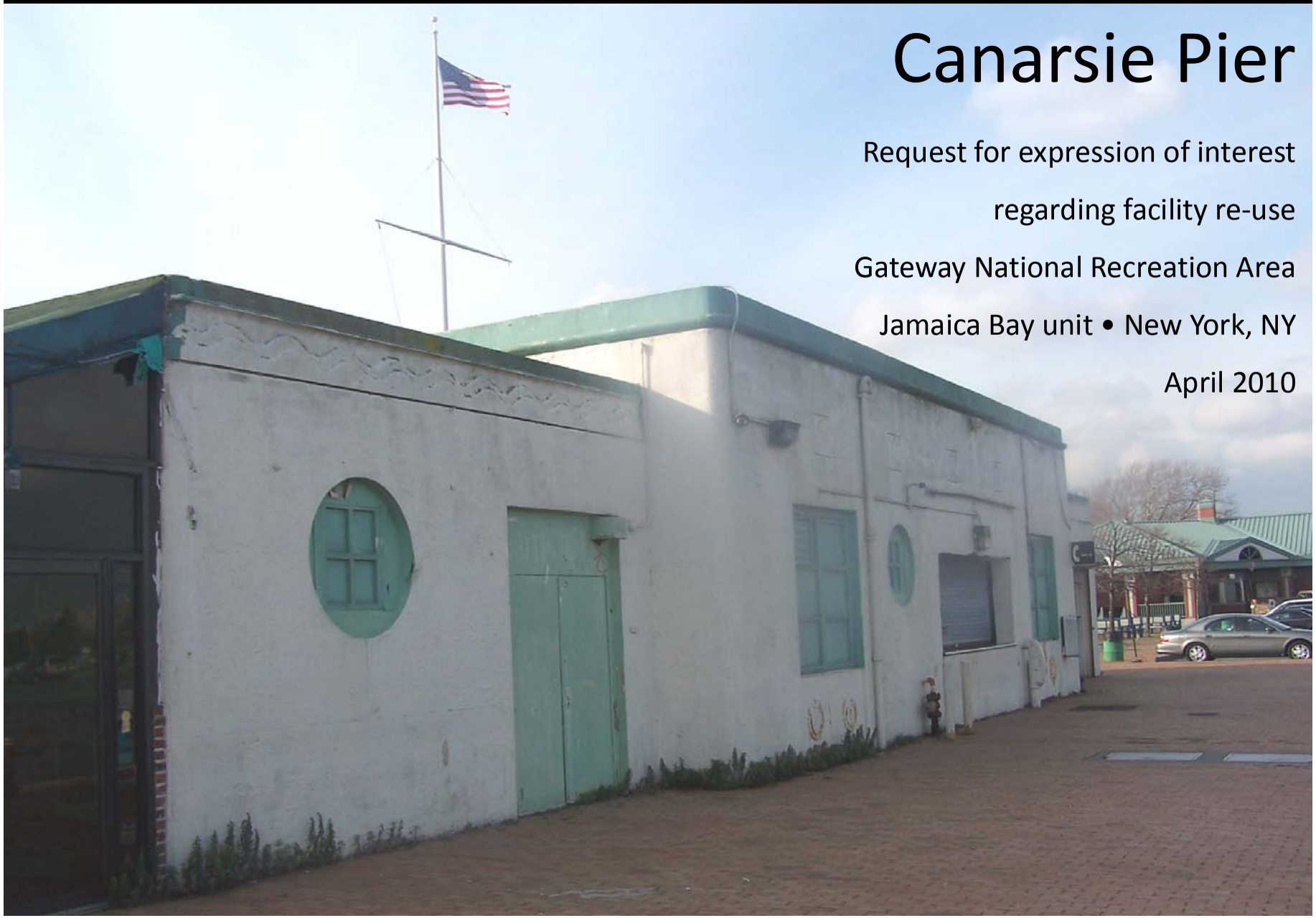
Gateway National Recreation Area

National Park Service
US Department of the Interior



Canarsie Pier

Request for expression of interest

regarding facility re-use

Gateway National Recreation Area

Jamaica Bay unit • New York, NY

April 2010

The National Park Service (NPS) announces a Request for Expression of Interest (RFEI) for the re-use of one 5,477 square-foot building on Canarsie Pier, located in the Brooklyn borough of New York City along the south side of Belt Parkway at exit 13 and Rockaway Parkway. The 600-foot pier extends into Jamaica Bay, a 9,155-acre refuge with an impressive diversity of flora and fauna. The building identified for potential re-use was previously operated as a restaurant and seasonal snack bar.

