First Bloom Garden (No-Action)

Alternative A, the No-Action Alternative, is the continuation of current management direction. The No-Action Alternative provides a baseline of existing conditions and actions and provides a basis for evaluating the changes and impacts of the action alternatives (See summary tables 1 and 2). If the No-Action Alternative were to be selected, the NPS would respond to future needs and conditions without substantial action or policy changes. In the future NPS could make modest improvements or alternations to the site within available funds.

Under this Alternative, the NPS would continue and maintain a public garden through the First Bloom program in partnership with the National Park Foundation. One of the goals of the program is to connect children, particularly urban youth, to the natural world. The First Bloom program gives children the opportunity to get their hands in the dirt which is an eye-opening experience for many young people, one that helps them become invested in the world around them. The First Bloom Program recognizes that children need the outdoors to grow, an important concept in a city like NYC where only 8.3% of the land is open recreational space.

Through the First Bloom program, the National Park Foundation works with youth groups to bring primarily urban children to nearby national parks, where park rangers teach them about plants native to the area. The children dig in, nurturing the natural habitats and designing gardens to show off the park landscape thereby beautifying their neighborhoods. Through hands-on immersion into the science of native plants and habitat restoration, First Bloom helps children connect in new ways to their environment and develop an early passion for conservation and stewardship. (<http://firstbloom.nationalparks.org/21whatls.php>).

The site would be seasonally programmed for one or more open uses as envisioned by the community. A portion of the lot would be designated for possible open uses such as:

- **Storytelling**
- **Intimate neighborhood concerts with children from Harlem School of the Arts**
- **Art showing of Children's Art Carnival work**

An issue for local residents living closest to Hamilton Grange and on historic Convent Avenue is the fairly large number of tourists that visit the area for walking tours. Local residents could sign up to be Big Apple hosts and be encouraged to become neighborhood stewards by hosting tours themselves as an alternative to large bus tour operators.

Additionally, there are many local organizations that would be willing to sponsor and promote community programs within an open use site as proposed under this Alternative (No-Action) or within an actual building facility (see Alternatives B and C).

The site would be made accessible to visitors with disabilities to the greatest extent possible. Members of the public and employees with physical, sensory and cognitive impairments would be accommodated under all alternatives per the Americans with Disabilities Act (ADA) guidelines. Restrooms would not be a part of future development under this Alternative.

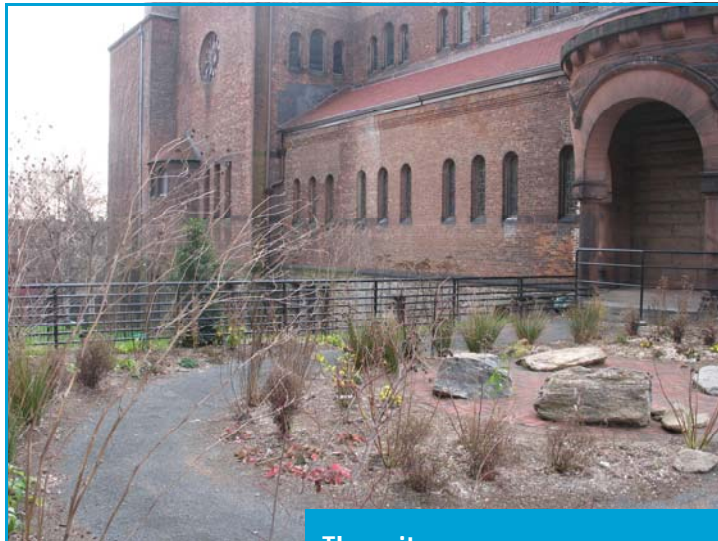
Under this alternative, the Alexander Hamilton statue would remain in its current location at the southwestern corner of the project site or it

could be centered within the garden.

This Alternative, under which NPS retains ownership, would require the most financial commitment from NPS. Outside of regular security and maintenance expenses, costs for all non-NPS programming would have to be covered by any organization sponsoring an event. The cost of establishing the First Bloom garden was \$30,000 and its annual maintenance budget is \$5,000 in 2009 dollars. To date, the garden has been maintained by the Boys and Girls Club of Harlem with grant funds. If that responsibility falls to the NPS in the future, labor and materials for annual maintenance are estimated at \$8,000.



Photo montage of National Park Foundation First Bloom participants, NPS photos.



The site ...

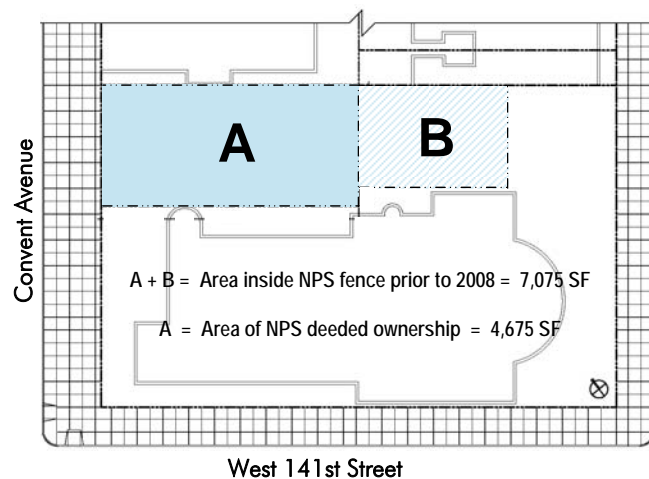


Figure 2 : Site Plan /NPS site photo.

## Elements Common to the Action Alternatives

There are two action alternatives that would develop the 287 Convent Avenue project site. The following elements would be included in all of the action alternatives.

Both action alternatives fit within permissible use groups and permissible open space uses prescribed in the NYC Zoning Resolution (Figure 2). It is the policy of the NPS that development within national parks complies with local zoning, building codes and landmark preservation practices.

The new construction as proposed in Alternatives B and C would also comply with local zoning Use Group designations, as well as, bulk and height requirements determined by allowable Floor Area Ratio (F.A.R.). F.A.R. is defined as a calculation that takes the total floor area on a zoning lot and divides it by the area of the zoning lot to compute the maximum allowable square footage of a proposed building. The allowable F.A.R. is prescribed within the NYC Zoning Resolution for buildings of varied height. Site sections are provided for informational purposes only to show the broadest range of bulk possibilities for potential site development. Hence, the transverse and longitudinal site sections graphically illustrate the range of allowable height and bulk (Figures 3A- 3C). The NPS is not endorsing or proposing a structure of any height or bulk. Final bulk and height of any development on the site shall be determined by an independent developer and NYC regulators.

New construction would require approval by the NYC Landmarks Preservation Commission as part of the Hamilton Heights Historic District. This could mitigate impacts of the maximum allowable bulk and height of the structure. The site developer would also have to comply with NYC Zoning Resolution accessory parking guidelines for facility occupants and visitors.

Construction of any building other than a single or two family house no greater than three stories in height would require the developer to resolve with the Episcopal Diocese of New York the existing deed restriction held by St. Luke's Church.

## Bulk and height compliance...

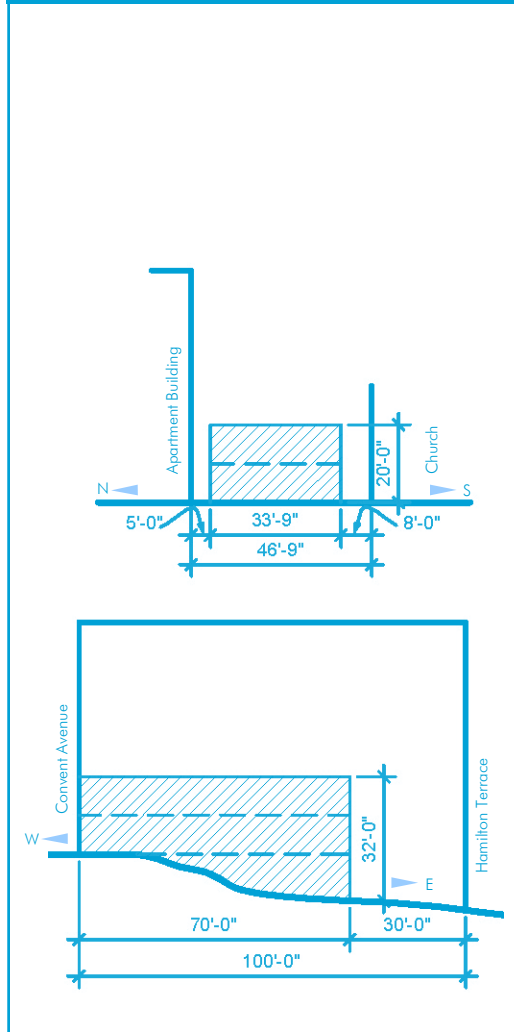


Figure 3A

Illustrates maximum allowable massing for a low structure with a FAR of 1.52.

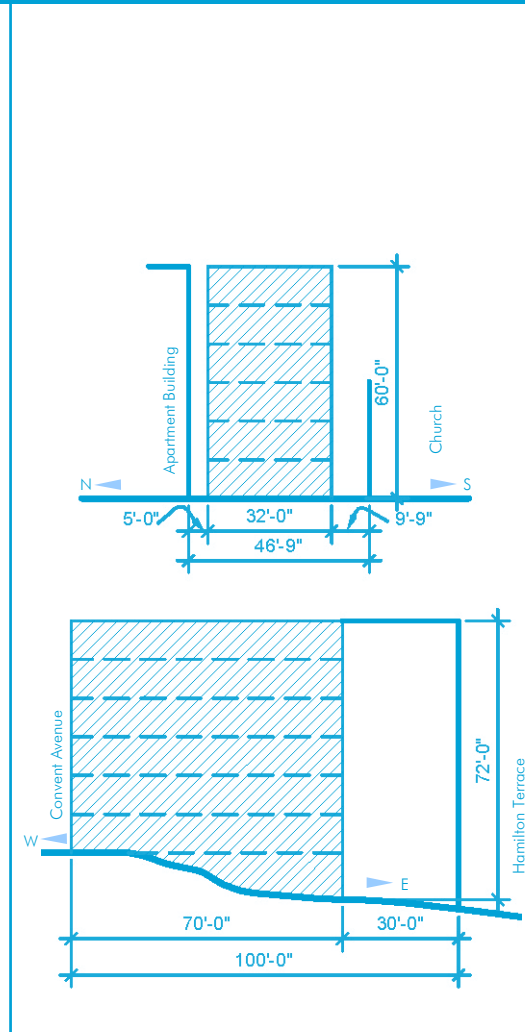


Figure 3B

Illustrates maximum allowable massing for a six-story structure with a FAR of 2.88.

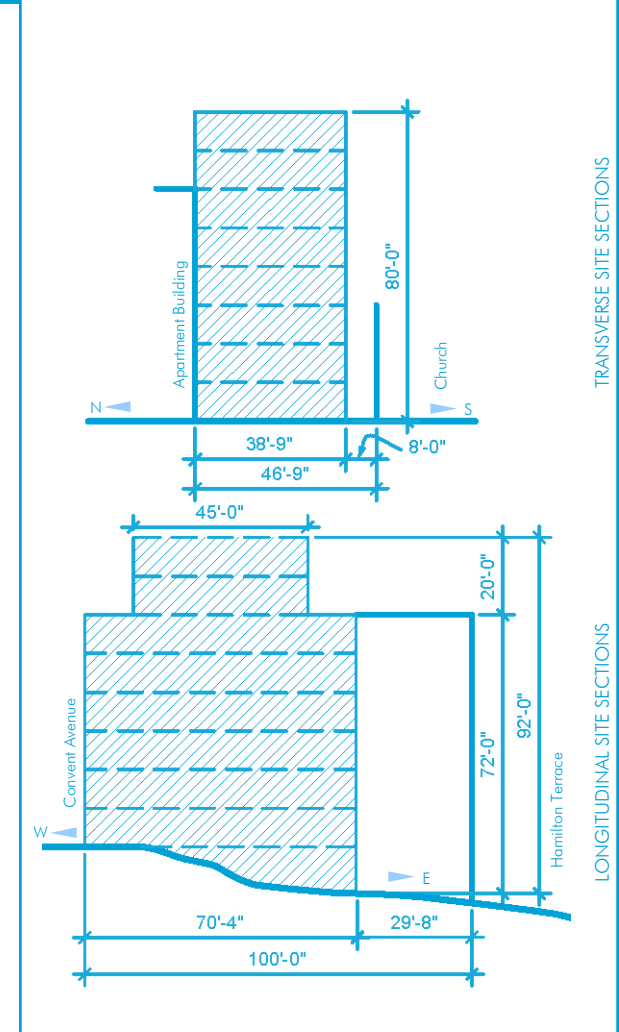
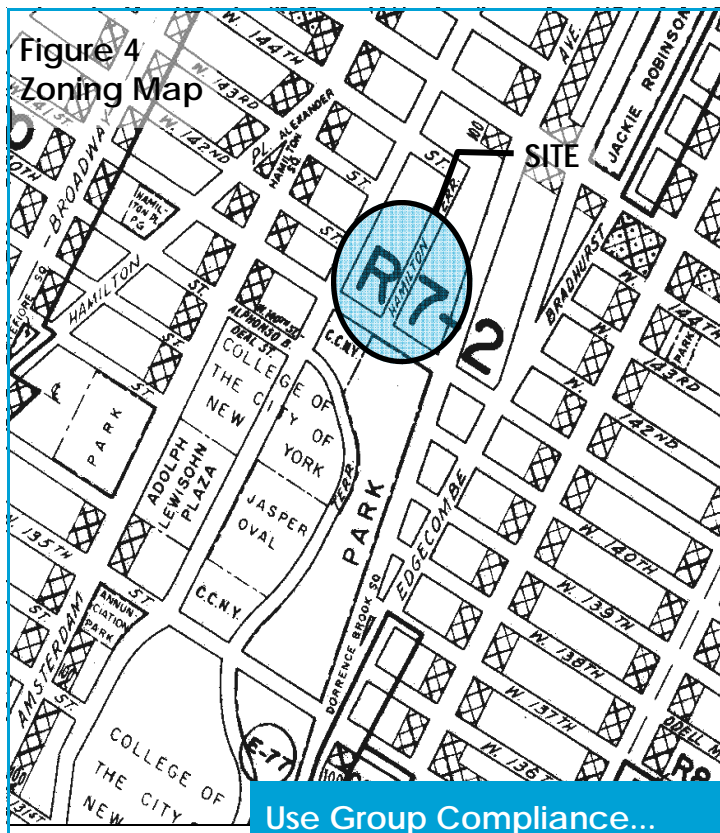


Figure 3C

Illustrates maximum allowable massing for a mid-rise structure with a FAR of 3.44.





Permitted Uses per NYC Zoning Resolution Map 6a :

**Use Group 1**

Single Family detached Housing.

**Use Group 2**

Residences of all kinds.

**Use Group 3 and 4**

Various types of Community Facilities.

**Additionally**

A series of open uses are permitted.

## Alternative B : Convey Land With Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)

Under Alternative B, the NPS preferred alternative, NPS would convey ownership of the property to another public or private entity for construction of a mixed-use building that would include a dedicated space for community use. NPS would solicit proposals from private, public, non-profit and for-profit entities for development of the site. The selected developer would be required to construct and maintain a fully functional community use space to include restrooms with greater functionality than the former meeting space that was available in the basement of The Grange. To ensure this goal is achieved, NPS would place new deed restrictions on the property requiring the developer to provide public access to the community use space within the building in perpetuity. Community members would have access to the community facility portion of the building at no or minimal cost.

Based on the local community boards' development goals for the districts and community sentiments, NPS would give preference to proposals that include affordable housing. To avoid a conflict with the deed restriction held by the Diocese, no more than two residential units could be included, or else an agreement with the Diocese would need to be reached. NPS would also consider proposals from institutions such as colleges or universities, charter schools, or non-profit entities for educational, institutional and/or non-commercial office use along with the prescribed community facility.

Similar to the No-Action Alternative, the community use space would be made accessible to individuals with disabilities to the greatest extent possible. Members of the public and employees with physical, sensory and cognitive impairments would be accommodated per the Americans with Disabilities Act guidelines.

NPS cannot sell but does have the legal authority to exchange unused and unneeded land within national park areas for another piece of property of equal Fair Market Value (FMV) within the boundary of any national park in the state of the exchanged property. In this case, the selected developer

could acquire a parcel of land of equivalent FMV within any other unit of the National Park System in New York State and then exchange that parcel for 287 Convent Avenue. At the conclusion of the land conveyance, NPS's continuing role in the site would be enforcement of the deed restriction requiring public access to the community facility. If feasible or desirable, NPS could convey the oversight of the deed restriction to a qualified and responsible third party to guarantee public access to the community facility in perpetuity.

New construction as proposed in this Alternative requires a developer with financial resources to achieve the proposed outcome. The intent of the NPS would be to move forward with the project in a timely manner. Therefore, NPS would establish milestones for the selected developer to resolve the existing deed restriction that allows only for construction of a single or two family residence, to secure financing for purchase of a suitable property for exchange and to secure construction financing prior to final conveyance of the property. In the event that established milestones are not met by the selected developer, NPS would retain the right to negotiate with subordinate proposers or issue another RFP.

As a result of the land conveyance there would be no capital costs to the NPS. The cost for the NPS would be those normally associated with issuance of a Request for Proposals and a land conveyance which may include land surveys, title search, appraisals and legal document preparation. These costs would be recovered from the developer as a requirement of the Request for Proposals.

## **Alternative C : Dispose of The Property Through the General Services Administration with a Deed Restriction Requiring Affordable Housing Including a Common Room**

Under Alternative C, NPS would identify the property as surplus property to the General Services Administration (GSA) in accordance with applicable federal regulations (Title 41 Subtitle C Chapter 102 Section 102-75). Under this surplus property disposal process, the NPS (the disposing agency in this case), can establish deed restrictions for the property. A deed restriction would limit the future development of the property to affordable housing and would require community access to a common room under the control of the landlord or building residents.

The standard surplus property disposal process provides for an unneeded or unused federal property to be offered first to other federal agencies for government use. If there are no federal agencies needing the property, it would be declared "surplus" and would next be made available to the U.S. Department of Housing and Urban Development (HUD) for a "homeless conveyance" under the terms of McKinney-Vento Homeless Assistance Act (42 USC 11411). If HUD determines the property is unsuitable for Homeless Assistance Housing or no public or non-profit agency proposes to develop the site for these purposes, then GSA would proceed to negotiate a sale to a state or local government or eligible non-profit for a public purpose. If these methods of disposal fail, then GSA would offer the property for sale at fair market value through a competitive bid process.

In order for multi-family housing to be built on site, GSA, HUD or the selected developer would have to resolve with the Episcopal Diocese of New York the existing deed restriction allowing only a single or two-family residence on the site. If a mutual agreement cannot be



NPS photos.

reached with the Diocese, GSA or HUD could decide to have the restriction removed through legal proceedings. One possible outcome of this process could be the construction of a single or two family residence.

There would be no capital or recurring cost for the NPS from implementation of this Alternative. NPS expenses would be limited to preparation of documentation required by GSA to initiate the real property disposal process. Costs to NPS could be recovered from the developer as a requirement of the Request for Proposals once the disposal process is completed, the NPS would have no further role in the site.

## Alternative Locations for the Hamilton Statue

There are two basic alternatives for the future location of the Alexander Hamilton Statue. Under the No-Action alternative, the Hamilton statue would remain in its current location and the NPS would continue to own and maintain the statue. Initial cleaning and recoating of the statue with wax and cleaning of the pedestal would cost approximately \$12,000. Cost of ongoing annual inspection and wax recoating would be \$3,000.

Under the second or Action alternative, the statue would be relocated to another appropriate site in St. Nicholas Park. One possible location would be at the northeast entrance to the park at the intersection of 141<sup>st</sup> Street and St. Nicholas Avenue. Another suitable location within the Park could be identified with the NYC Department of Parks and Recreation. Ultimately, relocation of the statue into St. Nicholas Park would require further consultation with and approvals from the NYC DPR, NYC Landmarks Preservation Commission and the NYC Art Commission.

If the statue were relocated to a new site in close proximity to The Grange, NPS would bear the relocation costs and continue to own and maintain the statue. During the relocation of the Grange, the cost of relocation of the statue to a new site and to install it on a new pedestal was estimated at \$70,000. Cost of ongoing annual inspection and wax recoating would be as noted above.

The alternatives for the statue location are contingent upon the public or private nature of future development and use of the Convent Avenue site. Alternative A, the No-Action Alternative, supports the statue remaining in its current location. Alternative B with a community use component could equally support the statue remaining in its current location or its being relocated to a new location.

Alternative C, which could result in private residential use of the site, could support the statue

remaining in its current location as a commemoration of the site's history, however; relocation of the statue off site would be most appropriate. If strong public support exists for retaining the statue in its present location as well as redevelopment of the site for mixed use, the requirement for the developer to accommodate and protect the statue on site would be incorporated into the Request for Proposals.

## Alternatives and Actions Considered But Eliminated From Detailed Study

During the planning process, alternatives for the NPS to construct a new building at 287 Convent Avenue were considered but then were dismissed from further analysis. NPS has the legal authority to construct a facility for its own administrative uses such as housing; however, the NPS must have congressionally authorized funding in order to carry out such construction. Congress has not appropriated funds for this purpose; in effect, Congress has not authorized NPS to construct an administrative or employee housing facility. Therefore, this Alternative has been dismissed from further consideration.

At the beginning of this current planning process, a broad number of site development ideas for an actual multi-use community facility with diverse intergenerational programming developed and operated by the NPS figured prominently. While this option is consistent with the goals of the 1995 plan, it has overwhelming challenges related to legal authority, difficulty in negotiation of the deed restriction, unfunded development costs and the unfunded ongoing operational and maintenance costs. Simply put, the NPS does not have legal authority or funding to construct or operate public housing or a community facility without specific direction from Congress in the form of authorization and appropriation. Therefore, this Alternative was dismissed from further consideration.

Relocation of the Alexander Hamilton statue to St. Nicholas Park in close proximity to The Grange was dismissed based on comments from the New York City Landmarks Preservation Commission. The NYC LPC approval of The Grange relocation was predicated on the house's appearance as a freestanding mansion in a landscape with minimum modern intrusions. It should be noted that the New York City Landmarks Preservation Commission mandated that any fences or similar intrusions be kept as far away as possible so as to not interfere with the Grange's historic naturalistic appearance.