The NPS may choose all or part of the content of one or more responses to the RFEI for further consideration and possible development into a public solicitation that the NPS then would advertise to the public, inviting all qualified candidates to submit proposals for the operation.

Image: Google Earth

Canarsie Pier is managed as part of Gateway National Recreation Area (NRA). It is accessible by automobile and by public transportation (B42 bus line). The site is popular for fishing, picnics and recreation. In the summertime, the NPS offers free kayaking along Jamaica Bay starting and ending at Canarsie Pier, and an evening concert series. The NPS maintains an unstaffed contact station on the pier which operates year-round and provides restrooms and visitor information. Visitation to Canarsie Pier has fluctuated significantly over the past ten years with an annual visitation of 115,000 visitors at its lowest point and peak annual visitation of well over 400,000 visitors.

Facility under consideration	The National Park Service is seeking expressions of interest in redevelopment of a the 5,477 square-foot facility located within Gateway National Recreation Area.
Location	The site is on Canarise Pier, a 600-foot pier with adjacent grass fields and picnic areas, located in south Brooklyn and extending into Jamaica Bay.
Financial requirements	Financial requirements vary based on the legal instrument under which the proposal is issued and may be based on fair market lease value or a financial analysis of the business opportunity.
Term length	Short-term and long-term occupancy arrangements will be considered. Term length will be determined by the NPS.
Process	Detailed guidance for responses to this RFEI are contained in the "Considerations" and "Submission Guidelines" sections. The NPS may choose all or part of the content of one or more responses to the RFEI for further consideration and possible development into a public solicitation that the NPS then would advertise to the public, inviting all qualified candidates to submit proposals for the operation. There are very limited circumstances under which the building may be reused by a non-NPS entity without a public solicitation. The precise process for soliciting and selecting proposals will depend on the nature of the business opportunity and the legal instrument under which the proposal is issued. The two instruments the NPS most commonly uses for a facility such as the one under consideration in this RFEI are a concession contract and a lease. These instruments are governed by 36 CFR 51 (concession contracts) and 36 CFR 18 (leasing). The pertinent laws, regulations and policies, can be found on the NPS policy web site (http://home.nps.gov/applications/npspolicy/index.cfm). More information on the National Park Service's commercial services program can be found at www.concessions.nps.gov. Information about other ways to do business with the NPS can be found at www.nps.gov/aboutus/doingbusinesswithus.htm. Information specific to Gateway NRA is available at www.nps.gov/gate/parkmgmt/businesswithpark.htm.
Visiting the site	Site visits are scheduled for May 7, 2010 at 11:00 AM and May 8, 2010 at 11:00 AM. The NPS staff will allow access to the interior of the facility during these site visits. Level of access may be limited to visual access if health and safety issues warrant it. All parties intending to attend one of the scheduled site visits must send an email message to the contact listed below by May 3, 2010, with a listing of all attendees by name, organization, phone number and email address. Further information and additional directions will be sent by return email message. Interested parties are also encouraged to visit the site independently (external access only) at any time during the park's operating hours.
Response due	June 7, 2010
Contact	Barbara Repeta, Business Management Division Barbara_Repeta@nps.gov; (718) 354-4614 Gateway National Recreation Area; National Park Service; 210 New York Ave; Staten Island NY 10305

The site

The subject site has been used in the past as a restaurant and a seasonal snack bar under concession contracts. The building has been vacant since 2002. The most recent condition assessment, conducted in 2006, estimated that the facility would require capital investment of $2.5 million to operate as a non-food service and $3.9 million for food service usage. These estimates, which are expressed in 2006 dollars, reflect conditions which may have changed significantly since the 2006 condition assessment was issued.

For the previous three years the park has permitted seasonal mobile food and beverage vendors to serve the park visitors at the Pier. For the past two years, this service has been authorized through a Commercial Use Authorization.

The on-site parking at Canarsie Pier (350 parking places) serves all visitors to the pier – those coming for recreational purposes and those who would be coming for use of the facility proposed for re-use. There is no supplemental on-street parking available nearby. It is unlikely that a portion of the 350 parking places could be reserved for limited use. The current level of services and attractions at the Pier draws enough visitors by car to reach the parking capacity occasionally .

The US Army Corps of Engineers notified the park in 2009 of physical deterioration on some of the concrete pilings of the pier. The park is in the process of reviewing evaluation methods. It is unknown whether or how any structural work on the pier would affect access to the pier or how long the structural work would take to complete. If the NPS commences with any structural repairs to the pier, the NPS would bear responsibility for those repairs, subject to funds availability. It is anticipated that this work would be conducted in advance of or in conjunction with any rehabilitation of the facility which is the subject of this RFEI.

Canarsie Pier is open 5:00am - 2:00am; closed to all visitors from 2:00am - 5:00am; and is closed to all vehicles from 2:00am - 8:00am.

Public domain photo

CAMDEN PIER

The facility

The facility is one story and has a total footprint of 5,477 square feet. The original section was built in 1930 with exterior walls constructed of masonry and a painted stucco exterior finish. The roof is an EPDM roof (a type of rubber membrane roof). The facility is not protected by a fire protection system. Natural gas and electrical service to the facility exist but were discontinued in 2002.

The following systems exist at the site and were operational at the time of the building's closing in 2002:

- Natural gas hydronic boiler with baseboard heating located around the perimeter of the dining area as well as two overhead natural gas heat pumps
- DX rooftop refrigeration unit for cooling and ventilation
- Kitchen hood with hood exhaust system and additional ventilation for the kitchen area with wall mounted prop fans
- Natural gas hot water heater for domestic hot water
- 200 amp 120/240 volt 3 phase electrical service

An addition to the original structure, constructed in the late 1970s, is made of glass curtain walls and doors with a sloped fabric roof and wood floors which had been covered with carpet but has since been removed. Also in the late 1970s a wooden deck was built out toward the water. Current law requires that if more than 50% of the structure is updated then the entire facility will need to incorporate installation of all items required for ADA access.

The numbers on the photographs correspond to the locations on the drawing on page 9.

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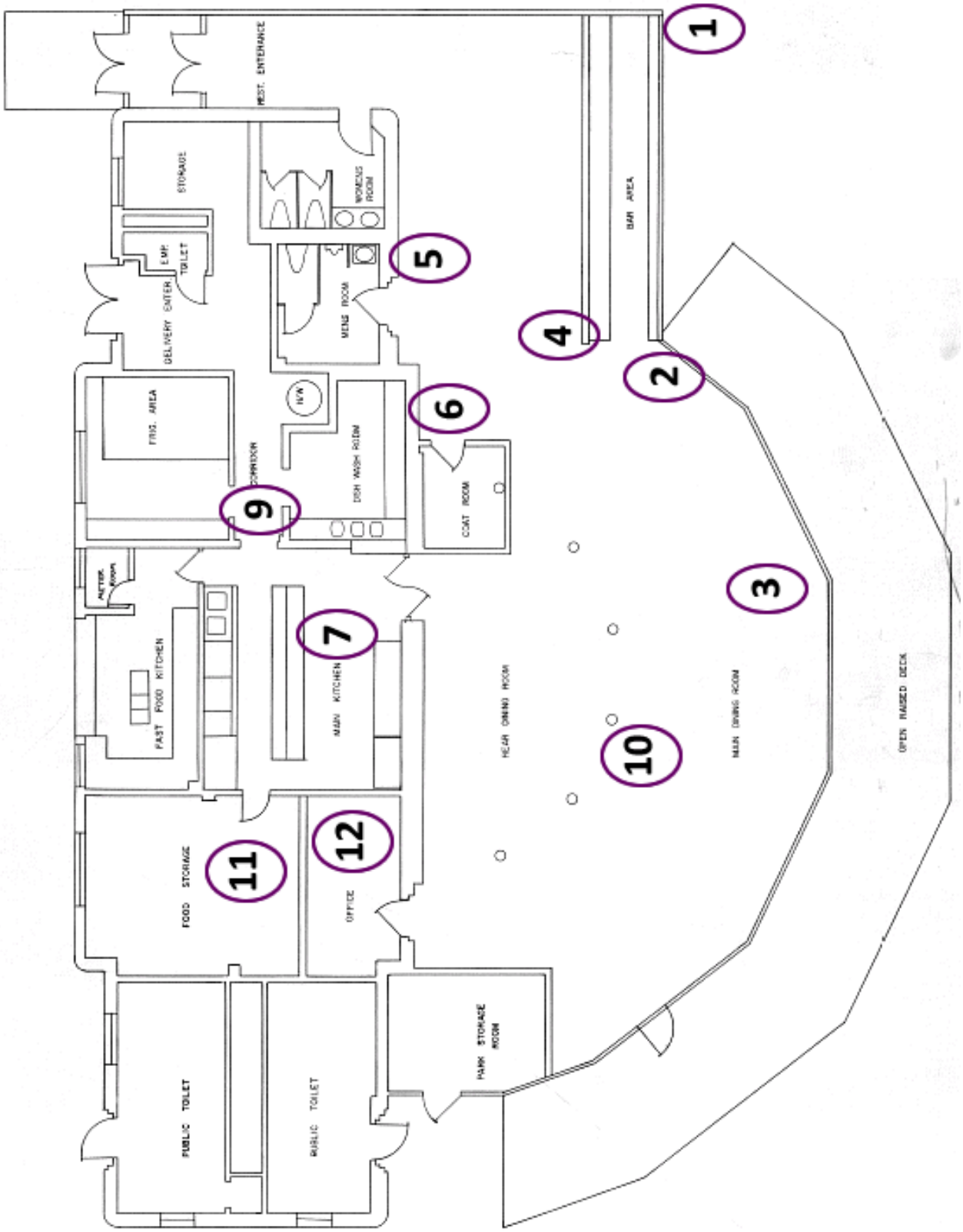
This drawing is from a 1986 as-built drawing. The numbers on the drawing correspond to the photographs on the preceding pages.