## Environmentally Preferred Alternative

In accordance with DO-12 and NEPA, the NPS is required to identify the environmentally preferred alternative in its NEPA documents. The Council on Environmental Quality (CEQ) defines the environmentally preferred alternative as the one that will promote the national environmental policy as expressed in the National Environmental Policy Act's Section 101. In its Forty Most Asked Questions, CEQ further clarifies the identification of the environmentally preferred alternative, stating "Ordinarily, this means the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and natural resources" (Q6a).

Alternative B best protects the cultural resources of the Hamilton Heights Historic District by providing a facility that meets the community's needs and provides the best opportunities for preserving historic character of the surrounding District in which it sits. Based on the analysis of environmental consequences of each alternative, Alternative B is the Environmentally Preferred Alternative.



## Summary Comparison of Alternatives : Table 1

Table 1 provides a summary of the three site alternatives and two statue alternatives presented in this chapter and analyzes the degree to which each alternative meets the purpose and need identified in Chapter 1.

Table 1 Outcomes	Alternative A : First Bloom Garden, No-Action	Alternative B : Convey Land with Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)	Alternative C : Dispose of the Property through the General Services Administration with a Deed Restriction Requiring Affordable Housing including a Common Room	Retain Hamilton Statue at 287 Convent Avenue	Relocate Hamilton Statue to a new site
Comply with NPS policies and federal laws.	YES	YES	YES	YES	YES
Be consistent with procedures and practices of the New York City Landmarks Preservation Commission, (NYCLPC).	NYC LPC gave approval for Grange relocation anticipating a new building would be constructed at 287 Convent Avenue.	New building would require NYC LPC review and approval in a public meeting.	New building would require NYC LPC review and approval in a public meeting.	YES	Relocation requires consultation with NYC LPC, NYC DPR and Arts Commission
Conform to existing zoning restriction(s) for the project site.	YES	YES	YES	N/A	NA
Conform to local building codes.	YES	YES	YES	NA	NA
Be consistent with or lift the existing deed restriction(s) for the project site.	YES	Requires lifting of deed restriction by Episcopal Diocese of New York.	Requires lifting of deed restriction by Episcopal Diocese of New York. GSA could have deed restriction lifted through court proceeding.	NA	NA
Fill in a void in the streetscape, a character defining feature of the Hamilton Heights Historic District, created by the removal of The Grange.	NO	YES	YES	NA	NA

Table 1 continued. Outcomes	Alternative A: First Bloom Garden, No-Action	Alternative B: Convey Land with Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)	Alternative C: Dispose of the Property through the General Services Administration with a Deed Restriction Requiring Affordable Housing including a Common Room	Retain Hamilton Statue at 287 Convent Avenue	Relocate Hamilton Statue to a new site
Provide fully functional space for community use.	NO	YES	NO: Provides common room under control of landlord or tenants.	NA	NA
Contribute services to the local community through form and function, including addressing the needs of the local youth and senior communities for educational opportunities and affordable housing.	NO	This is a possible outcome depending on the selected proposal.	YES	NA	NA
Minimize impact on NPS cost and staffing requirements.	NO: Has the greatest cost to NPS.	YES: Has minimal cost to NPS for land conveyance.	YES: Cost of land conveyance borne by GSA. Has the least cost to NPS.	Lowest cost alternative	Relocation cost borne by NPS

End of Table 1.

## Summary of Environmental Consequences : Table 2

Table 2 provides a comparison of the environmental consequences/impacts of the proposed alternatives. See Chapter 4 for a detailed impact analysis.

Table 2 Resources	Alternative A: First Bloom Garden, No Action	Alternative B: Convey Land with Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)	Alternative C: Dispose of the Property through the General Services Administration with a Deed Restriction	Retain Hamilton Statue at 287 Convent Avenue	Relocate Hamilton Statue to a new site
<b>Community Heritage</b>	<p>Offers opportunities for environmental awareness, stewardship, inter-generational interactions. Impacts are local, short and long-term, beneficial.</p> <p>Does not restore distinct community identity. Impact is moderate local, short and long-term, adverse.</p> <p>Adds imperceptibly to cumulative benefits.</p>	<p>Allows maximum bulk and height far exceeding size of The Grange. Construction of large scale building results in loss of site character and sense of place. Impacts are major, local, long-term adverse.</p> <p>Requirement for NYC LPC approval would likely result in a building design compatible with community heritage.</p> <p>Provides indoor space for intergenerational programming. Impact is local, long-term beneficial.</p> <p>Area developments could attract users who might otherwise see the site. Non-residential use out of character.</p> <p>Adds noticeably to local, long-term minor adverse cumulative effect.</p>	<p>Allows maximum bulk and height far exceeding size of The Grange. Construction of large scale building results in loss of site character and sense of place. Impacts are major, local, long-term adverse.</p> <p>Requirement for NYC LPC approval would likely result in a building design compatible with community heritage.</p> <p>Limited community space has local, long-term positive impact. Limited access would reduce positive impact. Affordable housing is local, long-term positive impact.</p> <p>Adds imperceptibly to beneficial cumulative impact of area housing developments.</p>	<p>Contributes to the community heritage as a tangible symbol of the project site's history and past contribution to the community fabric.</p> <p>Impact on the Harlem community's heritage would be local, long-term beneficial,</p>	<p>Would remove a physical symbol of the project site's history and contribution to the neighborhood.</p> <p>Impact on the community heritage of central Harlem would be long-term, local, moderate, adverse</p>

Table 2 continued. Resources	Alternative A: First Bloom Garden, No Action	Alternative B: Convey Land with Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)	Alternative C: Dispose of the Property through the General Services Administration with a Deed Restriction	Retain Hamilton Statue at 287 Convent Avenue	Relocate Hamilton Statue to a new site
<b>Hamilton Heights Historic District</b>	<p>Leaves uncharacteristic gap in streetscape. Narrowness of site and proximity to Church makes local, long-term, adverse effect minor.</p> <p>Adds noticeably to long-term beneficial cumulative impact along with restored Grange and Statue.</p>	<p>New building fills gap in streetscape. Impact is local, long-term and major.</p> <p>Design that allows maximum bulk and height far exceeding size of The Grange would be adverse impact. Design sensitive to area architecture would be beneficial impact.</p> <p>Requirement for NYC LPC approval would likely result in a building design compatible with District character.</p> <p>Makes noticeable contribution to adverse cumulative impact from area developments.</p>	<p>New building fills gap in streetscape. Impact is local, long-term and major.</p> <p>Design that allows maximum bulk and height far exceeding size of The Grange would be adverse impact. Design sensitive to area architecture would be beneficial impact.</p> <p>Requirement for NYC LPC approval would likely result in a building design compatible with District character.</p> <p>Makes noticeable contribution to adverse cumulative impact from area developments.</p>	<p>Would remain within District and would have no effect.</p>	<p>The statue has not been identified as contributing to the district. Even though it would be removed from district boundary relocation would have no direct effect.</p>
<b>St. Luke's Church</b>	<p>Changes appearance and setting of Church. Impact would be site-specific, long-term, moderate, and adverse.</p> <p>Allows "breathing" room for Church, air and light on north side. Impact on structure would be site-specific, short and long-term beneficial.</p>	<p>New building exceeds bulk and height of Grange. Impact would be major, site-specific, long-term and adverse. Sensitive design would minimize adverse impact.</p> <p>Requirement for NYC LPC approval would likely result in a building design compatible with character of St Lukes Church.</p>	<p>New building exceeds bulk and height of Grange. Impact would be major, site-specific, long-term and adverse. Sensitive design would minimize adverse impact.</p> <p>Requirement for NYC LPC approval would likely result in a building design compatible with character of St Lukes Church.</p>	<p>Retention of the statue would provide a tangible symbol of the church's and project site's history and their contribution to the community fabric .</p> <p>Impact on the church would be local beneficial, long-term,</p>	<p>The removal process could have a minor, site-specific, short-term, adverse impact on the Church.</p> <p>Relocation of the statue off -site would remove a physical symbol of the church's history and contribution to the preservation of The Grange.</p> <p>Impact would be long-term, local, moderate, and adverse.</p>



Table 2 continued. Resources	Alternative A: First Bloom Garden, No Action	Alternative B: Convey Land with Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)	Alternative C: Dispose of the Property through the General Services Administration with a Deed Restriction	Retain Hamilton Statue at 287 Convent Avenue	Relocate Hamilton Statue to a new site
<b>St. Luke's Church Continued.</b>	Imperceptible contribution to cumulative impact of open space.	Appreciable contribution to adverse cumulative impact.	Appreciable contribution to adverse cumulative impact.		
<b>Museum Collections (Alexander Hamilton Statue)</b>	Statue stays in place. Impacts are negligible.  Statue does not meet definition of NPS resource subject to impairment. Therefore, no Impairment.	Statue could stay in place or be relocated depending on building use. If Statue stays impact would be site-specific, long-term and beneficial. Move during construction would have short-term, site-specific, minor adverse impact mitigated by curator oversight.  If Statue is relocated impact would be short and long-term, site-specific and local, moderate and adverse.  No cumulative effect.  Statue does not meet definition of NPS resource subject to impairment. Therefore, no Impairment.	Statue would likely be relocated to allow for construction of maximum size structure. Impact would be short and long-term, site-specific and local, moderate and adverse.  No cumulative effect.  Statue does not meet definition of NPS resource subject to impairment. Therefore, no Impairment.	N/A	N/A
<b>Vegetation</b>	Garden would have site-specific, long-term beneficial impact.  Site vegetation does not meet definition of NPS resource subject to impairment. Therefore, no Impairment.	New building would eliminate First Bloom garden and minimize space for vegetation. Adverse impact would be site-specific, long-term but negligible due to size of site.	New building would eliminate First Bloom garden and minimize space for vegetation. Adverse impact would be site-specific, long-term but negligible due to size of site.	There would be no impact of the statue location on vegetation.	Relocation would have the potential of creating new space that could be planted with vegetation.  Impact would be site-specific and long-term.

Table 2 continued. Resources	Alternative A: First Bloom Garden, No Action	Alternative B: Convey Land with Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)	Alternative C: Dispose of the Property through the General Services Administration with a Deed Restriction	Retain Hamilton Statue at 287 Convent Avenue	Relocate Hamilton Statue to a new site
<b>Vegetation Continued.</b>		<p>Building tenants might care for landscaping and mitigate impact.</p> <p>Site vegetation does not meet definition of NPS resource subject to impairment. Therefore, no impairment.</p>	<p>Building residents might care for landscaping and mitigate impact.</p> <p>Site vegetation does not meet definition of NPS resource subject to impairment. Therefore, no impairment.</p>		
<b>New York City and Local Community</b>	<p>Does not provide for economic activity. Empowers community through school children stewardship. Impact is site-specific, long-term beneficial.</p> <p>Does not contribute to cumulative impact of area developments.</p>	<p>Construction of new building would be short-term, regional benefit.</p> <p>Institutional use or housing would have local, long-term, beneficial impact.</p> <p>Due to small site size, project adds imperceptibly to cumulative impact of area developments.</p>	<p>Construction of new building would be short-term, regional benefit.</p> <p>Affordable housing would have local, long-term, beneficial impact.</p> <p>Due to small site size, project adds imperceptibly to cumulative impact of area developments.</p>	<p>There would be no impact on the economy of New York City or the local community</p>	<p>Relocation of the statue creates a truly vacant site for future development with one less site constraint. Impact would be site specific and long-term.</p> <p>Expenditures to relocate the statue would have a negligible local or regional, short-term impact.</p>
<b>Area Land Use and Resources</b>	<p>Open space in area of intense development would have local, long-term beneficial impact.</p> <p>Would make imperceptible contribution to cumulative benefit of area open space developments.</p>	<p>New building that conforms to zoning would have local, long-term, beneficial impact.</p> <p>Institutional and community use would be out of character and have local, long-term, minor, adverse impact.</p> <p>Return of community space would have local, short and long-term beneficial impact to area resources.</p>	<p>New building that conforms to zoning would have local, long-term, beneficial impact.</p> <p>Affordable housing with common room would have site-specific, short and long-term, beneficial impact based on public need.</p> <p>Makes noticeable contribution to cumulative benefit of area developments.</p>	<p>Retention of the Hamilton statue on site would have no effect on the local area land use.</p>	<p>Relocation of the Hamilton statue to a new site would have no effect on the local area land use.</p>

Table 2 continued. Resources	Alternative A: First Bloom Garden, No Action	Alternative B: Convey Land with Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)	Alternative C: Dispose of the Property through the General Services Administration with a Deed Restriction	Retain Hamilton Statue at 287 Convent Avenue	Relocate Hamilton Statue to a new site
Area Land Use and Resources Continued.		Adds imperceptibly to beneficial cumulative impact of area developments.			
Traffic and Transportation	<p>First Bloom garden would have no effect on traffic and transportation. Programs could attract tourists from outside neighborhood having a negligible, short and long-term, local, adverse impact.</p> <p>Garden would not contribute to cumulative impact of area developments.</p>	<p>Building construction would have short-term, local, moderate, adverse impact.</p> <p>Residential or institutional and community uses would have a local, long-term, negligible adverse impact.</p> <p>New building would contribute an imperceptible amount to the adverse cumulative effects of area developments.</p>	<p>Building construction would have short-term, local, moderate, adverse impact.</p> <p>Residential use would have a local, long-term, negligible adverse impact.</p> <p>New building would contribute an imperceptible amount to the adverse cumulative effects of area developments.</p>	Retention of the Hamilton statue on site would have no impact on traffic and transportation.	Relocation of the Hamilton statue to a new site would have no impact on traffic and transportation.
Visitor Use and Experience	<p>Educational function focuses on stewardship. Other organizations can sponsor programs. Impact would be local, long-term and beneficial.</p> <p>Contribution to beneficial cumulative impacts would be imperceptible to noticeable depending on scale and number of programs.</p>	<p>Institutional or education uses could have a local, long-term beneficial impact.</p> <p>Community facility would have local, long-term benefit.</p> <p>Contribution to beneficial cumulative impacts would be imperceptible to noticeable depending on scale and number of programs.</p>	<p>Size and access to common room would limit opportunities for public use of the site and have local, long-term moderate adverse impact.</p> <p>Contribution to beneficial cumulative impacts would be imperceptible due to small scale of community facility.</p>	<p>Visitors attracted to The Grange may not continue on to 287 Convent Avenue to view the statue.</p> <p>Impact on visitor use would likely be imperceptible, local, long-term and adverse.</p>	<p>Hamilton Heights district may not have a clear and obvious starting point for walking tours, which is likely to result in an adverse, minor, local and long-term impact.</p> <p>Statue relocation will mitigate community concerns for idling tour buses at this location. Impact would be local long-term.</p>

Table 2 continued. Resources	Alternative A: First Bloom Garden, No Action	Alternative B: Convey Land with Deed Restrictions for Construction of a Mixed-Use Building (NPS Preferred Alternative)	Alternative C: Dispose of the Property through the General Services Administration with a Deed Restriction	Retain Hamilton Statue at 287 Convent Avenue	Relocate Hamilton Statue to a new site
<b>NPS Operations</b>	<p>Increase in labor would have a local long-term, minor, adverse impact on NPS staffing.</p> <p>Maintenance and security of garden would add a noticeable increment to impact on other Manhattan Sites (MASI) unit operations.</p>	<p>Workload and expense of RFP, land conveyance, and deed restriction oversight would be negligible, regional, short-term adverse impact.</p> <p>Project would not contribute to cumulative impact on other Manhattan Sites (MASI) unit operations.</p>	<p>Workload and expense of disposal through GSA would be negligible, regional, short-term adverse impact.</p> <p>Project would not contribute to cumulative impact on other Manhattan Sites (MASI) unit operations.</p>	The cost of restoration and ongoing maintenance of statue, is a negligible local, long-term, adverse impact.	The cost of relocation, restoration and ongoing maintenance of statue, is a negligible local, long-term, adverse impact.
<b>Costs – Capital/ Ongoing Annual in 2009 \$</b>	\$30,000/\$8,000	No Capital cost to NPS. Land conveyance costs would be recovered from the developer as a requirement of the Request for Proposals.	No Capital cost to NPS. Land disposal costs would be recovered from the developer as a requirement of the Request for Proposals.	Initial cleaning and recoating of statue would cost \$12,000. Annual inspection and recoating would be \$3,000.	Relocation and reinstallation of statue would cost \$70,000. Initial conservation would cost \$12,000. Annual inspection and recoating would be \$3,000.

End of Table 2.

- \* Note : If strong public support exists for retaining the statue in its present location as well as redevelopment of the site for mixed use, the requirement for the developer to accommodate and protect the statue on site would be incorporated into the Request for Proposals.





# Chapter 3

## Affected Environment

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This chapter describes the affected environment of the 287 Convent Avenue project site and its surroundings in the context of its, Cultural Resources, Natural Resources, and Socioeconomic Resources. Current visitor use and NPS operations are described.

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## Cultural Resources

The National Park Service defines Cultural Resources as the material evidence of past human activities. More specifically NPS manages cultural resources in five standard program areas; archeological resources, cultural landscapes, historic and prehistoric structures, museum objects and ethnographic resources. The National Historic Preservation Act (NHPA) recognizes five property types: districts, sites, buildings, structures, and objects. For the purposes of this EA, three of the five topics were assessed for impacts: historic districts, historic structures and museum collections in the context of community heritage.

These resources, preserved in their original setting are important to historical understanding. The Cultural Resources outlined below have the potential to inform us about the 287 Convent Avenue project site and how it has contributed to the community's sense of place and cultural identity along with its scientific, educational, recreational, aesthetic, and spiritual values. The titles 'community heritage' and 'historic structures and districts' have been assigned to more accurately define and address site specific impacts.

### Community Heritage

287 Convent Avenue is located in the historic Sugar Hill section of the Harlem community in New York City. The cultural landscape of the project site is the fabric of the surrounding historic district, and needs to be considered within the context of the surrounding community. For nearly 100 years Alexander Hamilton's home, Hamilton Grange, occupied 287 Convent Avenue. In the minds of many residents, The Grange gave Hamilton Heights and the immediate neighborhood its distinctive identity and was a part of the community's heritage. There is also a cultural connection between the project site and neighboring St. Luke's Church. There is a sense of reverence and a powerful sense of community about the project site. Hence, the now vacant 287 Convent Avenue - devoid of its landmark structure - has fueled much community interest. NPS recognizes that many in the community have an emotional tie to the site and that this community connection to the site is important.

In the 1993 publication "Hamilton Grange and its Contemporary Harlem Community: A Composite Sketch", author Barbara Lund states that, "Harlem's cultural heritage is steeped in the public's perception of its cultural institutions; its multi-ethnic community life, religious heritage, architecture, social history, food, and entertainment". While these perceptions are generally positive and true, another facet of Harlem's cultural legacy is mired in the early 1900 development of a grand community that was abandoned and ghettoized in the mid 1900s and gentrified at the dawn of a new century. Within this context, the last 100 years has led to a lot of mistrust between neighborhood residents and the broader society (Lund 1993).

Harlem and Hamilton Heights in particular, represents a community in transition with changing demographics and socioeconomic groupings. Many of Harlem's older residents and historic community groups along with many newer residents and groups desire a well maintained safe site that has inter-generational programming for a diverse audience and public access. During the scoping process, several residents suggested having a marker at the project site to acknowledge the site's community heritage, by indicating that this was the former site of The Grange.

Hamilton Grange at 287 Convent Avenue stood as a testament to Harlem's early grandeur and was recognized as a bright light in the



The district...

community during the height of its deterioration. Today, the now vacant site represents an opportunity for a governmental agency to dialog and foster trust with community residents. Even though the site is vacant, it still has emotional and contextual connections to Harlem and the Hamilton Heights community, in particular.

## Historic Structures and Districts

### Hamilton Heights Historic District

Much of the area surrounding 287 Convent has been listed on the National Register of Historic Places as the Hamilton Heights Historic District. The NYC Landmarks Preservation Commission designated the area a landmark district in 1974. The district is roughly bounded by West 140th and West 145th Streets and Amsterdam and St. Nicholas Avenues. The area is also home to The City College of New York and a host of local community organizations.

In designating the landmark district the NYC Landmarks Preservation Commission found that:

...the Hamilton Heights Historic District contains buildings and other improvements which have a special character and special historical and aesthetic interest and value and which represent one or more periods or styles of architecture typical of one or more eras in the history of New York City and which cause this area, by reason of these factors, to constitute a distinct section of the City.

The Commission finds that, among its important qualities, the Hamilton Heights Historic District is a quiet residential community which was largely developed between 1806 and 1906 with only a few later buildings, that it retains much of its turn-of-the-century atmosphere, that because of its unusual street pattern the impression is that of a protected enclave — a self-contained entity within the larger fabric of the City — that the sunny tree-lined streets, with rows of low-lying houses set behind raised front yards, achieve a dignity unusual in an urban environment, that the long rows of three and four-story private houses and the low-rise apartment houses give architectural coherence to the streetscape, that the architecture is representative of the popular styles of the period — the Romanesque, Queen Anne, Dutch and Flemish Revivals, the French Renaissance Mode and the Neo-Classical trend which swept the country after the Chicago World's Fair of 1893, as well as the Neo-Georgian and Neo-Federal styles of the early 20th century — that the District was, and still is today, a solid community due to the nature of its street pattern, its fine architecture

and exceptional neighborhood spirit. (NYC Landmarks Preservation Commission 1974, p. 32).

The area has a substantial number of owner occupied brownstones and Housing Development Fund Cooperatives (HDFCs). Amsterdam Avenue one block to the west and 145th Street four blocks to the north are the area's commercial corridors.

## St. Luke's Church

In 1820 St. Luke's Episcopal Church was established on Hudson Street in Greenwich Village. By the 1880s with changes in the cultural makeup of the neighborhood and the threat of loss of funding from Trinity Church Wall Street, the vestry and wardens decided to build a new church in upper Manhattan. The church acquired several lots at 141<sup>st</sup> Street between Convent Avenue and Hamilton Terrace. Hamilton Grange was moved from its original site at what is now 143<sup>rd</sup> Street to 287 Convent Avenue. In 1889 St. Luke's Parish held its first service in Hamilton Grange (NYCAGO, 2009).

In 1891 a new church in the Romanesque style was designed by architect Robert H. Robertson, and over the next several years all but the square corner tower and stone carvings was built. Its classic red brownstone facade and broad porch face Convent Avenue. A side elevation of multiple arcades on 141st Street, which drops steeply to the east, reveals the broad rear facade. The architectural historian Andrew Dolkart calls this perspective "one of the most powerful architectural statements in New York." (Harlem One Stop, 2009)

## Museum Collections

The National Historic Preservation Act of 1966 as amended requires the protection of museum collections. The museum collections associated with the Alexander Hamilton National Memorial were housed within The Grange and were temporarily removed from the project site as part of the structure's relocation in 2008. Only the Alexander Hamilton statue remains on the southwest corner of the 287 Convent Avenue site today. The relocation of the Memorial's main collections was managed in accordance with the PA (Appendix F) and it will be returned to The Grange upon completion of the resolution. The Alexander Hamilton statue is the only item in the Memorial's museum collection that will be considered in this Plan/EA.

The bronze statue of Alexander Hamilton depicts the founder in 1788 holding a copy of the Constitution as he urges the New York State legislature to ratify it. The statue, sculpted by William Ordway Partridge, was commissioned by the Hamilton Club of Brooklyn and first exhibited at the 1893 World's Colombian Exposition in Chicago. On October 4, 1893, the standing figure was unveiled in front of the Hamilton Club at Remsen and Clinton Streets, Brooklyn, New York. According to the New York Times account,

"The bronze statue of the great patriot, soldier, lawyer, and statesman in whose honor and for the perpetuation of whose principles the club was founded was unveiled, leaving the figure of Alexander Hamilton, seized, as it were, by the magic power of the sculptor in the moment of one of the statesman's supremest flights of oratory, to keep watch and ward for many, many years to come over the handsome clubhouse at the corner of Clinton and Remsen Streets." (NYT October 5, 1893).

When the Club disbanded in 1936, the statue was acquired by the American Scenic and Historic Preservation Society and reinstalled on Convent Avenue. Here, the statue became a sort of sign-post, or icon, used to enhance the interpretation of Hamilton's story. This position of the statue was not "historic," either in the sense that it was created for this location, or in the sense that it reflected what Hamilton's home looked like during its period of significance (1802 - 1804).

The sculptor Partridge (1861-1930) was born in Paris of American parents. He graduated from Columbia University in 1883, then returned to study sculpture in Paris, Florence, and Rome. He published several art history books, and exhibited eleven of his works at the World's Columbian Exposition. He held a professorship at George Washington University. In 1903, Partridge created a copy of this statue which was erected, and remains, in front of Hamilton Hall at Columbia University from which Hamilton was graduated.

The Hamilton statue has no direct connection to The Grange and was not a factor in Congress' designation of The Grange as a national memorial. It has not been identified as a contributing element to the National Historic Landmark (NHL) designation of Hamilton Grange. The NHL form for The Grange is currently being updated by the NPS; however, no change in the status of the Hamilton statue is anticipated. The significance of the statue rests in its aesthetic merit and its identity as part of the body of work of a significant American sculptor. For these reasons it is important that the statue be properly preserved and, if possible, exhibited to the public.

## Natural Resources

Natural resources in the area of 287 Convent Avenue were described in detail in the 1995 Hamilton Grange National Memorial GMP and EIS. Since that time, The Grange building has been removed from the site and a First Bloom garden with pathways has been installed.

### Vegetation

287 Convent Avenue and the adjacent lot fronting on Hamilton Terrace are generally vegetated with grass and weeds except for the area planted as a First Bloom garden. The garden includes brick pathways, boulders, and annual and perennial plants native to the area.

## Socioeconomic Resources

### New York City and the Local Community

The site is located in the Harlem section of New York City which occupies 304.8 square miles and supports a population of 8.2 million people. The borough of Manhattan supports a population of 1.6 million people and occupies 22.8 square miles of New York. Manhattan is divided into 12 community districts, which are administered by community boards. The most recent *Community District Needs, Manhattan, Fiscal Year 2010* (NYC DCP, 2008) report has served as both a reference and guide for the following information pertaining to the



## Community Board 9 197a Plan

In its 197a Plan, Community Board 9 lists high rent burden and limited space for new development as two of its primary concerns. It also states that all development should:

- Build on existing social, economic, and cultural base of the district.
- Ensure that development is sustainable and compatible with the existing historic urban fabric.
- Create conditions to generate jobs and provide affordable housing and services.
- Provide for future growth without displacement of existing residents and businesses.

socioeconomic impact on the neighborhood by the proposed site development.

287 Convent Avenue, though designated as part of Community Board (CB) 9, actually impacts the residents and business owners in both Community Board 9 and 10. CB 9, most commonly referred to as North Harlem, is comprised of the three neighborhoods known as Morningside Heights, Manhattanville and Hamilton Heights. Community Board 9's boundaries are Cathedral Parkway (110th Street) on the South; 155th Street on the North; Manhattan/ Morningside, St. Nicholas, Bradhurst and Edgecombe Avenues on the East; and the Hudson River on the West.

Community Board 10, most commonly referred to as Central Harlem, is located just east of the site and CB 9. Its boundaries are Fifth Avenue on the east; Central Park on the south; Morningside Park, St. Nicholas and Edgecombe Avenues on the west, and the Harlem River on the north. In attempts to retain the integrity of the local neighborhood versus the community districts' boundaries, the needs of both districts as described in the aforementioned *Community District Needs report for fiscal year 2010* are articulated below (NYC DCP, 2008).

CB 9 and CB 10 are increasingly attractive destinations for persons of all backgrounds and aspirations. These districts' population represents approximately 14% of Manhattan's population and 12% of Manhattan's population growth between 1990 and 2000. However, the median household income in CB 9 and CB 10 (\$56,432) is 48% of the median income for Manhattan (\$118,614), and 74% of the median income for the City overall (\$75,861). In addition, unemployment, at 18%, is more than double the Manhattan rate of 8.7%. Community residents are committed to encouraging economic development while meeting the districts' need for affordable housing, good jobs, and preserving the ethnically and economically diverse character of these districts.

Economic development in the community combines issues of education, training and employment for its residents, together with a complex set of issues affecting local businesses, merchants and other entrepreneurs. The overall picture is that of an economically isolated community illustrated by the high unemployment rates, the large numbers of dislocated and discouraged workers outside the labor force, the large percentage working poor and the numbers of people within the community who are dependent upon public assistance for economic survival.

One unique concern of CB 9 is the preservation of the calm, serene atmosphere that immediately differentiates the Hamilton Heights community from the rest of Harlem once



one crosses either Amsterdam on the west or St. Nicholas on the east. This area is celebrated for its substantial number of owner occupied brownstones and over 130 Housing Development Fund Cooperatives.

## Area Land Use and Resources

The area around 287 Convent Avenue is mostly residential, containing town-houses and apartments (See Land Use map, Figure 5). The City College campus of City University of New York is just south of the site. Hamilton Heights Historic District, which is irregularly bound by West 140th and 145th Streets and St. Nicholas and Amsterdam Avenues, includes Hamilton Grange and other buildings significant for various styles of architecture. Revitalization efforts, funded through the city budget and through federal community development block grants, have occurred within the district. Past capital improvements, including granite curbs, tinted cement, and tree plantings, were made to Convent Avenue (which runs in front of 287 Convent) from West 141st to West 145th Street. Additionally, many of the homes along Convent Avenue and side streets have been fully renovated and /or enhanced.

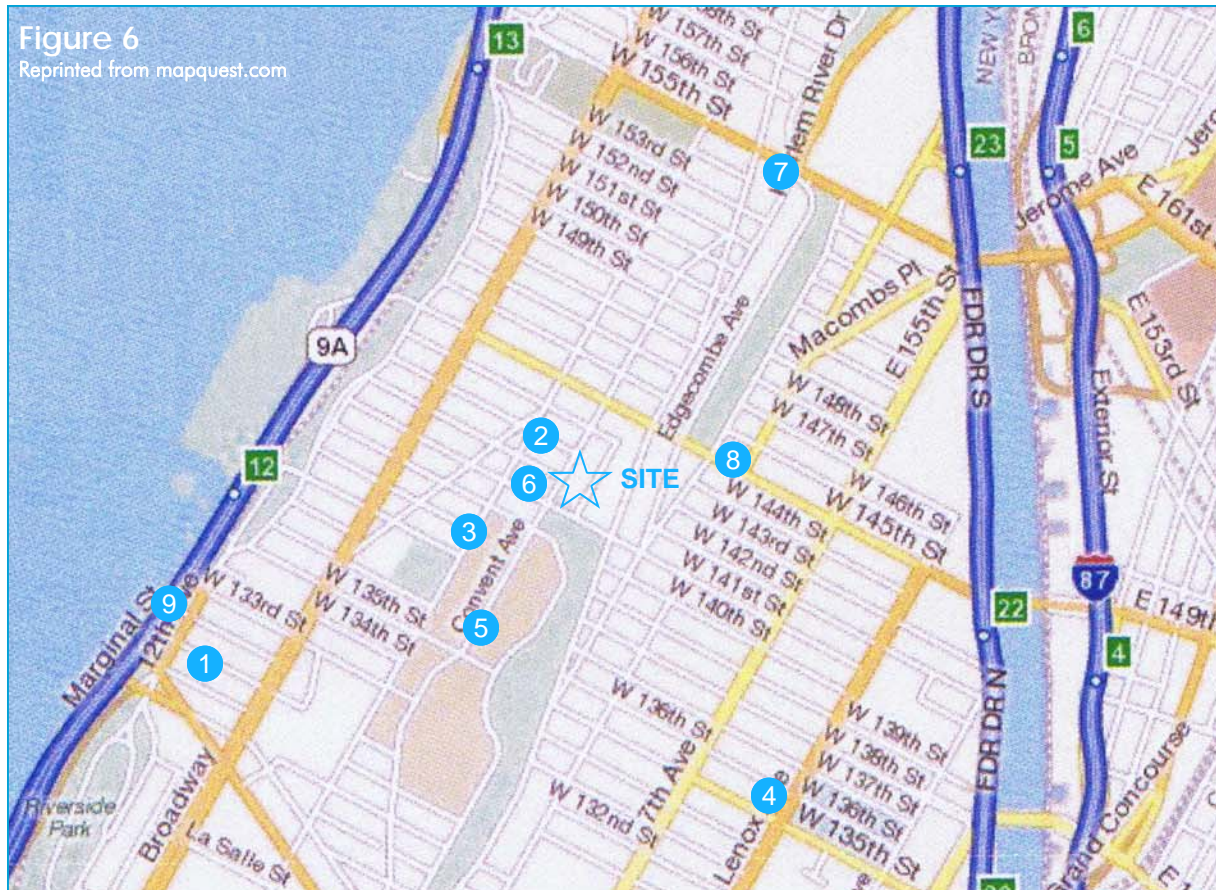
The city grid generally accommodates residential properties on Streets and commercial activities on Avenues. Convent Avenue is lined with residential town-houses and buildings. Other avenues such as Amsterdam, zoned for mixed-use, are lined with buildings that contain commercial businesses on the ground floor and apartments on upper floors. Many new businesses have opened and old ones have been enhanced with renovations or new services. Businesses in the vicinity of 287 Convent include but are not limited to small grocery stores, printers, a travel agency, a bike store, a pizza store, and a millinery shop.

A number of development proposals and projects exist in the vicinity of 287 Convent Avenue, including the reconfiguration of Frederick Douglass Circle, capital improvements at the City College of New York and Columbia University, the relocation and renovation of the Charles B. Rangel Center for Public Service, new housing at The Langston and Sugar Hill Condominiums, the renovation of the Schomburg Center for Research in Black Culture, reconstruction of the Macombs Dam Bridge, construction of West Harlem Piers Waterfront Park, and revitalization efforts by the Heritage Heights Village Demonstration Streetscape and Harlem Textile Works (See Area Development Projects, Figure 6). These developments can interact with 287 Convent through New York City's tourism ef-



Figure 6

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## Area Development Projects...

1. Columbia University Expansion Area
2. Harlem Textile Works
3. Heritage Heights Village (HHV) Demonstration Streetscape
4. Schomburg Center for Research in Black Culture
5. The City College of New York
6. The Rangel Center
7. Sugar Hill Condominiums
8. The Langston
9. Harlem Pier

forts.

Harlem is a neighborhood in transition seeking to compete with all of NYC for tourism dollars which generates \$2.9 billion annually. Additionally, the community is focused on creating affordable, moderate income and luxury housing in tandem with improving the quality of the street environment and capturing local consumer spending.

## Traffic and Transportation

There are no traffic counts available from the New York City Department of Transportation in the vicinity of 287 Convent Avenue. Traffic in the area is primarily local, substantially increased by City College students and faculty on weekdays. Traffic on two-lane West 141st Street is particularly heavy because it is the first cross-town street north of 127th Street.

Visitors can access 287 Convent Avenue using private vehicles, although parking is limited. Area parking for local residents is primarily on the street, and demand exceeds the available spaces. The only parking available for visitors to 287 Convent Avenue is also on the street, and visitors will compete with residents for parking spaces. A parking garage owned by City College is located on St. Nicholas Avenue between 143<sup>rd</sup> and 144<sup>th</sup> Streets. There is a no-parking zone in front of 287 Convent Avenue and the adjacent St. Luke's church, hence tour buses tend to park in this location. The local community board's 2009 request for major street reconstruction along Amsterdam and St. Nicholas Avenues may increase traffic and the competition for parking on Convent Avenue.

Public transportation is also available by bus or subway near the project site. Buses run daily along streets near the site including St. Nicholas and Amsterdam Avenues and 135th and 145th Streets. Stops generally occur every two to three blocks. Four subway stops are within walking distance of the site.

## Visitor Use and Experience

Hamilton Grange is managed as part of NPS Manhattan Sites, which together have more than 3.5 million visitors per year. Along with the Statue of Liberty, Ellis Island, Gateway National Recreation Area, The African Burial Ground and Governors Island, the six Manhattan Sites: Castle Clinton National Monument, Federal Hall National Memorial, General Grant National Memorial, Hamilton Grange National Memorial, Theodore Roosevelt Birthplace National Historic Site and Saint Paul's Church National Historic Site offer a wide range of tourism opportunities and visitor experiences to local, national, and international visitors. Opportunities for visitors to understand and learn about each site and its significance are available through interpretive displays, heritage education programs, and various cultural activities. Visitors come to the area to see the Hamilton Grange (now relocated), the famous 125th Street, Grant's Tomb, the Apollo Theater, the National Black Theater, the Schomburg Library, the Studio Museum, and the Morris Jumel mansion — to name a few.

The Hamilton Heights District as a whole is a tourist destination for its historic homes. Over the years, Hamilton Grange had become the starting point for many neighborhood tours. HAGR averaged 15,000 visitors per year when it was fully operational (2000 – 2006) at the Convent Avenue site and is expecting 40,000 visitors per year at its new location. The now vacant land, 287 Convent Avenue, does not hold any historical significance to make it a destination outside of the fact that it was once the site of Hamilton Grange.

## NPS Operations

Prior to the relocation of The Grange, the National Park Service employed 3 staff to operate and maintain Hamilton Grange. Upon completion of The Grange restoration, it is anticipated that staffing will include 5 interpretive and visitor use employees for protection and to provide public programs and 2 maintenance workers to provide for the site's long-term preservation. The annual operating budget for the Hamilton Grange National Memorial in 2009 was \$178,000.

Maintenance activities for the six Manhattan Sites are consolidated at Federal Hall, the park's headquarters. Total employment at Manhattan Sites is 33 full time equivalent positions. The total budget for all Manhattan Sites combined in 2009 was \$3,837,000.





# Chapter 4Environmental Consequences

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This chapter describes the potential environmental consequences associated with the no-action and action alternatives for development of the 287 Convent Avenue site and the future location of the Alexander Hamilton statue. The overall methodology for assessing impacts in terms of their type, context, duration and level of intensity is explained. The chapter is organized by area resource topics potentially affected by the actions. It provides a standardized comparison between alternatives based on the most relevant impact topics described in Chapter 1. Measures that might mitigate adverse impacts are also described. A determination of whether any impacts would result in the impairment of park resources or values is made in accordance with NPS policy.

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## Methodology for Assessing Impacts

As required by NEPA, potential impacts are described in terms of type (beneficial, or adverse), context (site specific, local or regional), duration (short-term or long-term), and level of intensity (negligible, minor, moderate or major). These terms are defined below. Overall, these impact analyses and conclusions were based on the review of the existing literature and NPS studies, information provided by on site experts and other agencies, professional judgment and park staff knowledge and insight.

### Type of Impact

Impacts can be beneficial or adverse. Beneficial impacts would improve resource conditions while adverse impacts would deplete or negatively alter resources.

### Context

Context is the setting within which an impact occurs and can be site specific, local, or regional. Site-specific impacts would occur at the location of the action, local impacts would occur within the general vicinity of the project area, region wide impacts would extend beyond the project site's general vicinity.

### Intensity

Impact intensity is the degree to which a resource would be adversely affected. Beneficial impacts do not receive intensity definitions. Following are definitions of levels of intensity:

Negligible	The impact is at the lowest levels of detection, barely measurable, with no perceptible effects on the resource.
Minor	The impacts would be perceptible, but slight and localized. If mitigation were needed to offset any adverse effects, it would be relatively simple to implement and would likely be successful.
Moderate	The impact is readily apparent and measurable. The resource might deviate from normal levels, but would remain viable. Mitigation measures would probably be necessary to offset adverse effects and would likely be successful.
Major	The impacts would be readily apparent and widespread, and would result in a substantial alteration or loss of the resource, and would likely be permanent. Mitigation measures to offset adverse effects would be necessary, extensive, and their success could not be guaranteed.

### Duration

Impacts can be either short-term or long-term. A short-term impact would be temporary in duration and would be associated with construction. Depending on the resource, impacts would last as long as construction was taking place, for a single year or growing season, or longer. Long-term impacts last beyond the construction period, and the resources may not resume their pre-construction conditions for a longer period of time following construction. Impact duration for each resource is unique to that resource and is presented for each resource topic.

## Direct and Indirect Impacts

NPS Director's Order 12 requires that direct and indirect impacts be considered, but not specifically identified. A direct impact is caused by an action and occurs at the same time and place. An indirect impact is caused by an action later in time, but still reasonably foreseeable and farther removed in distance.

## Cumulative Impacts

The Council on Environmental Quality (CEQ) regulations, which implement NEPA, requires assessment of cumulative impacts in the decision-making process for Federal projects. Cumulative impacts are defined as "the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (Federal or non-Federal) or person undertakes such other actions" (40 CFR 1508.7).

Cumulative impacts were determined by combining the impacts of the alternatives with the impacts of other past, present, and reasonably foreseeable future actions. Therefore, it was necessary to identify other ongoing or reasonably foreseeable future projects at Manhattan Sites and, if applicable, the surrounding region.

The NPS has plans for future development in Riverside Park associated with General Grant National Memorial. These plans to improve visitor facilities at the site would have no effect on activities at 287 Convent Avenue. After discussions with park staff and a review of park-funded projects, there are no other proposed NPS projects with the potential to result in cumulative impacts on the resources analyzed in this Plan/EA. A number of projects by entities other than the NPS were identified in the region that may contribute to cumulative impacts.

The [City College of New York](#) (CCNY), the first college of The City University of New York (CUNY), with its main gate just 100 feet from 287 Convent Avenue, sits on a 36.5 acre campus overlooking the Harlem valley and the midtown skyline. An era of new construction, including three state-funded projects totaling more than \$250 million, is currently underway at The City College of New York. This major capital campaign will result in the creation of a new science education and research center, a new home for CCNY's School of Architecture, Urban Design and Landscape Architecture and the recently completed Towers Residence Hall, the first residential building to be built on the campus of The City College of New York in its 158-year history.

The [Charles B. Rangel Center for Public Service](#) at the City College of New York hopes to serve as one of the nation's leading authorities on preparing members of under-served communities for careers in government and the non-profit sector. The future home of the Rangel Center will be a five-story town house located across the street from 287 Convent Avenue. When renovation is completed, scheduled for sometime in 2010, the facility will feature state-of-the-art conference space, as well as offices for visiting scholars. The Center will also house the C.V. Starr Library, which will serve as an important research tool for the CCNY community as well as an archive of important documents pertaining to the public service careers of members of groups underrepresented in public service, beginning with the papers of Congressman Rangel. (CCNY Website.).

The [Sugar Hill residence](#) on St. Nicholas Avenue and 155th Street will be a 13 story mixed-use development with 124 units of affordable housing, a Children's museum, early childhood center, not-for-profit offices and parking.

Named for renowned poet Langston Hughes, [the Langston Hughes Condominium](#), this 10 story, 180-unit luxury apartment building lo-

cated in the 145<sup>th</sup> Street corridor off of Frederick Douglass Boulevard. The building features an in-house parking garage, a 24-hour concierge service and a gym for residents.

After a groundbreaking ceremony in November 2005, construction of the [West Harlem Piers Waterfront Park](#) began in April 2006. West Harlem Piers Park, a new \$20 million two-acre park, features a docking pier, fishing pier, bicycle and pedestrian paths, public art and landscaped open space that offers new recreational opportunities and greater access to the waterfront. This public space will be enjoyed by local residents and visitors alike while spurring local business and tourism. The park's construction closes a gap in the Manhattan Waterfront Greenway that runs along the western side of Manhattan Island.

[Columbia University expansion](#) was described by New York City's mayor Bloomberg as, "Columbia's new campus in the Manhattanville section of West Harlem will complement the City's investment at the recently-opened West Harlem Piers Park and planned streetscape improvements along West 125th Street, and build upon other initiatives in Upper Manhattan, including last year's rezoning of 125th Street and the East 125th Street development. Columbia's plan, which was adopted by the City Council in 2007, will transform 17 acres in West Harlem into a modern, academic mixed-use development with 6.8 million square feet of new state-of-the-art facilities that will help solidify New York City as a world-renowned center for higher education and scientific research and enhance New York's ability to attract highly-skilled talent. In addition to creating a projected 14,000 construction jobs over the course of the 25-year build-out and 6,000 permanent jobs, the expansion will provide nearly 100,000 square feet of publicly accessible open space, enhance the area's cultural activities, and activate the neighborhood's street life with wide sidewalks and ground-floor retail uses."

[Harlem Textile Works](#) is a non-profit organization that uses artistic training to encourage young people to develop a positive self image and prepare for careers in the applied arts. Harlem Textile Works recently completed a renovation of a storefront at 1677 Amsterdam Avenue at 143rd Street in Hamilton Heights. The new space, which includes retail and manufacturing, has allowed Harlem Textile Works to expand its product line and maximize the social and financial returns it seeks to achieve.

The plan to [revitalize Amsterdam Avenue](#), the commercial corridor, was begun more than a decade ago by Heritage Health and Housing, Inc. (HHH), a non-profit development agency focused primarily on rehabilitating "special needs" New Yorkers such as the previously incarcerated or the mentally ill. After HHH renovated the landmark Hudson Hotel at 1649 Amsterdam and turned it into a rehabilitative residence, the group felt it could also rehabilitate the neighborhood at large. HHH decided to focus on the neglected Amsterdam Avenue commercial streetscape beginning in the mid-1990s. An effort is now fully underway to create a demonstration streetscape between 140<sup>th</sup> and 145th Streets on Amsterdam Avenue. Harlem Textile Works and several other local businesses have benefited from this initiative.

In 2007 the [Schomburg Center for Research in Black Culture](#) located at 135<sup>th</sup> Street and Malcolm X Boulevard in central Harlem celebrated after a two-year, \$11 million renovation. According to Howard Dodson, the Schomburg Center for Research in Black Culture is one of the cultural anchors of the greater Harlem community and one of the top three tourist destinations, along with the Apollo and the Studio Museum in Harlem.

[Frederick Douglas Circle](#), roadways at the northwest corner of Central Park are being reconfigured to provide a traffic circle and a new monument commemorating Frederick Douglas. This new circle will serve as a gateway to Central Harlem.

**Macombs Dam Bridge Reconstruction** connects the Macombs Dam Bridge at West 155<sup>th</sup> Street in Manhattan with East 161<sup>st</sup> Street and Jerome Avenue in the Bronx. It is a major route from northern Manhattan to Yankee Stadium. The bridge is the oldest extant swing type bridge in its original form in New York City and was designated a New York City Landmark in January 1992. In 1999, the NYC DOT began a \$145 million renovation of the bridge that is currently in its final stages.

Cumulative impacts are considered for all alternatives, and are presented within each impact topic discussion. In defining the contribution of each alternative to cumulative impacts, the following terminology is used:

Imperceptible	The incremental effect contributed by the alternative to overall cumulative impacts is such a small increment that it is impossible or extremely difficult to discern.
Noticeable	The incremental effect contributed by the alternative, while evident and observable, is still relatively small in proportion to the overall cumulative impacts.
Appreciable	The incremental effect contributed by the alternative constitutes a large portion of the overall cumulative impact.

## Findings on Impairment of Park Resources and Values

In addition to determining the environmental consequences of the preferred and other alternatives, *NPS Management Policies 2006* (NPS 2006) and DO #12 require that impacts be analyzed to determine if one of the actions has the potential for impairment of park resources and values.

As stated in the *NPS Management Policies 2006* section 1.4.5:

“The impairment that is prohibited... is an impact that, in the professional judgment of the responsible National Park Service manager, would harm the integrity of park resources or values, including the opportunities that otherwise would be present for the enjoyment of those resources or values...”

“An impact to any park resource or value may, but does not necessarily, constitute impairment. An impact would be more likely to constitute impairment to the extent that it affects a resource or value whose conservation is:

1. necessary to fulfill specific purposes identified in the establishing legislation or proclamation of the park;
2. key to the natural or cultural integrity of the park or to opportunities for enjoyment of the park;
3. identified as a goal in the park’s general management plan or other relevant NPS planning documents as being of significance.”

*NPS Management Policies 2006* section 1.4.7 states:

“Before approving a proposed action that could lead to an impairment of park resources and values, an NPS decision maker must consider the impacts of the proposed action and determine, in writing, that the activity will not lead to an im-



pairment of park resources and values. If there would be an impairment, the action must not be approved.”

Impairment may result from NPS activities in managing the Memorial, visitor activities, or activities undertaken by concessionaires, contractors, and others operating in a park. In this “Environmental Consequences” section, a finding on impairment is made in the section following the analysis of impacts on NPS natural and cultural resources. Impairment findings are not made for natural or cultural resources that are not owned and/or managed by the NPS, nor for socioeconomic topics, visitor use and experience (unless impacts are resource based) or NPS operations because impairment findings relate back to park resources and values. Visitor use and experiences, NPS operations and socioeconomics are not generally considered to be park resources or values and according to the Organic Act, cannot be impaired in the same way that an action can impair park resources and values.



Statue of Adam Clayton Powell, Jr. at Harlem State Office Building, NPS photo.

## Impacts on Cultural Resources

### Community Heritage

The Grange at 287 Convent Avenue gave Hamilton Heights and the immediate neighborhood its distinctive identity and was an integral part of the community’s heritage. Hamilton Grange stood as a testament to Harlem’s early grandeur and was recognized as a bright light in the community during the height of its deterioration. Many local residents have an emotional tie to the site creating an important community connection.

### Impacts of Alternative A (No-Action)

Alternative A, continuation of the First Bloom Garden (No-Action Alternative), would provide open space with limited public access to the site. This Alternative offers opportunities for environmental awareness, active community stewardship and intergenerational interaction for a broad demographic. This Alternative would not restore the distinct identity which The Grange gave the site and the Avenue. Overall there would be both short and long-term benefits to the local community heritage.

### *Cumulative Impacts with Alternative A*

Present and reasonably foreseeable future actions have and continue to contribute to the cultural heritage in and around the project area. Because of the small scale of the open space on site and the limited amount of public activity that can take place there, Alternative A would contribute an imperceptible beneficial cumulative impact.

### Impacts of Elements Common to the Action Alternatives

Both of the action Alternatives (B and C) would require that a new building con-

structed on site comply with local zoning, building codes and be approved by the New York Landmarks Preservation Commission. The bulk and height of a new structure permissible under NYC zoning far exceeds that of The Grange which occupied the site for more than 100 years. This dramatic change to the physical environment has the potential of being a major adverse, local, long-term impact, particularly for older neighborhood residents.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Present and reasonably foreseeable future actions have and continue to contribute to the cultural heritage in and around the project area. Other area development projects are some distance from the site and their scale is unlikely to affect the community's perception of the scale of a new building at 287 Convent Ave.

#### **Impacts of Alternative B (NPS Preferred Alternative)**

Alternative B, construction of a Mixed-Use Building with a Community Facility (NPS Preferred Alternative), would provide indoor space for year-round community gathering and intergenerational programming. This would have a positive, local, long-term impact on the Harlem community.

While a dedicated space for community use is allowable by NYC Zoning it is not consistent with the historical residential occupancy on Convent Avenue. Construction of a new large scale building regardless of its use, be it housing or institutional office, would result in the loss of the site's unique character and sense of place. The requirement for approval by the NYC Landmarks Preservation Commission (NYC LPC) would likely result in a building design that is more compatible with the neighborhood's distinctive identity and thereby have a mitigating effect on the impact of future site development. The fact that the NPS would convey the site to another entity for development could strain trust between the community and the agency. These aspects of the preferred alternative would likely result in a moderate, adverse, local, long-term impact on the community heritage.

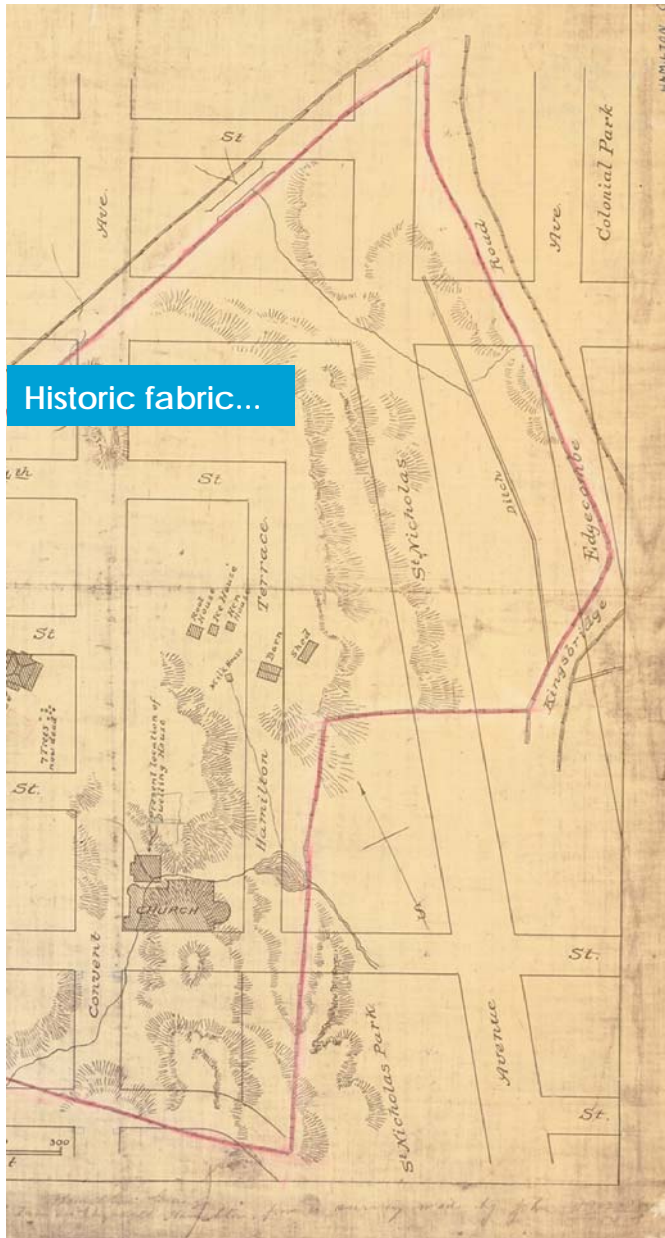
#### *Cumulative Impacts of Alternative B*

Present and reasonably foreseeable future actions have and continue to contribute to the community heritage in and around the project area. The City College of New York has proposed capital improvements on its North Campus and the Charles B. Rangel Center for Public Service is renovating a townhouse across the street from 287 Convent Avenue. Space within these projects may be available for community use and could draw potential users away from new community space proposed under Alternative B.

Apart from affordable housing, the new development, which could add new functions (academic space, public service education and/or non-profit offices) would disregard the historical values of community within this historically residential neighborhood. Development of new non-residential facilities at 287 Convent Avenue could potentially make a noticeable contribution to the long-term, minor adverse cumulative effect of area developments on cultural heritage.

#### **Impacts of Alternative C**

Alternative C, Residential Building with public access common room, would have a positive, long-term impact to the local community heritage by providing limited indoor space for year-round community based intergenerational programming. Private sector control of the community space can potentially limit or minimize community access reducing any positive long-term impact that may occur. The provision of affordable housing under this Alternative would have a positive, local, long-term impact by addressing a substantial community need.



Historical map showing original boundary of Alexander Hamilton's estate, NPS reprint.

#### *Cumulative Impacts of Alternative C*

Present and reasonably foreseeable future actions have and continue to contribute to the cultural heritage in and around the project area. The cumulative impacts of Alternative C would be beneficial and long-term, with this Alternative contributing an imperceptible amount to the overall cumulative impacts.

#### **Impacts of the Hamilton Statue Remaining on Site**

287 Convent Avenue remains within the Hamilton Heights Historic District; however, with the removal of Hamilton Grange the site has no historical significance of its own. Leaving the Alexander Hamilton statue in place at 287 Convent Avenue contributes to the community heritage as a tangible symbol of the project site's history and past contribution to the community fabric.

Overall, the statue remaining in place would have a local, long-term beneficial, impact on the Harlem community's heritage.

#### **Impacts of Relocating the Hamilton Statue**

Relocation of the Alexander Hamilton statue off-site would remove a physical symbol of the project site's history and contribution to the neighborhood. This would have a long-term, local, moderate, adverse impact on the community heritage of central Harlem.

### **Hamilton Heights Historic District**

The designation report (NYC LPC 1974) for the historic district indicated a defining characteristic of the district is its long rows of three and four story private houses and the low-rise apartment houses that give architectural coherence to the streetscape.

#### **Impacts of Alternative A (No-Action)**

Alternative A, continuation of the First Bloom Garden and the resulting open space, would leave an uncharacteristic gap in the streetscape adversely affecting one of the district's character defining features. This impact would be local and long-term although minor given its proximity to St. Luke's Church and the narrowness of the site.

#### *Cumulative Impacts with Alternative A*

Present and reasonably foreseeable future actions have and continue to contribute to the values of the historic district. The overall cumulative impacts of this Alternative with the Alexander Hamilton statue remaining in place at 287 Con-

vent Avenue and with the improvements to the Hamilton Grange National Memorial on the historic district would be long-term and beneficial being noticeable by visitors

### Impacts of Elements Common to the Action Alternatives

Construction of a new building as proposed under the action Alternatives (B and C) would fill in the gap, left by the relocation of The Grange, in what is otherwise a coherent streetscape. Filling in the gap and restoring the continuity of the streetscape would have a major effect on the character of the historic district. Depending on the scale, height and configuration or shape of the new building that impact could be positive or negative. A building design that respects the setbacks, height, scale, mass, proportion, and composition of the district as a whole would have a more positive effect. A building that maximizes the bulk and height allowable under NYC zoning would have a more negative effect.

The requirement that any new construction be approved by a vote of the NYC LPC in a public meeting would mitigate any potential negative effects on the character of the district by ensuring the new building would conform to historic district character.

As a result, the overall impacts of Alternatives B and C on the Hamilton Heights Historic District would be beneficial, local, moderate, and long-term.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Present and reasonably foreseeable future actions have and continue to contribute to the Historic District in and around the project area. The scale of all development projects within the historic district will determine the degree of public review and approval. The relatively large scale of current development projects is unlikely to affect the community's perception of the scale of a new building at 287 Convent Ave.

### Impacts of Alternative B (NPS Preferred Alternative)

Alternative B involves construction of a new Mixed-Use Building containing a Community use space. There are a variety of other uses for the building possible under this Alternative. Unless the use of the building mandates that form follow function, the design of the building should not adversely impact the character of the historic district. The new building would have the beneficial site specific effect of filling in a gap in what is otherwise a coherent streetscape.

#### *Cumulative Impacts with Alternative B*

Present and reasonably foreseeable future actions have and will continue to contribute to the cultural heritage in and around the project area. The construction called for in Alternative B would have a noticeable contribution to the adverse cumulative impact on the historic district because of its scale will likely be greater than other buildings in the district as a whole.

### Impacts of Alternative C

Alternative C, disposal of the property for construction of a residential building with public access common room would have the beneficial site specific effect of filling in a gap in what is otherwise a coherent streetscape. The purely residential nature of development under this alternative provides an additional beneficial, site specific impact by reinforcing the residential character of the street.

#### *Cumulative Impacts with Alternative C*

Present and reasonably foreseeable future actions have and continue to contribute to the cultural heritage in and around the project area.



The construction called for in Alternative C would have a noticeable contribution to the adverse cumulative impact on the historic district because of its likely scale greater than buildings in the district as a whole.

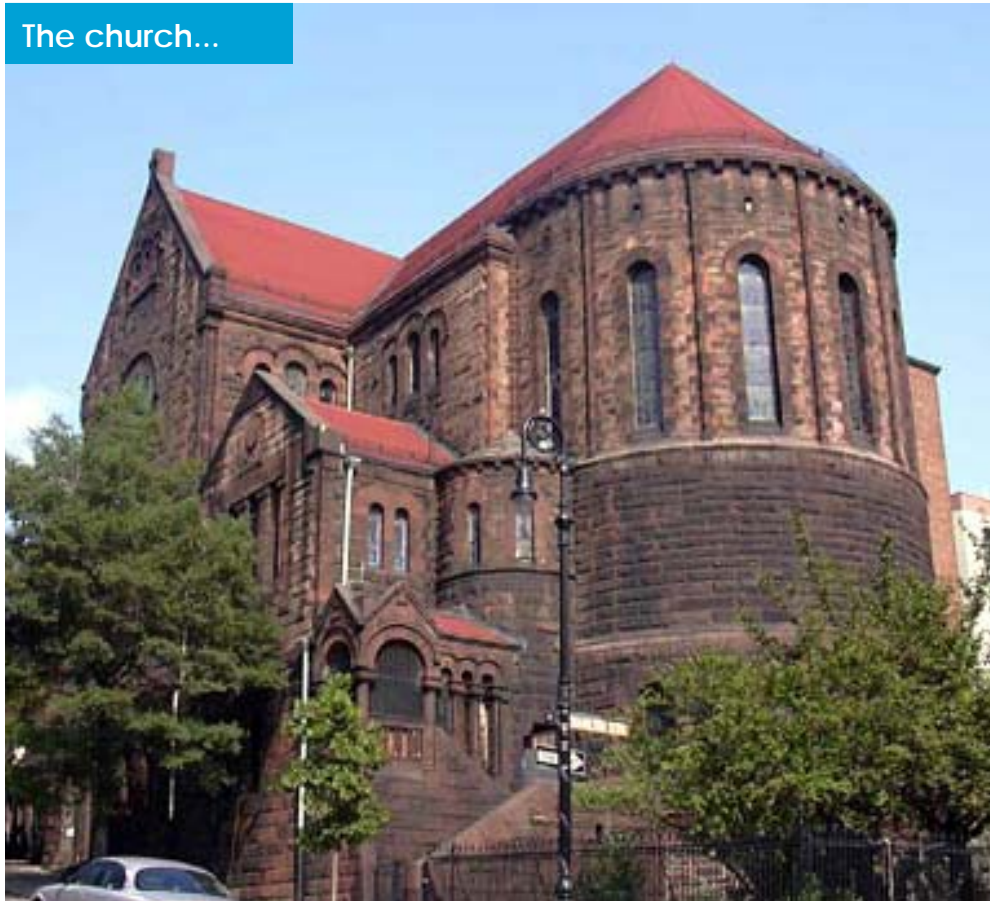
#### Impacts of the Hamilton Statue Remaining on Site

If the Alexander Hamilton statue is left in place at 287 Convent Avenue, there would be no impact to the Hamilton Heights Historic District.

#### Impacts of Relocating the Hamilton Statue

Relocation of the Alexander Hamilton statue off-site would result in a minor, local and long-term adverse impact on the historic district since a physical symbol of the project site's history would be displaced. This adverse impact would be moderate if the statue were to be moved outside of the historic district.

#### The church...



St. Luke's church at corner of 140th Street and Convent Avenue, NPS photo.

### St. Luke's Church

#### Impacts of Alternative A (No-Action)

Alternative A, would continue the First Bloom Garden as an open space/garden on the site. This newly created open space/garden adjacent to the church will change the appearance and context of the Church that existed throughout its history. As suggested in public comments during early scoping, this Alternative would provide the Church with "breathing room," but would have a site-specific, long-term, moderate adverse impact on the Church's historic character by altering its immediate setting. Since the northern facade of the Church would become more open to light and air, the site specific long and short term impact would likely be beneficial to the structure. The potential for community stewards of the park to interact with the church through programming has a beneficial, site specific and local long-term impact.

#### *Cumulative Impacts with Alternative A*

Present and reasonably foreseeable future actions have and continue to contribute impacts to St. Luke's Church. The First Bloom garden would not likely contribute to the cumulative impact on St. Luke's church.



### Impacts of Elements Common to the Action Alternatives

Construction of a new building that maximizes permissible height and bulk regulations, which is a possible outcome of Alternatives B and C, would have a major, site-specific, long-term, adverse effect on the setting and character of St. Luke's Church. Construction on site would obscure the northern façade of the Church from view restoring the historic condition. The fact that new construction on the site would be subject to NYC Landmarks Preservation Commission review would mitigate this adverse effect.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Present and reasonably foreseeable future actions have and continue to cause impacts to St. Luke's Church. Construction of a new building would have an imperceptible contribution to the cumulative impact on St. Luke's church.

### Impacts of Alternative B (NPS Preferred Alternative)

Alternative B, mixed-use building with community use space (NPS Preferred Alternative), would change the appearance and context of the Church that existed throughout its history regardless of the uses of the new building. If a predominantly residential structure is built, there would be the potential for new residential tenants to join the waning St. Luke's community as church members. A community organization or institutional developer could enter into an alliance or association with the church for community outreach. These social aspects of new uses next door to the church could have a site specific, local and long-term beneficial impact on the congregation of the church.

#### *Cumulative Impacts with Alternative B*

Present and reasonably foreseeable future actions have and continue to contribute impacts to St. Luke's Church. Construction of a new building would have an imperceptible contribution to the cumulative impact on St. Luke's church.

### Impacts of Alternative C

Alternative C, disposal of the site for construction of a residential building with a common room, would change the appearance and context of the Church that existed throughout its history. A residential structure would present the possibility for new residential tenants to join the waning St. Luke's community as church members. A community organization or institutional developer could enter into an alliance or association with the church for community outreach. These social aspects of new residential use next door to the church would likely have a site specific, local and long-term beneficial impact on the congregation of the church.

#### *Cumulative Impacts with Alternative C*

Present and reasonably foreseeable future actions have and continue to contribute impacts to St. Luke's Church. Construction of a new building would have an imperceptible contribution to the cumulative impact on St. Luke's church.

### Impacts of the Hamilton Statue Remaining on Site

If the Alexander Hamilton statue is left in place at 287 Convent Avenue, there would be a beneficial, long-term, local impact on the church by providing a tangible symbol of the church and project site's history and past contribution to the community fabric.

### Impacts of Relocating the Hamilton Statue

If the statue is relocated off-site, however, there could be a minor, site-specific, short-term, adverse impact on the Church during the construction and removal process. Relocation of the Alexander Hamilton statue off-site would have a long-term, local, moderate, adverse impact on the church by removing a physical symbol of the church's history and contribution to the preservation of The Grange.



The statue...

NPS photo.

## Museum Collections (the Alexander Hamilton Statue)

### Impacts of Alternative A: First Bloom Garden (No-Action)

Alternative A, continuation of the First Bloom Garden, would keep the Alexander Hamilton statue in place. To the extent that the First Bloom garden allows the statue to be a more prominent feature of the 287 Convent Avenue space, impacts would be beneficial. Overall, impacts on the statue from this Alternative would be negligible since no action would be taken that would directly or indirectly affect the statue.

#### *Cumulative Impacts with Alternative A*

Present and reasonably foreseeable future actions have not contributed to the values embodied in the Hamilton Statue. The museum collection associated with Hamilton Grange has been relocated and once restored will be returned to the building in nearby St. Nicholas Park. Other development projects in the area are unlikely to affect the Hamilton statue and therefore implementation of Alternative A would not contribute to a cumulative effect.

### Impacts of Elements Common to the Action Alternatives

Construction of a new building that maximizes permissible height and bulk regulations, which is a possible outcome of Alternatives B and C, would likely require the relocation of the Hamilton statue. The physical move of the statue would have the potential of causing a short-term, site specific, minor adverse effect on the statue. The fact that the relocation would be managed and directed by a qualified museum curator would mitigate and reduce any possible damage resulting from the move. If the design of the building is such that it allows the retention of the statue on site, it would still likely be moved during the construction period. This would have the potential of causing a short-term, site specific, minor, adverse effect on the statue. The return of the statue to its position on the site would have a site-specific, long-term beneficial impact.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Present and reasonably foreseeable future actions have not contributed to the values embodied in the Hamilton statue. Therefore there would be no cumulative effect.

### Impacts of Alternative B (NPS Preferred Alternative)

Alternative B, construction of a mixed-use building with a community use space could be compatible with the Alexander Hamilton statue remaining in place depending on the nature of the predominant use. A predominantly residential building may yield persons interested in maintaining and protecting the statue in place. The result of this could be a beneficial, site specific, long-term impact on the statue.

A predominantly institutional use could be compatible with the Alexander Hamilton statue remaining in place or could require its relocation off site. A community organization or institutional developer may be more likely than a for-profit developer to enter into a maintenance agreement for the statue resulting in an additional beneficial, site specific, long-term impact on the statue. The provision of a community use space would likely increase the number of users coming to 287 Convent Avenue for community functions and thereby appreciating the statue.

If relocated, the physical move of the statue would have the potential of causing a short-term, site specific, minor adverse effect on the statue because of possible damage. The fact that the relocation would be managed and directed by a qualified museum curator would mitigate and reduce any possible damage resulting from the move.

#### *Cumulative Impacts with Alternative B*

Present and reasonably foreseeable future actions have not contributed to the values embodied in the Hamilton statue. Therefore there would be no cumulative effect.

### Impacts of Alternative C

Alternative C, disposal of the site for construction of a residential building with a public access common room could result in the statue remaining on site or being relocated. As described under Alternative B, the long term retention of the statue on site adjacent to a residential building may yield persons interested in maintaining and protecting the statue in place. The result of this could be a beneficial, site specific, long-term impact on the statue.

If the long-term future of the statue is to remain on site it would still have to be moved for its protection during the construction process. Whether the statue is moved temporarily or permanently, the physical move of the statue would have the potential of causing a short-term, site specific, minor adverse effect on the statue because of possible damage. The fact that the relocation would be managed and directed by a qualified museum curator would mitigate and reduce any possible damage resulting from the move.

#### *Cumulative Impacts with Alternative C*

Present and reasonably foreseeable future actions have not contributed to the values embodied in the Hamilton statue. Therefore there would be no cumulative effect.

## Finding on Impairment for Cultural Resources

Of the cultural resources evaluated in this EA, only the Alexander Hamilton Statue is owned and managed by the NPS; therefore, the Statue is the only cultural resource for which a finding on impairment is made.

The Alexander Hamilton Statue was placed on site in 1936 following the 1924 transfer of ownership of The Grange from St. Luke's Church to the American Scenic and Historic Preservation Society. To date, the statue has not been identified as a contributing element to the sig-

nificance of The Grange. Although the statue has aesthetic merit and is significant as part of the body of work of an important American sculptor, it has not been determined to be eligible to the National Register of Historic Places. Therefore, the statue has not been determined to be (1) necessary to fulfill specific purposes identified in the establishing legislation of the Memorial, (2) key to the natural or cultural integrity of the Memorial or to opportunities for enjoyment of the park, or (3) represented in goals identified in the Memorial's GMP or other relevant NPS planning documents. Therefore the Alexander Hamilton statue does not constitute an NPS resource subject to impairment under the NPS Organic Act.

## Impacts on Natural Resources

### Vegetation

#### Impacts of Alternative A (No-Action)

Alternative A, continuation of the First Bloom Garden would have a site-specific and long-term beneficial impact on vegetation because it would allow the project site to remain vegetated instead of developed. The First Bloom garden introduced native plant species to the project site. Ongoing site maintenance would limit natural vegetative succession outside of the boundaries of the First Bloom garden. The overall vegetation is likely to increase on the site in the long-term as no further action is taken to develop the site.

#### *Cumulative Impacts with Alternative A*

Present and reasonably foreseeable future actions have and continue to contribute to the values of vegetation in and around the project area. The cumulative impacts to vegetation would include the expansion and capital improvement efforts of the City College of New York and Columbia University and the creation of the new West Harlem Piers Waterfront Park, which fills in a gap along the Manhattan Waterfront Greenway. Alternative A would make an imperceptible contribution to the overall beneficial, cumulative impacts of the area due to the small size of the site relative to the other projects.

#### Impacts of Elements Common to the Action Alternatives

Construction of a new building that maximizes permissible height and bulk regulations would leave little room for landscaping. This would have a site-specific, long-term, negative impact on the vegetation at 287 Convent Avenue by removing the First Bloom garden and replacing it with a building. Even if a new building incorporated landscaping as part of its design, the adverse impact in overall loss of vegetation would be permanent but negligible due to the small scale of the site.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Present and reasonably foreseeable future actions have and continue to contribute to the values of vegetation in and around the project area. The cumulative impacts to vegetation would include the expansion and capital improvement efforts of the City College of New York and Columbia University and the creation of the new West Harlem Piers Waterfront Park, which fills in a gap along the Manhattan Waterfront Greenway. Limited landscaping possible under Alternatives B and C would make an imperceptible contribution to the overall beneficial, cumulative impacts of the area due to the small size of the site relative to the other projects.

### Impacts of Alternative B (NPS Preferred Alternative)

The range of building uses possible under Alternative B would have little, if any, effect on vegetation in the form of possible landscaping. A predominantly residential use might result in residents with a vested interest in maintaining the landscape. Any potential beneficial impact would be minor, site-specific and long-term.

#### *Cumulative Impacts with Alternative B*

Present and reasonably foreseeable future actions have and continue to contribute to the values of vegetation in and around the project area. The cumulative impacts to vegetation would include the expansion and capital improvement efforts of the City College of New York and Columbia University and the creation of the new West Harlem Piers Waterfront Park, which fills in a gap along the Manhattan Waterfront Greenway. Limited landscaping possible under Alternative B would make an imperceptible contribution to the overall beneficial, cumulative impacts of the area due to the small size of the site relative to the other projects.

### Impacts of Alternative C

Disposal of the site for construction of a residential building might result in residents with a vested interest in maintaining the building's landscape. Any potential beneficial impact would be minor, site-specific and long-term.

#### *Cumulative Impacts with Alternative C*

Present and reasonably foreseeable future actions have and continue to contribute to the values of vegetation in and around the project area. The cumulative impacts to vegetation would include the expansion and capital improvement efforts of the City College of New York and Columbia University and the creation of the new West Harlem Piers Waterfront Park, which fills in a gap along the Manhattan Waterfront Greenway. Limited landscaping possible under Alternative C would make an imperceptible contribution to the overall beneficial, cumulative impacts of the area due to its small size of the site relative to the other projects.

### Impacts of the Hamilton Statue Remaining on Site

Retention of the Alexander Hamilton statue on site would have no impact on area vegetation.

### Impacts of Relocating the Hamilton Statue

The relocation of the Alexander Hamilton statue off-site would have the potential of creating new space that could be planted with vegetation. This beneficial impact would be negligible, site-specific and long-term.

## Finding on Impairment for Natural Resources

The analysis of potential impacts on vegetation, resulting from implementation of any alternative, did not identify any impacts that are major and adverse. Alternative A, the First Bloom Garden will increase native vegetation on site and therefore have a beneficial, site specific and long term impact. Both action alternatives result in construction of a building which will reduce vegetation on site and have a negative, site specific and long-term impact; however, that impact will be negligible due to the small scale of the site.

Vegetation at 287 Convent Avenue is not (1) necessary to fulfill specific purposes identified in the establishing legislation of the Memorial, (2) key to the natural or cultural integrity of the Memorial or to opportunities for enjoyment of the park, or (3) identified as a goal in the Memorial's GMP or other relevant NPS planning documents. For these reasons impacts on vegetation do not constitute impairment of a NPS





resource as prohibited by the NPS Organic Act.

## Impacts on Socioeconomic Resources

### New York City and the Community

#### Impacts of Alternative A (No-Action)

Alternative A, continuation of the First Bloom garden would not provide opportunities for commercial activities, housing or indoor community use space on site. The scale of the site limits its potential for community uses such as a farmers market that might result in an economic benefit to New York City or the local community. The continued care of the garden by school children provides the opportunity for community empowerment through site stewardship.

The socioeconomic impacts of Alternative A would be short and long-term, local and regional. Because the site would not support any commercial or housing functions the impact would be adverse but negligible. There would however be social benefits resulting from community involvement in the garden although minor.

#### *Cumulative Impacts with Alternative A*

Present and reasonably foreseeable future actions have and continue to contribute to the socioeconomics of the project area and New York City. The Columbia University expansion, Harlem Textile Works, Heritage Heights Village (HHV) Demonstration Streetscape and the Schomburg Center for Research in Black Culture development projects in the local Harlem area contribute to the cumulative socioeconomic impacts from this project. The overall impact of these projects is beneficial long-term local and region wide. The contribution to these impacts of the First Bloom garden at 287 Convent Avenue is imperceptible given that there is no commercial component.

The cumulative sociological impact resulting from a community based scoping process is imperceptible within NYC and beneficial within the context of the local community.

#### Impacts of Elements Common to the Action Alternatives

Construction of a new building as proposed under the action Alternatives B and C would provide a short-term, regional beneficial impact by providing construction related employment and contracts during the construction of the new building.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Present and reasonably foreseeable future actions have and continue to contribute to the socioeconomics of the project area and New York City. The Columbia University expansion,



Harlem Textile Works, Heritage Heights Village (HHV) Demonstration Streetscape and the Schomburg Center for Research in Black Culture development projects in the local Harlem area contribute to the cumulative socioeconomic impacts from this project. The contribution of construction of the new building on site to the beneficial cumulative socioeconomic impacts derived from these ongoing projects is regional and short-term although imperceptible.

#### Impacts of Alternative B (NPS Preferred Alternative)

An NPS request for proposals to construct a mixed-use building with a community use space under Alternative B may result in a variety of other uses. If the predominant use of the new building is affordable housing the impact on the socioeconomics of NYC and the local community would be local, long-term and beneficial. Other educational, institutional or non-profit office uses would have a similar effect.

The replacement of a local community meeting space lost with the relocation of Hamilton Grange and its availability for use by the public at nominal cost or no fee would have a moderate and long-term beneficial impact on the local community. The NPS role in providing such space could have the effect of restoring the community's confidence in the agency.

#### *Cumulative Impacts with Alternative B*

As described above, this project contributes to the beneficial socioeconomic impacts derived from the variety of local Harlem area development projects. Regardless of the predominant use of the new building, the beneficial contributions to the socioeconomic environment of New York City would be imperceptible given the small size of the project compared to the large scale of the city and the sheer magnitude of the other area development projects.

#### Impacts of Alternative C

Disposal of the site for construction of affordable housing would have a beneficial, local and long-term, but negligible, impact on the socioeconomics of NYC and a moderate impact on the local community. Inclusion of a common room with limited public access would have a long-term, beneficial, social impact on the local community.

#### *Cumulative Impacts with Alternative C*

Present and reasonably foreseeable future actions have and continue to contribute to the socioeconomics of the project area and New York City. Construction of affordable housing on site would contribute to the significant local and long-term beneficial socioeconomic impacts derived from the new residential projects of the Sugar Hill Condominiums and the Langston apartment building. However, use of the new building for affordable housing would contribute an imperceptible amount to those beneficial impacts given the small size of this project compared to the large scale of the city and the size of the other housing projects.

#### Impacts of the Hamilton Statue Remaining on Site

Retention of the Hamilton statue on site would have no effect on the economy of New York City or the local community.

#### Impacts of Relocating the Hamilton Statue

Relocation of the statue is a site specific and long-term beneficial impact in that it creates a truly vacant site for future development with one less site constraint. The expenditure necessary to relocate the Hamilton statue would have a local or regional, short-term beneficial impact on the economy.

## Area Land Use and Resources

### Impacts of Alternative A (No-Action)

Alternative A, continuation of the First Bloom Garden as an open space would have a beneficial, local, long-term impact on area land use in such an intensely developed urban area.

#### *Cumulative Impacts with Alternative A*

Present and reasonably foreseeable future actions have and continue to contribute to the impacts on New York City and local area land use and resources. Alternative A, the First Bloom garden, would contribute to cumulative beneficial impacts on local land use provided by the new open space at the West Harlem Piers Waterfront Park, an expansion of the Manhattan Waterfront Greenway and the proposed expansion of Columbia University. The contribution of this project to the overall beneficial impact would be imperceptible given the small size of the project site in relation to the other projects.

### Impacts of Elements Common to the Action Alternatives

Construction of a new building on site and any of its potential uses would conform to local zoning and as a result would have a local, long term beneficial impact on area land use and resources.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Present and reasonably foreseeable future actions have and continue to impact land use and resources of Harlem and New York City. The Columbia University expansion, Heritage Heights Village (HHV) Demonstration Streetscape and renovation of the Schomburg Center for Research in Black Culture along with construction of the new building on this site would result in a beneficial cumulative impact on area land use and resources. The contribution of this project to the beneficial impacts derived from the other ongoing projects would be imperceptible based on its relatively small scale.

### Impacts of Alternative B (NPS Preferred Alternative)

Under Alternative B, a variety of uses would be permissible in a mixed-use building along with the specified community use space. All permissible uses would conform to local zoning. Therefore, regardless of the predominant use of the new building, and despite the small scale of the project, the impact on area land use would be beneficial, local, and long-term. Bringing back the community use space that once existed in Hamilton Grange would have a short and long-term, beneficial impact by satisfying one of the local community's stated desires. Both the community facility and any non-residential use presents a minor, local and long-term adverse impact by creating uses inconsistent with historical land use.

#### *Cumulative Impacts with Alternative B*

Alternatives B would contribute imperceptibly to the cumulative impacts on the area land use by adding new community meeting space along with that which will most likely be provided by City College and that planned for the Rangel Center. Other possible educational, institutional and or non-profit office use would likewise contribute.

The possible housing component of Alternative B would have an additive effect along with the housing projects at the Sugar Hill Condominiums and The Langston by increasing the total number of housing units available in Harlem while focusing on the community's stated desire for affordable units. The cumulative impacts from additional housing would be positive and long-term given the community's press-

ing need for additional affordable housing. The contribution of this project to the overall positive cumulative effect would be small but noticeable.

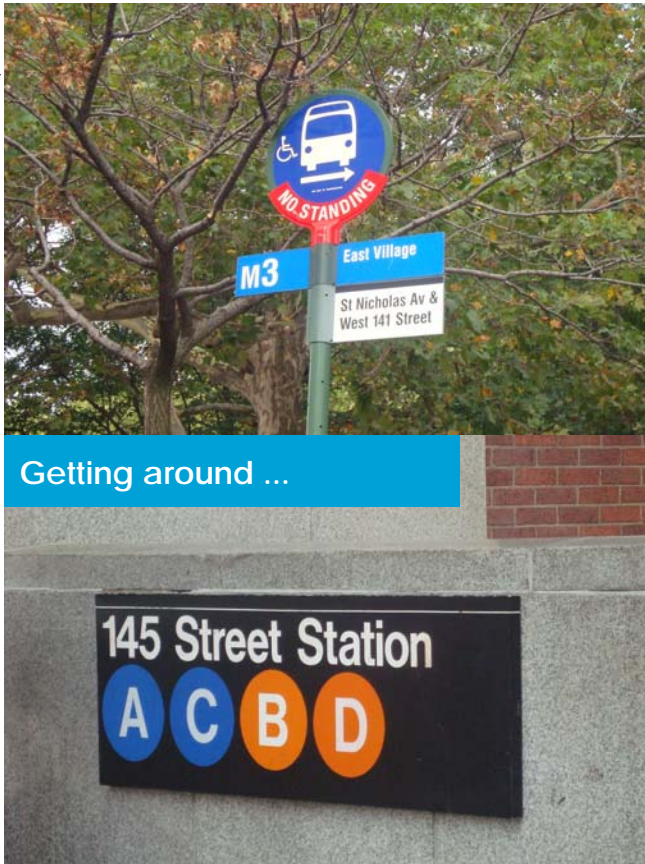
### Impacts of Alternative C

Under Alternative C, disposal of the site for construction of affordable housing with common room allowing limited public access would have a site-specific, short and long-term, beneficial impact due to its consistency with local zoning and historic land uses.

#### *Cumulative Impacts with Alternative C*

As described above, the housing component of this Alternative would have an additive effect along with other area housing projects by increasing the total number of housing units available in Harlem while focusing on the community's stated desire for affordable units. The cumulative impacts from additional housing would be positive and long-term given the community's pressing need for additional affordable housing. The contribution of this project to the overall positive cumulative effect would be small but noticeable.

NPS photos.



Getting around ...

### Impacts of the Hamilton Statue Remaining on Site

Retention of the Hamilton statue on site would have no effect on the local area land use.

### Impacts of Relocating the Hamilton Statue

Relocation of the Hamilton statue off site would have no effect on the local area land use.

## Traffic and Transportation

### Impacts of Alternative A (No-Action)

Alternative A, continuation of the First Bloom garden would not likely affect local area residents who are already moving around the neighborhood on foot, by car or on transit and who visit the site for uses provided by this Alternative. Based on the scale of the site and the relative numbers of visitors that could be accommodated, this Alternative would have negligible, short and long-term, local adverse impact on traffic and transportation. Impacts would be short-term while individual events took place, but long-term in that public or community activities would occur at the site indefinitely.

#### *Cumulative Impacts with Alternative A*

Present and reasonably foreseeable future actions have and continue to contribute to the impacts on traffic and transportation in and around the project area. Any contribution to the overall impacts resulting from this project would be imperceptible due to the small scale of the site and the very limited number of visitors it could accommodate.

### Impacts of Elements Common to the Action Alternatives

Construction of a new building as proposed under the action Alternatives B and C would generate increased transient foot and auto traffic and demand for transit and parking. Construction activities would require access and the ingress and egress of heavy construction equipment. The impacts of a new building on site and its construction would result in moderate, local, short and long-term, adverse impacts to traffic and transportation.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Present and reasonably foreseeable future actions have and continue to contribute to the impacts on traffic and transportation in and around the project area. Construction of a new building on site regardless of its predominant use would add to the cumulative impacts of travel demands resulting from almost all local area development projects. The contribution of this project to the cumulative impact on traffic and transportation would be imperceptible because of the small scale of this project relative to the scale of all other area projects and the sheer magnitude of the local and regional traffic and transportation systems.

### Impacts of Alternative B (NPS Preferred Alternative)

Alternative B, construction of a mixed-use building with a community use space would have varying degrees of impact on traffic and transportation depending on the predominant use of the building. Local area residents who would potentially relocate to a predominantly residential building are already moving around the neighborhood on foot, by car or on transit and would result in a long-term, negligible adverse impact on local traffic and transportation.

A residential building would have the potential of attracting new residents from outside the immediate neighborhood further burdening the local traffic and transportation system. The building would potentially house residents with cars. These additional cars and increased trips, although limited in number, would have an adverse impact on the already overburdened parking situation. Overall the impact of a new building that is predominantly residential would have a local, long-term, but negligible adverse impact on the area traffic and transportation network due to the small number of residents relative to the vast scale of the transportation system.

Educational, institutional or non-profit office space has potential for attracting additional users (visitors and staff) from outside and within the immediate neighborhood. These new users would likewise place an additional burden on the traffic and transportation infrastructure. New building tenants would potentially have cars and additional cars and increased trips in the neighborhood would place an additional demand on the already overburdened parking situation. Again, the impact of new building tenants and visitors would have a local, long-term, but negligible adverse impact on the area traffic and transportation network due to the small number of occupants relative to the vast scale of the transportation system.

The community use function by definition would attract individuals from the immediate neighborhood who will most likely walk to the site. Local area residents who are already moving around the neighborhood on foot, by car or on transit and who would potentially visit this building would result in a negligible, adverse impact on local traffic and transportation. Any adverse impacts would be short and long-term, and local. Impacts would be short-term lasting only as long as the community event but long-term in that public or community events would occur at the site indefinitely.

#### *Cumulative Impacts with Alternative B*

Present and reasonably foreseeable future actions including development projects described above have and continue to contribute to the impacts on traffic and transportation in and around the project area. Construction of a new building on site regardless of its predominant use would add to the cumulative adverse impacts of all projects on local and regional traffic and transportation systems. This project's contribution to the impact would be imperceptible.

Reconfiguration of Frederick Douglass Circle and reconstruction of the Macombs Dam Bridge are designed to alleviate traffic congestion. This project would not contribute to the beneficial effect that may result from these transportation improvements.

#### **Impacts of Alternative C**

Disposal of the site for construction of affordable housing with a common room having limited public access would have relatively the same impact on traffic and transportation as described under Alternative B. The impact of additional residents some of whom may be from the neighborhood or come from outside the area and may or may not have cars would be local, long-term, adverse but negligible due to the small number of residents relative to the vast scale of the transportation system.

#### *Cumulative Impacts with Alternative C*

Present and reasonably foreseeable future actions have and continue to contribute to the impacts on traffic and transportation in and around the project area. Construction of a new residential building on site would add to the cumulative impacts of travel demands resulting from almost all local area development projects. The contribution of this project to the cumulative impact on traffic and transportation would be imperceptible because of the small scale of this project relative to the scale of all other area projects and the sheer magnitude of the local and regional traffic and transportation systems.

#### **Impacts of the Hamilton Statue Remaining on Site**

Retention of the Hamilton statue on site would have no effect on the local area traffic and transportation.

#### **Impacts of Relocating the Hamilton Statue**

Relocation of the Hamilton statue off site would have no effect on the local area traffic and transportation.

## **Visitor Use and Experience**

#### **Impacts of Alternative A (No-Action)**

Under Alternative A, continuation of the First Bloom garden, NPS could provide outdoor programs and attract visitors from within and beyond the neighborhood. The First Bloom project would have an interpretive and educational function primarily focused on an environmental conservation message. Most programs would, however be provided by other organizations with limited relationship to NPS interpretive activities or to Alexander Hamilton. As a result, Alternative A would have a local, long-term beneficial impact on visitor use as more diverse interpretative programs would be offered at the site. Site space constraints would limit the number of visitors that could be accommodated at any one time.



#### *Cumulative Impacts with Alternative A*

The cumulative impacts on visitor use and experience include the effects of the newly renovated Charles B. Rangel Center for Public Service, Harlem Textile Works, the restored Hamilton Grange, and other revitalization efforts in Harlem. Altogether area developments would have a beneficial impact on visitor use by attracting more visitors to the local area. The contribution to this beneficial cumulative impact would be imperceptible to noticeable depending on the scale of community functions hosted at the First Bloom garden.

#### **Impacts of Elements Common to the Action Alternatives**

Construction of a new building containing either a substantial community use space or an apartment building common room would have a local, long-term beneficial impact on the visitors' and neighbors' experience. The magnitude of that impact would be negligible or small depending on the size of the community facility and its availability for community use.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

The cumulative impacts on visitor use and experience include the effects of public use space available in the newly renovated Charles B. Rangel Center for Public Service, the redevelopment of City College campus, and other revitalization efforts in Harlem. Altogether area developments would have a beneficial impact on visitor use by providing expanded public gathering space and attracting more visitors to the local area. The contribution of this project to this beneficial cumulative impact would be imperceptible to noticeable depending on the scale of other community access facilities and programming provided.

#### **Impacts of Alternative B (NPS Preferred Alternative)**

Under Alternative B, construction of a new mixed-use building with a community use space would affect experiences of local area residents. Public access to a new, modern fully functional indoor community facility of a size equal to or larger than that provided by the Grange would be a local and long-term beneficial impact.

The beneficial impacts of a community use space within a mixed-use building would vary slightly depending on the predominant use of the building. A permanent community use space component in a new predominantly residential building would result in 24 hour building operation indirectly resulting in maximum hours for community access. The potential of extended hours for access is a beneficial, local, long-term impact to users.

A predominant use that is institutional or office would likely limit the hours when the community space is accessible to the public. The potential for a community facility with limited and/or no weekend hours of operation would minimize the local, long-term beneficial impact because demand for use of the space would most likely be greatest during those non business hours.

The no cost public access to the facility would have a local, long-term beneficial impact on visitor and neighborhood use.

#### *Cumulative Impacts with Alternative B*

The cumulative impacts on visitor use and experience include the effects of redevelopment of the City College campus, the newly renovated and located Charles B. Rangel Center for Public Service, and other revitalization efforts in Harlem. Many of these area facilities make public meeting space available at a market rent. However, the times these meeting spaces are available is somewhat limited and the cost of use of the space can be prohibitive. Altogether area developments would have a minor beneficial impact on visitor use by attracting more visitors to the local area and creating opportunities for community gathering. The contribution to this beneficial cumulative impact would

be noticeable based on affordability of the space usage.

### Impacts of Alternative C

Disposal of the site for construction of affordable housing with a common room would minimize opportunities for visitor use of the site because community access to a multi-purpose room within the building could be severely limited. As a result, this Alternative would have a long-term, moderate adverse impact on the local visitor experience.

#### *Cumulative Impacts with Alternative C*

The cumulative impacts on visitor use and experience as with Alternative B, include the effects of redevelopment of the City College campus, the newly renovated Charles B. Rangel Center for Public Service, and other revitalization efforts in Harlem. Many of these area facilities make public meeting space available at a market rent. However the times these meeting spaces are available is somewhat limited and the cost of use of the space can be prohibitive. Altogether area developments would have beneficial impact on visitor use by attracting more visitors to the local area and providing more opportunities for public gathering. The contribution to this beneficial cumulative impact would be imperceptible based on limited accessibility of the common room.



### Impacts of the Hamilton Statue Remaining on Site

If the Alexander Hamilton statue remains in place at 287 Convent Avenue, opportunities for visitor understanding of the site would be beneficial, but would not differ from existing conditions. Separation from the relocated Hamilton Grange National Memorial, however, is likely to result in an adverse impact on visitor use because visitors attracted to The Grange may not continue on to 287 Convent Avenue to see the statue.

### Impacts of Relocating the Hamilton Statue

If the statue is relocated, visitors to the historic Hamilton Heights district may not have a clear and obvious starting point for walking tours, which is likely to result in an adverse, minor, local and long-term impact. However, the statues relocation will help to mitigate community complaints of idling tour buses at this location resulting in a local long-term beneficial impact.

## NPS Operations

### Impacts of Alternative A (No-Action)

Alternative A, continuation of the First Bloom would require NPS staff time

for maintenance and operation of the garden. Upon completion of the restoration NPS will employ maintenance staff at The Grange. The additional labor required would be an 6% increase over current employment at the Manhattan Sites. The increase in labor required to maintain the First Bloom Garden is unlikely to result in the hiring of an additional employee. As a result, any adverse impact on NPS operation would be local, long-term and minor.

#### *Cumulative Impacts with Alternative A*

Non-NPS area developments would have no impact on NPS operations, therefore ,there would be no cumulative impact.

#### **Impacts of Elements Common to the Action Alternatives**

In each of the action alternatives, NPS would convey ownership of the site to another entity for construction of a new building. NPS administrative activities would be limited to those normally associated with a land conveyance. NPS currently employs professionals with this capacity and the additional workload would not require NPS to hire more staff. The impact of this conveyance would be local, short-term and adverse but negligible.

#### *Cumulative Impacts with Elements Common to the Action Alternatives*

Non-NPS area developments would have no impact on NPS operations, therefore ,there would be no cumulative impact.

#### **Impacts of Alternative B (NPS Preferred Alternative)**

Under Alternative B, NPS would issue a Request for Proposals (RFP) for redevelopment of the site. The preparation of the RFP and review of proposals would take considerable effort on the part of NPS. However, NPS employs professionals with the required skills and the capacity of existing NPS staff for real estate transactions and other business activities are substantial. The additional workload required under this alternative is unlikely to necessitate the employment of additional staff therefore any adverse impact on NPS operations would be local, short-term and negligible.

Any continuing responsibility of the NPS to operation of the site could be limited to enforcement of the deed restriction requiring the provision of community meeting space in perpetuity. This would have a negligible, local and short-term adverse impact on NPS operations. Responsibility for enforcement of the deed restriction could be transferred to another responsible entity.

The impact on other NPS operations of additional workload along with the direct cost of the land transfer such as land surveys, title search and legal document preparation would be adverse, local, short-term but negligible. There would be a substantial financial benefit to the NPS from receiving another property of equal value in an area of the park system that needs the land.

#### *Cumulative Impacts with Alternative B*

The direct and indirect cost of the real estate transaction required by this Alternative would be the sole responsibility of the NPS and would not have any relationship to other development projects in the area, therefore, there would be no cumulative impact.

#### **Impacts of Alternative C**

Under Alternative C, NPS would dispose of the site through a standard process managed by the General Services Administration. The responsibility of the NPS in this process would be preparation of a site survey. The impact of this survey preparation on NPS operations would be local, short-term adverse but negligible. There would be no financial return to the NPS from the disposal of the property through this

process.

*Cumulative Impacts with Alternative C*

The direct and indirect cost of the disposal process required by this Alternative would be the sole responsibility of the NPS and would not have any relationship to other development projects in the area, therefore ,there would be no cumulative impact.

**Impacts of the Hamilton Statue Remaining on Site**

The cost of restoration and ongoing maintenance of statue, if required, would be a local, long-term, negligible adverse impact.

**Impacts of Relocating the Hamilton Statue**

The cost of relocation, restoration and ongoing maintenance of statue, if required, would be a local, long-term, negligible adverse impact.

\*See Table 2, for summary of Environmental Consequences by Alternative at the end of Chapter 2.





# Chapter 5

## Consultation and Coordination

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The NPS makes diligent efforts to involve the interested and affected public in the NEPA process. The process known as scoping helps to determine the important issues and eliminate those that are not; allocate assignments among the interdisciplinary team members and/or other participating agencies; identify related projects and associated documents; identify other permits, surveys, consultations, etc. required by other agencies; and create a schedule that allows adequate time to prepare and distribute the environmental document for public review and comment before a final decision is made. This chapter documents the scoping process for this project and includes the official list of recipients for the document.

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## Agency, Tribal and Organization Consultation

### Federal Agencies

#### The U.S. Fish and Wildlife Service

The Endangered Species Act (ESA) directs all Federal agencies to work to conserve endangered and threatened species and to use their authorities to further the purposes of the ESA. Section 7 of the ESA, called “Interagency Cooperation,” is the mechanism by which Federal agencies ensure the actions they take, including those they fund or authorize, do not jeopardize the existence of any listed species.

The online database maintained by the U.S. Fish and Wildlife Service's (USFWS) Long island Field Office (<http://www.fws.gov/northeast/nyfo/es/S7.htm>) was accessed to determine if any listed species occurred within the project action area; in this case, New York County. The only listed species for the county is the shortnose sturgeon (*Acipenser brevirostrum*). Because this species is aquatic, and the project site is entirely on land with no offsite impacts to water resources, the NPS determined that the project would have no effect on federally-listed species, thus completing the Section 7 process.

### American Indian Tribes

NPS has contacted leaders from the Stockbridge-Munsee Community, Delaware Nation of Oklahoma and the Delaware Tribe of Indians to determine their interest, if any, in development of the project site. The Stockbridge Munsee Tribe responded that the project site is not an area of concern and that no further information is required (Appendix G).

### State and Local Agencies

#### New York State Department of Environmental Conservation (NYDEC)

A letter was sent to the New York State Department of Environmental Conservation (NYDEC), Division of Fish, Wildlife and Marine Resources, Natural Heritage Program, requesting information on state-listed species of concern that may occur at the project site. In a letter response, the NYDEC stated that there are no records of known occurrences of rare or state-listed animals or plants. They noted that the absence of data does not necessarily mean that special status species or significant habitats do not exist (Appendix H).

#### The New York State Historic Preservation Office

The National Park Service has and continues to consult with the State Historic Preservation Office (SHPO) as required under Section 106 of the National Historic Preservation Act regarding the restoration and relocation of Hamilton Grange and future development of the 287 Convent Avenue site. Consultation with the SHPO began in 1991 in connection with the HAGR General Management Plan Environmental Impact Statement. Consultation on The Grange move continued in 2005 with a Programmatic Agreement being signed in 2006 (Appendix F).

NPS continues to work with the SHPO on updating the National Register form for Hamilton Grange National Memorial and is making a determination of eligibility to the Register for the vacant 287 Convent Avenue Site. The conclusion of this consultation has been that the

287 Convent Avenue site does not have historical significance absent Hamilton Grange.

#### The New York City Landmarks Preservation Commission

The New York City Landmarks Preservation Commission (NYC LPC) was contacted regarding the proposed project and Commission procedures for project approval. There are no guidelines for design and construction of infill structures in a historic district. Approval of a new building in a historic district requires approval of the NYC LPC by a vote of the Commissioners in a public meeting. Qualities that would be considered by the Commission include: height, mass, scale, proportion, fenestration, details and composition. The commission will accept a modern building that is compatible with the character of the district.

#### NYC Department of Transportation

The IDT has consulted with the NYC Department of Transportation regarding possible impacts on transportation, traffic and parking. While the Department does not maintain traffic counts or level of service calculations on local roads or intersections; traffic and parking in the area is considered manageable. Based on the scale of the site, any impact of the proposed action or possible alternatives would be negligible. The proposal does not warrant any further traffic or parking studies by the DOT. The Department will receive a copy of the EA for review and comment.

#### New York City Planning Commission

The New York City Planning Commission has been contacted and has expressed an interest in continued consultation through the planning process.

#### Others

NPS initiated and continues consultation with Community Board 9, NYC DPR, Friends of St. Nicholas Park, representatives of St. Luke's Church and City College of New York, regarding The Grange relocation and restoration and the future of 287 Convent Avenue and the Alexander Hamilton Statue.

## Summary of Public Involvement

Chapter 1 described the scoping process and how the planning team involved the public at a scoping meeting held on December 11, 2008, and through a public comment period that solicited comments online and in writing. Handouts summarizing the proposed project, background information and potential issues and options were prepared and distributed both at the scoping meeting and on the PEPC website. Issues identified by people and organizations submitting comments at the public scoping meeting and during the comment period were noted in Chapter 1.

The NPS reached out to persons, organizations and communities who may be interested in or affected by the future use of the 287 Convent Avenue site. Its goals were and continue to be to:

- Clearly communicate NPS's mission to the public along with specific goals for site development.
- Obtain insight from the community and other stakeholders on their concerns and vision related to reuse of the site and loca-

tion of the Hamilton Statue.

- Communicate to the public the NPS's sincere interest in receiving, understanding and incorporating community and other stakeholders concerns and vision in the planning process.
- Communicate to the public legal, regulatory, policy and fiscal constraints under which the NPS operates.
- Communicate to the public actual regulatory site constraints.
- Inform the public of site history commencing with the 1993 NPS composite sketch of Hamilton Grange and its contemporary Harlem community thru present.
- Communicate NPS's vision of 'best' practices to the public related to envisioning development possibilities.
- Identify development alternatives from a broad spectrum of the community and other stakeholders for consideration.
- Identify potential partners for future site development.
- Keep all parties fully informed of where NPS is in process at all times through active and passive communication tools.
- Implement a consensus-based development plan that achieves agreement from diverse interests on the goals of, purpose of and need for action as well as methods to achieve those goals.

NPS employed a strategy that implemented a public information and outreach campaign to inform the community and other stakeholders of NPS's ongoing process for site development. The planning team solicited feedback from the public via comment form and the NPS online public comment system (PEPC). The campaign brought together a myriad of stakeholders during both the Public Scoping and Environmental Assessment phases to discuss site alternatives. In addition to the obvious stakeholders, neighborhood residents, NPS reached out to local community boards, public officials and civic leaders via mail and telephone in order to ensure that the final site alternatives considered community needs and desires.

Local meeting sites within ten (10) blocks of 287 Convent Avenue were researched with the understanding that the site should be easily located and accessed by community residents. Sites considered had limited association and/or alliance with stakeholder or NPS interests. The meeting place was selected based on proximity to the project and convenience for the largest number of community residents.

We talked... You shared... We listened... We heard... Feedback was provided to the public through a publication entitled Envisioning Possibilities. This document was distributed by mail, through email and can be found online at <http://www.nps.gov/hagr/parkmgmt/upload/Feedback%20Document%20-%20032709.pdf>.

## In summary ...

### Funding

During the public scoping process, speakers expressed concern that NPS had not secured funds to build the community center proposed in

the 1995 GMP prior to relocation of The Grange. Questions were asked about where the money for the 287 Convent Avenue development would come from and how much it would cost. Suggestions were made that NPS contact potential funders and organizations with a proven record of fundraising.

### Hamilton Grange

Comments were made that space for interpretation in the restored Grange would be very limited and it was suggested that more space would be needed to interpret Hamilton's many accomplishments. It was suggested that City College could establish a Hamilton Chair for scholarly study of those accomplishments. Ideas for location of the Hamilton Statue were expressed as was concern for the location of the commemorative plaque.

### Partnership/ Strategic Alliances

Many expressed an opinion that NPS needs to establish core partnerships to accomplish its goals. Partnerships should be created around Hamilton's life and accomplishments. The process needs to be a collaboration among NPS and the community stakeholders. Open communications with the community: talking, listening and networking are necessary for success. Young people should be encouraged to get involved.

### St. Luke's Church

Many expressed a belief that St Luke's Church must be involved in any future actions. The church has a lot of space that could be useful to the community and NPS. The site could be an economic generator in conjunction with the church. Questions were asked about the possibility of public funds being used to help the church meet its needs.

### National Park Service

Attendees expressed a belief that efforts put into the 1995 planning process should be respected and that NPS should support the interpretive center and community meeting space components of the original vision. Also, it was noted that NPS has a responsibility to the immediate neighbors for the inconvenience they have experienced, and many stated that they should be made to feel special for what they have endured.

### Tourism

Many believe that Harlem is a cultural capital and recognize that many tourist visit the area because it is an architectural gem. The site poses an opportunity to identify and recognize Harlem's history, important people and cultural icons.

### Schedule and Time Frame

It was suggested that there is a need for a short-term and long-term vision as the grand plan may take many years to accomplish.



## List of Plan/ EA Recipients

Name	Title	Organization	Address
Achille, Anthony	Associate Director, Urban and Government Affairs	The City College of New York	160 Convent Avenue New York, NY 10031
Aldrich, Wint	Deputy Commissioner for Historic Preservation	New York State Office of Parks, Recreation and Historic Preservation	Historic Preservation Field Service Bureau Peebles Island P.O. Box 295 Waterford, NY 12188-0189
Aryiku, Japhet		St. Luke's Episcopal Church	435 West 141st Street New York, NY 10031
Ash, Carol	Commissioner	New York State Office of Parks, Recreation and Historic Preservation	Empire State Plaza, Agency Building 1 Albany, NY 12238
Averatt, Alto	Director	Housing Preservation & Development Neighborhood Preservation	94 Old Broadway, 7th Floor New York, NY 10027
Avery, Carter	Community Liaison	Office of Assemblyman Herman D. Farrell	751 West 183 <sup>rd</sup> Street New York, NY 10033
Avila, E. Verda	Community Affairs Officer	School District #6	4360 Broadway New York, NY 10033-2409
Bailey McClain, Savona	Executive Director	West Harlem Art Fund	529 West 151 Street, #1 New York, NY 10031
Barrack, Herbert	Assistant Regional Administrator for Policy and Management	Office of Policy Management, Environmental Protection Agency	290 Broadway, 26th Floor New York, NY 10007
Basker, James	President	Guilder Lehrman Foundation	19 West 44th Street, New York, NY 10036
Bell-Temple, Earnestine	Assembly Member Farrell, Representative	New York State Assembly	2541-55 Adam Clayton Powell Jr. Blvd. New York, NY 10039
Benepe, Adrian	Commissioner	City of New York Parks and Recreation	The Arsenal, Central Park 830 Fifth Avenue New York, NY 10065

## List of Plan/ EA Recipients cont'd.

Name	Title	Organization	Address
Bloomberg, Michael R.	Mayor	Mayor City of New York	City Hall 260 Broadway New York, NY 10007
Boather, Arnold	President	Hamilton Heights Homeowners Association	P.O. Box 565 Hamilton Grange Station New York, NY 10031
Braddick, Therese	Executive Director of the Historic House Trust	City of New York Parks and Recreation	Field Services Bureau Peebles Island P.O. Box 189 Waterford, NY 12188-0189
Brewer, Gail	Council Member	Mayor's Office of Legislative Affairs	250 Broadway, Suite 1744 New York, NY 10007
Brookhiser, Richard	Author/Journalist	The New York Observer, LLC	915 Broadway, 9th Floor New York, NY 10010
Brown, Carolyn	Advisory Board Member, Preservation	Hamilton Heights Homeowners Association	P.O. Box 565 Hamilton Grange Station New York, NY 10031
Burden, Amanda M.	Director	New York City Department of City Planning	22 Reade Street, 6th Fl. West New York, NY 10007-1216
Butler, Larry	President	Convent Neighborhood Association	289 Convent Avenue, Suite 35 New York, NY 10031
Carter, Horace	Founder	Emanuel Pieterston Historical Society	P.O. Box 733 Manhattan Station New York, NY 10027
Castro, William T.	Manhattan Borough Commissioner	City of New York Parks and Recreation	Field Services Bureau Peebles Island P.O. Box 189 Waterford, NY 12188-0189

## List of Plan/ EA Recipients cont'd.

Name	Title	Organization	Address
Chin, Yuien	Advisory Board Member, Park Beautification	Hamilton Heights Homeowners Association	P.O. Box 565 Hamilton Grange Station New York, NY 10031
Cruz, Evelyn	Community Coordinator	Office of Congresswoman Nydia M. Velazquez	266 Broadway, Suite 201 Brooklyn, New York 11211
Cumming, Beth	Historic Site Restoration Coordinator	New York State Historic Preservation Office	Peebles Island Resource Center P.O. Box 189 Waterford, NY 12188-0189
Dews, Angela	Director	Northern Manhattan Office of the Manhattan Borough President	163 West 125th Street New York, NY 10027
Dickens, Inez E.	Councilwoman		163 West 125 <sup>th</sup> Street ACP Jr. State Office Building New York, NY 10027
Dutkowsky, Thomas	Deputy Inspector	Community Precinct Council 26th Precinct	520 West 126th Street New York, NY 10027
Farrell Jr., Herman D.	Assembly Member	New York State Assembly	2541-55 Adam Clayton Powell Jr. Blvd. New York, NY 10039
Fillippelli, John	Chief	Environmental Protection Agency Region II	290 Broadway, 25 <sup>th</sup> Floor New York, NY 10007
Forgione, Margaret	Manhattan Borough Commissioner	NYC Department of Transportation	54 Maiden Lane, 37 <sup>th</sup> floor New York, NY 10038
Gabriel, Michael	Deputy Assistant Chief NYPD	City of New York Police Department Headquarters	1 Police Plaza New York, NY 10038
Gibson, Dr. Neil	Chairwoman	Preparations Committee Diocese of New York	1047 Amsterdam Avenue New York, NY 10025-1747
Guy, Linda	Deputy Chief of Staff	United States Senate	163 West 125 <sup>th</sup> Street, Suite 912 New York, NY 10027

## List of Plan/ EA Recipients cont'd.

Name	Title	Organization	Address
Harrington, Monta	Mid-Atlantic Regional Manager	Eastern National	3 Main Street Walpack Center Layton, NJ 07851
Herrold, John	Administrator	Riverside Park	The Arsenal Central Park 830 Fifth Avenue New York, NY 10065
Holloway, F. Caswell	Commissioner	New York City Department of Environmental Protection	59-17 Junction Boulevard Flushing, NY 11373
Jackson, Robert	Councilman	The New York City Council	751 West 183 <sup>rd</sup> Street New York, NY 10033
Jones, Patricia	Chair	Community Board 9	16 -18 Old Broadway New York, NY 100027
Jones-Janneh, Linda	Community Affairs Coordinator	Community Affairs Unit New York County District Attorney's Office	One Hogan Place New York, NY 10013
Kalpokasa, H.E. Donald	Ambassador	Permanent Mission of the Republic of Vanuatu to the United Nations	800 Second Avenue, Suite 400B New York, NY 10017
Kempton, Wayne	Archivist	Episcopal Diocese of New York	1047 Amsterdam Avenue New York, NY 10025-1747
Kersavage, Lisa	Senior Director of Preservation	Municipal Arts Society of New York	111 West 57th Street New York, NY 10019
Leon, Jose	Deputy Executive Director Economic Development	St. Nicholas Place Neighborhood Association	11 Catherine Street Brooklyn, NY 11211
Linn, Jack	Assistant Commissioner for Government Relations	City Parks and Recreation	The Arsenal Central Park 830 Fifth Avenue New York, NY 10065

## List of Plan/ EA Recipients cont'd.

Name	Title	Organization	Address
Macdonald, Robert	Director	Museum of City of New York	1220 Fifth Avenue at 103rd St. New York, NY 10029
Magnet, Myron			801 West End Avenue New York, NY 10017
Mattei, Suzanne	Regional Director	New York State Department of Environmental Conservation	4740 21st Street Long Island City, NY 11101
Maynard, Joan	Executive Director	Society for the Preservation of WEEKSVILLE and Bedford–Stuyvesant History	1698 Bergen Street St. Johns Station Brooklyn, NY 11213
McKay, Christine	Archivist	BNY Mellon	1 Wall Street, 9 <sup>th</sup> Floor New York, NY 10286
Mitter, Louise	President and CEO	New York Historical Society	170 Central Park West New York, NY 10024-5194
Nicholas, Wendy	Northeast Regional Director	National Trust for Historic Preservation	Fourth Faneuil Hall Marketplace Fifth Floor Boston, Massachusetts 02109
O'Connell, Neil	Chairperson	Landmarks Preservation Commission	Municipal Building 1 Centre Street, 9th Floor New York, NY 10007
Perry, Franc	Chairman	Manhattan Community Board 10	215 West 125 <sup>th</sup> Street New York, NY 10027
Rambusch, Catha Grace	Director	Catalogue of Landscape Records in the United States	Wave Hill 675 West 252 <sup>nd</sup> Street Bronx, NY 10471
Ranalli, George	Dean of the School of Architecture and Design	The City College of New York	160 Covent Avenue New York, NY 10031
Rangel, The Honorable	Representative		163 West 125 <sup>th</sup> Street, Suite 737



## List of Plan/ EA Recipients cont'd.

Name	Title	Organization	Address
Reddick, John	Preservationist	Manhattan Community Board 9	565 West 125th Street New York, NY 10027
Rocchio, Sonny	Superintendent	Department of Sanitation District 9	850 Zerega Ave Bronx, NY 10473
Rossant, Tomas	President	The Fine Arts Federation of New York	498 Broome Street New York, NY 10013
Runyon, Marie	Harlem Activist	Harlem Restoration Project	254 West 31st Street New York, NY 10001
Salerno, Marie	President and CEO	National Parks of New York Harbor Conser- vancy	26 Wall Street New York, NY 10005
Schumer, The Honorable Charles E.	Senator	United States Senate	757 Third Avenue, Suite 17-02 New York, NY 10017
Shiber-Knowles, Darcy	Program Manager	National Parks Conservation Association	1300 19th Street, NW, Suite 300 Washington, DC 20036
Shorter, Gisele	Executive Director	Boys and Girls Club of Harlem	Mannie Wilson Center 425 W. 144 <sup>th</sup> Street New York, NY 10031
Smith, Kathy	Community Representative	Office of Congressman Jerry Nadler	201 Varick Street New York, NY 10014
Solano, Socrates	Community Representative	Office of Congressman Charles B. Rangel	163 West 125 <sup>th</sup> Street New York, NY 10027
Stilwell, David	Field Supervisor	U.S. Fish and Wildlife Service New York Field Office	3817 Luker Road Cortland, NY 13045
Stringer , Scott	Manhattan Borough President	The City of New York	1 Centre Street, 19 <sup>th</sup> Floor New York, NY 10017
Snyder, Jackie	Executive Director	Public Design Commission of the Cityof New York	City Hall, 3rd Floor New York, NY 10007

## List of Plan/ EA Recipients cont'd.

Name	Title	Organization	Address
Taylor, Brad			565 West 125th Street New York, NY 10027
Williams, Dr. Jesse T.	Reverend	Convent Avenue Baptist Church	420 W 145th Street New York, NY 10031
Williams, Gregory	President	The City College of New York	160 Convent Avenue Administration Building Room 300 New York, NY 10031
Williams, Shellie	Community Liaison	Community Office Council Member Robert Jackson	751 West 183 <sup>rd</sup> Street New York, NY 10033
Wilson, Melvin E.	Reverend	Greater Saint Luke AME Church	1872 Amsterdam Ave New York, NY 10031
Wright, Keith L.T.	Assemblyman	District Office	163 West 125 <sup>th</sup> Street, Suite 911 ACP Jr. State Office Bldg. New York, NY 10027
Wright, Sheena	Executive Director	Abyssinian Development Corporation	4 West 125th Street New York, NY 10027



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## A : References

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## B : Acronyms and Abbreviations

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ADA	Americans with Disabilities Act	NPS	National Park Service
CFR	Code of Federal Regulations	NY	New York
CCNY	City College of New York	NYC DCP	New York City Department of City Planning
CB	Community Board	NYCDOT	New York City Department of Transportation
CD	Community District	NYC LPC	New York City Landmark Preservation Commission
CUNY	City University of New York	NY NHP	New York Natural Heritage Program
DO	Director's Order	NYS DEC	New York State Department of Environmental Conservation
EA	Environmental Assessment	PA	Programmatic Agreement
EIS	Environmental Impact Statement	PEPC	Planning, Environment and Public Comment
ESA	Endangered Species Act	PS	Public School
ESF	Environmental Screening Form	RFP	Request for Proposal
FONSI	Finding of No Significant Impact	SF	Square foot
GMP	General Management Plan	St.	Saint
GSA	General Services Administration	USFWS	United States Fish and Wildlife Service
HDFC	Housing Development Fund Cooperative		
HHH	Heritage Health and Housing, Inc.		
HHV	Heritage Heights Village		
HUD	United States Department of Housing and Urban Development		
MASI	Manhattan Sites		
NEPA	National Environmental Policy Act		
NHPA	National Historic Preservation Act		

## C : Figures and Tables

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## D : Property Deed

quietly enjoy the said premises; THIRD: That the said premises are free from incumbrances except as aforesaid; FOURTH: That the parties of the first part will execute or procure any further necessary assurances of the title to said premises; FIFTH: That said LAWRENCE P. KINSELLA will forever warrant the title to said premises. IN WITNESS WHEREOF, the parties of the first part have hereunto set their hands and seals the day and year first above written. LAWRENCE P. KINSELLA, L. Mary A. Kinsella L.B. IN PRESENCE OF Wm. J. Doyle STATE OF NEW YORK COUNTY OF NEW YORK ss: On the 17th day of November, nineteen hundred and twenty-four, before me came LAWRENCE P. KINSELLA and MARY A. KINSELLA, his wife, to me known to be the individuals described in, and who executed the foregoing instrument, and acknowledged that they executed the same. Wm. J. Doyle Notary Public, Nassau County N.Y. No. 408 N.Y. No. 6396 Commission Expires March 30, 1928 CERTIFICATE FILED REGISTER'S OFFICE NEW YORK COUNTY NY NOT SUBJECT TO RECORDING TAX NOV 16 1924 JWS Indorsed to be indexed against Black No. 1906 on the land map of the County of New York. Recorded proceeding at request of T. & A. T. O. 178 May. N.Y. Nov. 18, 1924, at 3 o'clock & 45 Nine P.M.

*Wm. J. Doyle*  
REGISTER

Office Serial No. 5,19418 Fees Paid \$4.40 USIX, \$50.00 STAMPS CANOLN.

THIS INDENTURE, made the 16th day of November, nineteen hundred and twenty four between THE RECTOR, CHURCH WARDENS AND VESTRYMEN OF SAINT LUKE'S CHURCH IN THE CITY OF NEW YORK, a New York religious corporation, pursuant to an order of the Supreme Court, New York County, duly made and entered on the 24th day of October, 1924, in an action entitled "In the Matter of the Application of Saint Luke's Church in the City of New York, for leave to sell real property" party of the first part, and THE AMERICAN SOCIETY AND HISTORIC PRESERVATION SOCIETY, a corporation organized and existing under the laws of the State of New York, having its principal office at No. 154 Nassau St. in the Borough of Manhattan, N.Y. City, party of the second part, WITNESSETH, that the party of the first part, in consideration of fifty thousand dollars (\$50,000) lawful money of the United States paid by the party of the second part, does hereby grant and release unto the party of the second part, its successors and assigns forever ALL that certain lot, piece or parcel of land situate, lying and being in the Borough of Manhattan, City, County and State of New York, bounded and described as follows: BEGINNING at a point on the easterly side of Convent Avenue distant seventy-eight (78) feet three (3) inches northerly from the corner formed by the intersection of the easterly side of Convent Avenue with the northerly side of 141st Street, and running thence northerly along the easterly side of Convent Avenue forty-six (46) feet nine (9) inches to a point five hundred and ninety four (594) feet six (6) inches south of the southeast corner of 144th Street and Convent Avenue, thence easterly at right angles to Convent Avenue one hundred (100) feet thence southerly and parallel with Convent Avenue forty six (46) feet nine (9) inches, thence westerly at right angles to Convent Avenue one hundred (100) feet to the point or place of beginning, together with the building upon said lot-angle constituting the former residence of Alexander Hamilton, the said premises being known as No. 287 Convent Avenue.

Excepted, however, from the said rectangle and from this conveyance is all the land within the said rectangle on which stands any portion of the wall (other than the portion hereinafter mentioned) of the church edifice of the party of the first part. The place of land thus excepted is at the South-east corner of the aforesaid rectangle, where for a distance of about four feet (4') six and one-half inches (6'-1/2") westerly from the easterly line of the said rectangle, the foundation wall of the church edifice projects about three inches (3") north of the southerly line of the said rectangle. The South wall of the building constituting the said former residence of Alexander Hamilton has certain slight projections which overlie and project beyond the southerly line of the said rectangle, to wit: a roof cornice, window frames and porch cornice. The roof cornice overlaps the said southerly line by about one foot; the window frames overlap it by about one to two inches, and the porch cornice overlaps it by about eight inches. Together with an easement to the said party of the second part, its successors and assigns, to maintain the said projections as long as they form part of the said building. As to the aforesaid portion, constituting the Westwork and of the front porch of the church edifice facing Seventh Avenue, the party hereto of the first part reserves unto itself, its successors and assigns a permanent easement for the maintenance of as much of the said portion as stands upon and projects over the rectangle above described, said projections being at its most extreme point about seven feet (7') seven and three-quarter inches (7'-3/4"). The party of the first part covenants that in the event that the party of the second part or its successors or assigns desires to remove the said building constituting the former residence of Alexander Hamilton from its present site, by way of Convent Avenue, the party of the first part will remove the obstructing projection of the aforesaid portion upon proper indemnity to it for the cost of its removal and restoration. The party of the second part by accepting this conveyance covenants for itself, its successors and assigns, that no building (now merely accessory to the use of the present building thereon) will be erected upon the aforesaid rectangle other than a private dwelling not exceeding three stories above the basement. The aforesaid covenants on the part of the party of the first part and the party of the second part, respectively, will run with the land of each and run in favor of their respective successors and assigns. TO HAVE AND TO HOLD the premises herein granted unto the party of the second part, its successors and assigns forever. AND the party of the first part covenants as follows: FIRST: That the party of the first part is seized of the said premises in fee simple, and has good right to convey the same; SECOND: That the party of the second part shall quietly enjoy the said premises; THIRD: That the said premises are free from incumbrances, except as aforesaid; FOURTH: That the party of the first part will execute or procure any further necessary assurances of the title to said premises; FIFTH: That the party of the first part will forever warrant the title to the said premises, except as aforesaid. WHEREFORE, the party of the first part has caused its corporate

# E : HAGR Congressional Resolution

8. Hamilton Grange National Memorial Project		Page
Establishment authorized.....	Joint Resolution of April 27, 1962	382
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Joint Resolution Providing for the establishing of the former dwelling house of Alexander Hamilton as a national memorial, approved April 27, 1962 (76 Stat. 57)		
Alexander Hamilton national memorial. Establishment.	<i>Resolved by the Senate and House of Representatives of the United States of America in Congress assembled,</i> That the Secretary of the Interior is authorized and directed to take such action as may be necessary to provide for the establishment of the former dwelling house of Alexander Hamilton (commonly known as The Grange), situated in New York, New York, as a national memorial. However, the Secretary shall not establish the national memorial until he has satisfied himself that the lands which have been donated are sufficient to assure the relocation of The Grange and administration and interpretation of the national memorial.	
Designation as Hamilton Grange National Memorial.	SEC. 2. (a) The national memorial established by the Secretary of the Interior pursuant to this joint resolution shall be designated as the Hamilton Grange National Memorial and shall be set aside as a public national memorial to commemorate the historic role played by Alexander Hamilton in the establishment of this Nation. (b) The National Park Service, under the direction of the Secretary of the Interior, shall administer, protect, and develop such memorial, subject to the provisions of the Act entitled "An Act to establish a National Park Service, and for other purposes", approved August 25, 1916, as amended and supplemented, and the Act entitled "An Act to provide for the preservation of historic American sites, buildings, objects, and antiquities of national significance, and for other purposes", approved August 21, 1935, as amended.	
39 Stat. 535. 16 U.S.C. 1-4.  49 Stat. 666. 16 U.S.C. 461-467.	SEC. 3. There are hereby authorized to be appropriated such sums, but not more than \$460,000, as may be necessary to carry out the provisions of section 1 of this joint resolution.	
Appropriation.		



# E : HAGR Congressional Resolution cont'd.

102 STAT. 4640

PUBLIC LAW 100-701—NOV. 19, 1988

## Public Law 100-701 100th Congress

### An Act

Nov. 19, 1988  
[H.R. 4212]

To amend the Joint resolution of April 27, 1962, to permit the Secretary of the Interior to establish the former home of Alexander Hamilton as a national memorial at its present location in New York, New York.

Historic  
preservation.  
Conservation.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That the Joint resolution of April 27, 1962 (76 Stat. 57), is amended by striking all after the resolving clause and inserting the following:

#### "SECTION 1. HAMILTON GRANGE NATIONAL MEMORIAL.

16 USC 431 note.

"(a) **ESTABLISHMENT.**—In order to provide for the benefit, inspiration, and education of the American people, there is hereby established the Hamilton Grange National Memorial (hereinafter in this Act referred to as the 'memorial') in the State of New York.

"(b) **MAP.**—The memorial shall consist of the lands and interests in lands and improvements as generally depicted on the map entitled 'Hamilton Grange National Memorial Boundary Map' numbered 416/80,002 and dated June 1988.

#### "SEC. 2. ACQUISITION OF PROPERTY.

"The Secretary of the Interior (hereinafter in this Act referred to as the 'Secretary') is authorized to acquire lands, interests in lands, and improvements thereon within the boundaries of the memorial by donation. The Secretary is authorized to reimburse the owner not more than \$15,000 for administrative costs directly related to the transfer of ownership of this property. The Secretary may also acquire by the donation, purchase with donated or appropriated funds or by exchange, personal property associated with and appropriate for interpretation of the memorial.

#### "SEC. 3. ADMINISTRATION OF MEMORIAL.

"The Secretary shall administer the memorial in accordance with the provisions of law generally applicable to units of the National Park System, including the Act of August 21, 1916 (39 Stat. 535; 16 U.S.C. 1, 2-4) and the Act of August 21, 1935 (49 Stat. 666; 16 U.S.C. 461). In administering the memorial, the Secretary shall—

- "(1) provide for the interpretation of the life of Alexander Hamilton;
- "(2) preserve and interpret the history of The Grange, home of Alexander Hamilton; and
- "(3) present the history of the United States as a young Nation.

#### "SEC. 4. GENERAL MANAGEMENT PLAN.

"Within 3 complete fiscal years after the enactment of this section, the Secretary shall submit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate a general management plan for the memorial. The

PUBLIC LAW 100-701—NOV. 19, 1988

102 STAT. 4641

plan shall be prepared in accordance with section 12(b) of the Act of August 18, 1970 (84 Stat. 825; 16 U.S.C. 1a-1-1a-7). Such plan shall identify appropriate facilities for proper interpretation of the site for visitors.

#### "SEC. 1. AUTHORIZATION OF APPROPRIATIONS.

"There are authorized to be appropriated such sums as may be necessary to carry out this Act, but not to exceed \$2,500,000 for development."

**SEC. 2.** Notwithstanding any other provision of law or any order of land classification based thereon, the Secretary of the Interior is authorized to consider an application for desert land entry covering approximately 230 acres of public lands, 105 of which constitute a part of a scenic easement area of the Dinosaur National Monument, Utah, as identified on a map entitled "Desert Land Entry—Dinosaur National Monument—October 1, 1987". If the applicant meets the requirements of section 3 of this Act, the Secretary shall issue a patent to the applicant in accordance with the Desert Land Entry Act (43 U.S.C. 321 et seq.). Such patent shall reserve to the United States a right-of-way 200 feet in width for the Dinosaur National Monument entrance road.

Public lands.  
Patents and  
trademarks.  
114th  
16 USC 431 note.

**SEC. 3.** The Secretary shall not issue a patent to the lands described in section 2 until the applicant has: (a) complied with the requirements of the Desert Land Entry Act; and (b) conveyed to the United States, at no cost, title to scenic easements for purposes of Dinosaur National Monument on lands identified by the National Park Service as tracts 07-114, south half; 07-115, the complete tract.

**SEC. 4.** The scenic easements acquired by the Secretary and any patents issued by him under this Act shall be subject to the restrictions set forth in the scenic easement deed dated March 16, 1967, and filed in the records of Moffat County, Colorado, at pages 2 and 3 of book 841 of the deed of records of the county.

Patents and  
trademarks.

Approved November 19, 1988.

#### LEGISLATIVE HISTORY—H.R. 4212

HOUSE REPORTS: No. 100-699 (Comm. on Interior and Insular Affairs).  
SENATE REPORTS: No. 100-596 (Comm. on Energy and Natural Resources).  
CONGRESSIONAL RECORD, Vol. 134 (19-29).

June 20, considered and passed House.  
Oct. 21, considered and passed Senate, amended. House concurred in Senate amendments.

\*Public Law 106-387  
106th Congress

An Act

Making appropriations for Agriculture, Rural Development, Food and Drug Administration, and Related Agencies programs for the fiscal year ending September 30, 2001, and for other purposes.

Oct. 28, 2000  
[H.R. 4461]

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,*

SECTION 1. (a) The provisions of H.R. 5426 of the 106th Congress, as introduced on October 6, 2000, are hereby enacted into law.

Incorporation by  
reference.

(b) In publishing this Act in slip form and in the United States Statutes at Large pursuant to section 112 of title 1, United States Code, the Archivist of the United States shall include after the date of approval at the end an appendix setting forth the text of the bill referred to in subsection (a) of this section.

Publication.  
1 USC 112 note.

Approved October 28, 2000.

LEGISLATIVE HISTORY—H.R. 4461:

HOUSE REPORTS: No. 106-619 (Comm. on Appropriations) and No. 106-948 (Comm. of Conference).

CONGRESSIONAL RECORD, Vol. 146 (2000):

June 29, July 10, 11, considered and passed House.

July 18-20, considered and passed Senate, amended.

Oct. 11, House agreed to conference report.

Oct. 13, 18, Senate agreed to conference report.

WEEKLY COMPILATION OF PRESIDENTIAL DOCUMENTS, Vol. 36 (2000):

Oct. 28, Presidential statement.

\*ENDNOTE: The following appendix was added pursuant to the provisions of section 1 of this Act.

before the date of the enactment of the Agriculture, Rural Development, Food and Drug Administration, and Related Agencies Appropriations Act, 2001.”

SEC. 768. Section 412(d) of the Agricultural Trade Development and Assistance Act of 1954 (7 U.S.C. 1736f(d)) is amended by striking “title I of the Agricultural Act of 1949 (7 U.S.C. 1421 et seq.)” and inserting “dairy price support operations”.

SEC. 769. Notwithstanding any other provision of law, the City of Coachella, California, shall be eligible for grants and loans administered by the rural development mission areas of the Department of Agriculture.

SEC. 770. Notwithstanding any other provision of law, the Secretary of Agriculture shall consider the City of Vicksburg, Mississippi, as meeting the requirements of a rural area in section 520 of the Housing Act of 1949 (42 U.S.C. 1490).

SEC. 771. Notwithstanding any other provision of law, the Administrator of the Rural Utilities Service shall use the authorities provided in the Rural Electrification Act of 1936 to finance the acquisition of existing generation, transmission and distribution systems and facilities serving high cost, predominantly rural areas by entities capable of and dedicated to providing or improving service in such areas in an efficient and cost effective manner.

SEC. 772. None of the funds appropriated or otherwise made available by this Act shall be used to issue a notice of proposed rulemaking, to promulgate a proposed rule, or to otherwise change or modify the definition of “animal” in existing regulations pursuant to the Animal Welfare Act.

SEC. 773. Section 306(a)(19)(A) of the Consolidated Farmers Home Administration Act of 1961 is amended by inserting after “nonprofit corporations” the following new phrase: “, Indian tribes (as such term is defined under section 4(e) of Public Law 93-638, as amended).”

SEC. 774. Section 2101 of the Emergency Supplemental Act, 2000 (Public Law 106-246; 114 Stat. 541) is amended—

(1) by inserting “or prior” after “such outstanding”; and

(2) by inserting “and subsequently repaid” after “placed under loan”.

SEC. 775. For purposes of administering title IX of this Act, the term “agricultural commodity” shall also include fertilizer and organic fertilizer, except to the extent provided pursuant to section 904 of that title.

SEC. 776. SENSE OF THE CONGRESS; HAMILTON GRANGE, NEW YORK.

(a) Congress finds that—

(1) Alexander Hamilton, assisted by James Madison and George Washington, was the principal drafter of the Constitution of the United States;

(2) Hamilton was General Washington’s aide-de-camp during the Revolutionary War, and, given command by Washington of the New York and Connecticut light infantry battalion, led the successful assault on British redoubt number 10 at Yorktown;

(3) after serving as Secretary of the Treasury, Hamilton founded the Bank of New York and the New York Post;

(4) the only home Hamilton ever owned, commonly known as “the Grange”, is a fine example of Federal period architecture



## E : HAGR Congressional Resolution cont'd.

114 STAT. 1549A-46 PUBLIC LAW 106-387—APPENDIX

designed by New York architect John McComb, Jr., and was built in upper Manhattan in 1803;

(5) the New York State Assembly enacted a law in 1908 authorizing New York City to acquire the Grange and move it to nearby St. Nicholas Park, part of the original Hamilton estate, but no action was taken;

(6) in 1962, the National Park Service took over management of the Grange, by then wedged on Convent Avenue within inches between an apartment house on the north side and a church on the south side;

(7) the 1962 designation of the Grange as a national memorial was contingent on the acquisition by the National Park Service of a site to which the building could be relocated;

(8) the New York State legislature enacted a law in 1998 that granted approval for New York City to transfer land in St. Nicholas Park to the National Park Service, causing renovations to the Grange to be postponed; and

(9) no obelisk, monument, or classical temple along the national mall has been constructed to honor the man who more than any other designed the Government of the United States, Hamilton should at least be remembered by restoring his home in a sylvan setting.

(b) SENSE OF CONGRESS.—It is the sense of Congress that—

(1) Alexander Hamilton made an immense contribution to the United States by serving as a principal drafter of the Constitution; and

(2) the National Park Service should expeditiously—

(A) proceed to relocate the Grange to St. Nicholas Park; and

(B) restore the Grange to a state befitting the memory of Alexander Hamilton.

### SEC. 777. FINANCIAL ASSISTANCE FOR LAND ACQUISITION FOR FALLEN TIMBERS BATTLEFIELD AND FORT MIAMIS NATIONAL HISTORIC SITE.

(a) IN GENERAL.—Section 4 of the Fallen Timbers Battlefield and Fort Miamis National Historic Site Act of 1999 (Public Law 106-164; 16 U.S.C. 461 note) is amended by adding at the end the following:

“(d) LAND ACQUISITION ASSISTANCE.—

“(1) IN GENERAL.—The Secretary may provide financial assistance to the management entity for acquiring lands or interests in lands within the boundaries of the historic site under subsection (b).

“(2) COST SHARING.—Financial assistance under this subsection may not be used to pay more than 50 percent of the cost of any acquisition made with the assistance.

“(3) CONDITION.—The Secretary shall require, as a condition of any assistance under this subsection, that any interest in land acquired with assistance under this subsection shall be included in and managed as part of the historic site.”.

(b) AUTHORIZATION OF APPROPRIATIONS.—Section 6 of such Act is amended by inserting “(a) IN GENERAL.—” before “There is authorized”, and by adding at the end the following:

“(b) LAND ACQUISITION ASSISTANCE.—There is authorized to be appropriated \$2,500,000 to carry out section 4(d).”.

# F : Programmatic Agreement

## PROGRAMMATIC AGREEMENT

Among  
National Park Service,  
Hamilton Grange National Memorial,

New York State Historic Preservation Office,

New York City Department of Parks and Recreation,  
And  
New York City Landmarks Preservation Commission  
Pursuant to 36 CFR 800

Regarding the Rehabilitation and Relocation of the Alexander Hamilton House  
287 Convent Avenue, New York, New York  
32405

WHEREAS, the National Park Service (NPS), proposes to relocate the Alexander Hamilton House (the "Grange") from its current (not original) location at 287 Convent Avenue to a nearby site in St. Nicholas Park more appropriate for preservation and interpretation of the Grange, and;

WHEREAS, the Grange, which itself is a National Historic Landmark (1960) and is located within the National Register listed Hamilton Heights Historic District (1983) and also within a New York City Landmarks Preservation Commission Historic District, was moved in 1989 from its original historic location and cannot be adequately preserved and interpreted as the home of Alexander Hamilton in its current location, and the NPS will move the Grange into a more appropriate setting allowing for its rehabilitation and interpretation, and as specified in the park's enabling legislation of 1962, and;

WHEREAS, the NPS will complete the rehabilitation of the structure in its new location, and;

WHEREAS, in place of the relocated Grange at the Convent Avenue site, the NPS will initiate and actively support a public/private partnership to plan and develop a new multi-use facility that will achieve the original goals of providing educational and community space, and;

WHEREAS, the NPS will pursue the replacement facility as a separate action and will consult with the New York State Historic Preservation Officer (NY SHPO), and New York City Landmarks Preservation Commission (NYC LPC) for planning and design of that facility as a separate Section 106 action, and;

WHEREAS, the NPS has completed a General Management Plan/Environmental Impact Statement (1985) conceptualizing the plan and also an Environmental Assessment (2000) to gain an easement from New York City for the relocation site, and;

WHEREAS, the NPS has consulted with the New York City Department of Parks and Recreation (NYC Parks) and the NYC LPC during planning and design for this project and has

invited them to be consulting parties on this agreement, and;

WHEREAS, the NPS, in consultation with the NY SHPO, has determined that St. Nicholas Park is not eligible for listing in the National Register and therefore the relocation of the Grange to the park will not have an effect on historic resources within the park (NY SHPO to NPS 9/21/2004), and;

WHEREAS, the NPS has completed a Historic Structures Report (1980) for the Grange, and;

WHEREAS, the NPS has completed an archaeological investigation (Phase 1A and 1B, 2003/2004) of the Convent Avenue site and the relocation site in St. Nicholas Park, and no further archaeological work will be necessary for the project, and;

WHEREAS, the NPS is currently developing the design and construction documents necessary for moving the structure and for completing its rehabilitation and the NPS may conduct monitoring, testing and investigations of the historic structure involving ground disturbing activities or intrusion into historic fabric for research or inventory purposes, and;

WHEREAS, the NPS has determined that the relocation and rehabilitation of the NHL Grange will have an effect on the Grange itself and on the surrounding Hamilton Heights Historic District due to the removal of the Grange from the District in which the Grange is a contributing structure, and;

WHEREAS, the NPS has consulted with the New York State Historic Preservation Office (NY SHPO) pursuant to 36 CFR Part 800, regulations implementing Section 106 of the National Historic Preservation Act of 1966, and with the Advisory Council on Historic Preservation (Council), which declined to comment on the project at an early planning stage, and deferred to the findings of the NY SHPO, and;

WHEREAS, the NPS has elected to execute a Programmatic Agreement instead of following standard process pursuant to 36 CFR 800 because the NPS desires to adjust the standard review process to enhance NY SHPO, NYC Parks, and NYC LPC participation to ensure that the project is compatible with the historic and architectural qualities of Hamilton Grange and the surrounding Hamilton Heights Historic District and that it is compliant with the stipulations set forth in Landmarks Preservation Commission Report 94-0003, issued August 3, 1993, and responsive to the recommended approaches to new construction set forth in the *Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring and Reconstructing Historic Buildings*, and;

NOW, THEREFORE, the NPS, NY SHPO, NYC Parks, and NYC LPC agree that the undertaking shall be implemented in accordance with the following stipulations in order to take into account the effect of the undertaking on historic properties involved.

### Stipulations

The NPS will ensure that the following measures are carried out:

## F : Programmatic Agreement cont'd.

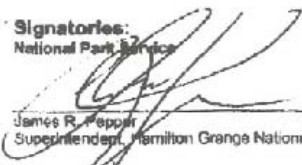
1. The NPS will amend the existing Historic Structures Report (HSR) for the Grange to meet the needs of the relocation/rehabilitation project and accurately document its historic character and integrity. Prior to implementing changes to the Grange, the NPS will submit the amended HSR to the NY SHPO, NYC Parks, and NYC LPC for review and comment.
2. The NPS will coordinate with the Keeper of the National Register of Historic Places and the NY SHPO to take steps necessary to ensure that the Grange remains eligible for and listed in the National Register upon completion of this project. The property's NR documentation will be updated after the move is complete as outlined by Chapter 36 CFR 16.14.(b)5 "Relocating properties listed in the National Register."
3. The NPS will share information about research or inventory work including monitoring, testing, and investigations with the NY SHPO, NYC Parks, and NYC LPC.
4. The NPS, in consultation with the NY SHPO, NYC Parks, and NYC LPC will develop and implement a landscape design for Hamilton Grange at its new location within St. Nicholas Park that is interpretive in nature, rather than a restoration of its original setting.
5. NPS, in consultation with the NY SHPO, NYC LPC, and NYC Parks shall develop and implement an Unanticipated Discoveries Plan that will address what should occur if any potentially significant archaeological resources and/or human remains are encountered during any phase of this project.
6. The NPS will ensure that all plans for the relocation and rehabilitation of the Grange are developed according to *The Secretary of the Interior's Standards for the Treatment of Historic Properties*, are consistent with the guidance and recommendations set forth in the amended HSR, are developed in consultation with the NY SHPO, NYC Parks, and NYC LPC and the park's cultural resource advisor group, and are submitted to the NY SHPO, NYC Parks, and NYC LPC for review and comment. In addition, NPS will follow to NYC Parks' reasonable satisfaction the specific measures designed to address the temporary construction impacts associated with the physical relocation of the Grange as set forth in Parks' Part III Negative Declaration regarding the relocation of the Grange dated February 9, 2001.
7. The NPS will submit an application and plans to the LPC for issuance of a permit (MISC) as per stipulations set forth in LPC Report 94-003.
8. The NPS will ensure that particular care is taken during the project to protect the museum collection currently housed in the Grange and the statue outside the Grange. The collection will be packed and stored off-site in an in-door location during the project, using qualified art riggers for objects as necessary. The collection will be protected in accordance with NPS Director's Order 28 (DO-28) and the NPS Museum Handbook.
9. The NPS will move the Grange according to the guidelines specified for moving historic structures within the *NPS Management Policies 2001* (5.3.5.4) and in accordance with the approaches recommended in *Moving Historic Buildings* (John Obed Curtis, 1989).

The structure shall be moved by a professional mover who has the capability and expertise to move historic structures.

10. If left unoccupied during the move, the NPS shall ensure that the Grange is properly secured and protected from weather damage and vandalism during the period it is unoccupied.
11. The NY SHPO, NYC Parks, and NYC LPC may monitor construction activities pursuant to this agreement, after providing 24-hour notification to the NPS beforehand. The NPS will cooperate with the NY SHPO, NYC Parks, and NYC LPC in carrying out any monitoring and review responsibilities.
12. Unless otherwise agreed to beforehand, the NY SHPO, NYC Parks, and NYC LPC will be afforded a 30-day period, commencing on receipt of NPS materials, to comment on submitted information and proposals. The NPS and the NY SHPO, NYC Parks, and NYC LPC will make every effort to resolve disputes regarding the completion of the terms of this agreement. If the parties cannot reach agreement, the NPS or the NY SHPO may request the participation of the Advisory Council on Historic Preservation to assist in resolving the dispute in accordance with 36 CFR 800.
13. Parties to this Programmatic Agreement may request that it be amended, whereupon the parties will consult in accordance with 36 CFR Part 800 to consider such amendment.
14. Signatory parties to this agreement may request termination of this agreement by providing ninety (90) calendar days notice to all signatory and concurring parties, provided that the parties will consult during the period prior to termination to seek agreements on amendments or other actions that would avoid termination. In the event of termination, the NPS will request the comments of the Council, in accordance with 36 CFR Part 800.
15. In the event the NPS does not carry out the terms of this Programmatic Agreement the NPS will comply with 36 CFR Part 800 with regard to individual undertakings covered by this Programmatic Agreement.
16. This PA will continue in full force and effect until five years after the date of the last signature. At any time in the sixth-month period prior to such date, the NPS may request the signatory and concurring parties to consider an extension or modification of this agreement.

Execution of this Programmatic Agreement by the NPS, NY SHPO, NYC Parks, and NYC LPC and implementation of its terms evidences that the NPS has afforded the NY SHPO, NYC Parks, and NYC LPC an opportunity to comment on the relocation/rehabilitation of the Grange, Hamilton Grange National Memorial and that the NPS has taken into account the effects of the project on historic properties.

**Signatories:**  
National Park Service

  
James R. Pepper  
Superintendent, Hamilton Grange National Memorial, Manhattan Sites

3/21/06  
Date

New York State Historic Preservation Office

FOR   
Bernadette Castro  
New York State Historic Preservation Officer

4/5/06  
Date

**Consulting Parties:**  
New York City

  
Adrian Benepe  
Commissioner, New York City Department of Parks and Recreation

5/3/06  
Date

  
Robert B. Tierney  
Chairman, New York City Landmarks Preservation Commission

5/10/06  
Date

1838



# G : American Indian Tribe Consultation



United States Department of the Interior

NATIONAL PARK SERVICE  
Manhattan Site  
26 Wall Street  
New York, NY 10005

Cathy Glavin N.M.  
Richard R. H. M.  
General Counsel N.M.  
Executive Counsel N.M.  
Theresa R. R. R.  
Hortense N. R. R.  
St. Paul's  
Church N.M.S.

D20 (HAGR-S)

June 17, 2010

Sherry White, Tribal Historic Preservation Officer  
Tribal Historic Preservation Office  
Stockbridge-Munsee Community  
P.O. Box 70  
Bowler, WI 54416

Dear Ms. White:

The National Park Service is rehabilitating the home of Alexander Hamilton, located in Upper Manhattan to a nearby New York City park where there is enough room to rebuild the porches and entrances which have existed in 1802 when the house was built. Actually the house had been moved once before, in 1889, so it has not been at its original site for over 120 years.

The location from which the house was moved, 387 Convent Avenue, is now vacant. Since it is Federal property, but no longer connected with the house, an Environmental Assessment (EA) is being prepared which will help determine what might be done with this small city lot in the future. Archeological assessments were done at both the "old" and "new" sites when the house was moved, and no evidence was found of Native American use of this area.

Based on your knowledge of the area and its earlier associations, do you wish to consult on the future use of this site? At this time the National Park Service is in the process of developing an EA that will propose options for the site's future. Would you like to receive more information about the project, or review the EA after the draft is completed?

I look forward to your reply, and would be happy to answer any questions. My phone number is 212-825-6991 and email address is [Shirley\\_McKinney@nps.gov](mailto:Shirley_McKinney@nps.gov). Thank you.

Shirley McKinney

Superintendent



"Sherry White"  
<Sherry.White@tribecan-nm.gov>

To: <Shirley\_McKinney@nps.gov>

cc:

bcc:

Subject: RE:

History: This message has been replied to.

Shirley

Thank you for the e-mail. This area is not in an area of concern for the Stockbridge-Munsee tribe. No further information is needed. Thank you for contacting our tribe.

Sherry

-----Original Message-----

From: Shirley McKinney@nps.gov [mailto:Shirley\_McKinney@nps.gov]

Sent: Thursday, June 17, 2010 1:03 PM

To: Sherry White

Cc: Kimberly\_Gavin@nps.gov

Subject:

Please review the attached letter regarding a National Park Service project in New York (Manhattan, NY). Should you have questions, feel free to contact me at the number below. A hard copy letter will be mailed to your attention as well. Thank you.

(See Attached File: HAGR, Convent, Stockbridge-Munsee Community, Request, Consult, 6.17.10.doc)

Sincerely,

Shirley McKinney  
Superintendent  
Manhattan Sites  
(212) 825-6991 - office  
(212) 825-7013 - cell  
(212) 866-2584 - fax  
[shirley\\_mckinney@nps.gov](mailto:shirley_mckinney@nps.gov)



United States Department of the Interior

NATIONAL PARK SERVICE  
Manhattan Sites  
26 Wall Street  
New York, NY 10005

Cecilia Clement N.M.  
Federal Hall N.M.  
General Grant N.M.  
Hamilton Grange N.M.  
Thos. Roosevelt  
Birthplace N.H.S.  
St. Paul's  
Church N.H.S.

D20 (HAGR-S)

June 17, 2010

Tamara Francis, Cultural Preservation Director  
The Delaware Nation  
31064 State Highway 281  
Anadarko, OK 73005

Dear Ms. Francis:

The National Park Service is rehabilitating the home of Alexander Hamilton, located in Upper Manhattan to a nearby New York City park where there is enough room to rebuild the porches and entrances which had existed in 1802 when the house was built. Actually the house had been moved once before, in 1889, so it has not been at its original site for over 120 years.

The location from which the house was moved, 387 Convent Avenue, is now vacant. Since it is Federal property, but no longer connected with the house, an Environmental Assessment (EA) is being prepared which will help determine what might be done with this small city lot in the future. Archeological assessments were done at both the "old" and "new" sites when the house was moved, and no evidence was found of Native American use of this area.

Based on your knowledge of the area and its earlier associations, do you wish to consult on the future use of this site? At this time the National Park Service is in the process of developing an EA that will propose options for the site's future. Would you like to receive more information about the project, or review the EA after the draft is completed?

I look forward to your reply, and would be happy to answer any questions. My phone number is 212-825-6991 and email address is [Shirley\\_McKinney@nps.gov](mailto:Shirley_McKinney@nps.gov). Thank you.

Shirley McKinney

Superintendent



United States Department of the Interior

NATIONAL PARK SERVICE  
Manhattan Sites  
26 Wall Street  
New York, NY 10005

Cecilia Clement N.M.  
Federal Hall N.M.  
General Grant N.M.  
Hamilton Grange N.M.  
Thos. Roosevelt  
Birthplace N.H.S.  
St. Paul's  
Church N.H.S.

D20 (HAGR-S)

June 17, 2010

Brice Obermeyer  
Delaware Tribe of Indians  
c/o Department of Sociology and Anthropology  
Emporia State University  
1200 Commercial Street, Box 4022  
Butcher Education Center, RM 115D  
Emporia, KS

Dear Mr. Obermeyer:

The National Park Service is rehabilitating the home of Alexander Hamilton, located in Upper Manhattan to a nearby New York City park where there is enough room to rebuild the porches and entrances which had existed in 1802 when the house was built. Actually the house had been moved once before, in 1889, so it has not been at its original site for over 120 years.

The location from which the house was moved, 387 Convent Avenue, is now vacant. Since it is Federal property, but no longer connected with the house, an Environmental Assessment (EA) is being prepared which will help determine what might be done with this small city lot in the future. Archeological assessments were done at both the "old" and "new" sites when the house was moved, and no evidence was found of Native American use of this area.

Based on your knowledge of the area and its earlier associations, do you wish to consult on the future use of this site? At this time the National Park Service is in the process of developing an EA that will propose options for the site's future. Would you like to receive more information about the project, or review the EA after the draft is completed?

I look forward to your reply, and would be happy to answer any questions. My phone number is 212-825-6991 and email address is [Shirley\\_McKinney@nps.gov](mailto:Shirley_McKinney@nps.gov). Thank you.

Shirley McKinney

Superintendent



# H : Special Status Species Consultation

NEW YORK STATE DEPARTMENT OF ENVIRONMENTAL CONSERVATION  
Division of Fish, Wildlife & Marine Resources  
New York Natural Heritage Program  
625 Broadway, Albany, New York 12233-4757  
Phone: (518) 402-8935 • FAX: (518) 402-8925



September 18, 2009

Karen Terwilliger  
Terwilliger Consulting, Inc  
28295 Burton Shore Rd, Bx 99  
Locustville, VA 23404

Dear Mr. Terwilliger:

In response to your recent request, we have reviewed the New York Natural Heritage Program database with respect to an Environmental Assessment for the proposed Building Project for the National Park Service for Interpretation, site as indicated on the map you provided, located at 287 Convent Avenue, Manhattan, New York City.

We have no records of known occurrences of rare or state-listed animals or plants, significant natural communities, or other significant habitats, on or in the immediate vicinity of your site.

The absence of data does not necessarily mean that rare or state-listed species, natural communities or other significant habitats do not exist on or adjacent to the proposed site. Rather, our files currently do not contain any information which indicates their presence. For most sites, comprehensive field surveys have not been conducted. For these reasons, we cannot provide a definitive statement on the presence or absence of rare or state-listed species, or of significant natural communities. This information should not be substituted for on-site surveys that may be required for environmental assessment.

Our databases are continually growing as records are added and updated. If this proposed project is still under development one year from now, we recommend that you contact us again so that we may update this response with the most current information.

This response applies only to known occurrences of rare or state-listed animals and plants, significant natural communities and other significant habitats maintained in the Natural Heritage Data bases. Your project may require additional review or permits; for information regarding other permits that may be required under state law for regulated areas or activities (e.g., regulated wetlands), please contact the appropriate NYS DEC Regional Office, Division of Environmental Permits, at the enclosed address.

Sincerely,

*Tara Salerno*  
Tara Salerno, Information Services  
NY Natural Heritage Program

Enc.  
cc: Reg. 2, Wildlife Mgr.

# I : List of Preparers/Consultants

---

## Preparers

Maria Burks	Commissioner, National Parks of New York Harbor.
Shirley McKinney	Superintendent, Manhattan Sites.
Terrence Moore	Chief of Planning and Compliance Northeast Region, National Park Service.
Jacki Katzmire	Regional Environmental Coordinator, Resource Planning & Compliance, Northeast Region, National Park Service.
Robin Lepore	Senior Attorney, Office of the Regional Solicitor, Northeast Region, Department of the Interior.
David Uschold	LIC Compliance Manager, Regional Section 106 Coordinator, Resource Planning and Compliance Program, Northeast Region, National Park Service.
David Clark	Environmental Protection Specialist, Northeast Region, National Park Service.
Darren Boch	Public Affairs Officer, National Parks of New York Harbor.
Steve Laise	Chief of Cultural Resources, Manhattan Sites.

## Contractors/Consultants

Karen Terwilliger	President, Terwilliger Consulting, Inc.
Richard E. Wells	Planner, Terwilliger Consulting, Inc.
Zevilla Jackson Preston	Principal Architect, J-P Design, Inc.
Tracy Monegan Rice	Editor, Terwilliger Consulting, Inc.