The park area

Gateway National Recreation Area provides abundant recreational and learning opportunities, from swimming, boating and fishing to team sports, bicycling and nature study. The living world can be explored in a wildlife refuge, holly forest, ocean dunes and coastal uplands. The nation's oldest operating lighthouse, forts that defended America, and sites that trace aviation's early days tell significant stories.

Gateway NRA brings National Park Service programs closer to more people than ever before. It is truly a "gateway" to the national park experience. When Gateway National Recreation Area was added to the National Park System in 1972 it brought a new concept of national public lands. National parks weren't just 'out west' anymore, they were here at the doorstep of the country's largest city.

Gateway covers more than 40 square miles in New York and New Jersey, an area nearly twice the size of the island of Manhattan. The park attracts over 9 million visitors a year making it the third most visited National Park in America.

Gateway's Jamaica Bay unit in Brooklyn and Queens includes a wealth of history, nature and recreation, from New York City's first major airport and coastal fortifications to a wildlife refuge and pristine beaches. The Jamaica Bay unit includes a wide variety of resources.

- Jamaica Bay Wildlife Refuge includes 9,155 acres with marshland, woods, ponds and an open expanse of bay. More than 330 bird species that have been

sighted at the refuge over the last 25 years, nearly half the species known in the Northeast. The refuge provides a critical sanctuary for migratory birds and is home to an impressive array of native reptiles, amphibians, small mammals, over 60 species of butterflies and one of the largest populations of horseshoe crabs in the northeast.

- Canarsie Pier is popular for fishing, picnics and recreation. Summertime kayaking along Jamaica Bay starts and ends at Canarsie Pier and there is a weekly, evening concert series each summer.
- Floyd Bennett Field served as a point of departure for record-breaking flights of famous aviators, including Amelia Earhart and Howard Hughes. It opened in 1931 as New York's first municipal airport and is now open to the public to share the history of aviation, to observe wildlife, and for recreation opportunities including model airplanes, cycling, a community garden and a world-class recreation facility at Aviator Sports & Recreation.
- The National Park Service presence in the Rockaways includes a wide variety of beach recreation opportunities at Jacob Riis Park, Fort Tilden, Breezy Point Surf Club, and Silver Gull Club.
- Boating, golf and horseback riding are among the other recreational activities visitors enjoy in the Jamaica Bay unit of Gateway NRA.

Considerations

DRAFT Park Purpose

Gateway NRA is currently developing a general management plan (GMP) that will guide the park's management for the next twenty years. As part of the GMP, the park creates a foundation statement, including a statement of park purpose. The park purpose is a specific reason why Congress and/or the president established the park as a unit of the national park system. The draft purpose is this:

Gateway National Recreation Area provides a national park experience in the country's largest metropolitan area. The park preserves a mosaic of coastal ecosystems and natural areas interwoven with historic coastal defense and maritime sites around New York's Outer Harbor. Beaches, marshes, waters, scenic views and open space offer resource appropriate recreational opportunities to a diverse public, recognizing the importance to preserve these special places and leave them unimpaired for future generations.

Uses of federal land must be authorized by law and comply with the law under which the use is authorized. The two instruments the NPS most commonly uses for a facility such as the one under consideration in this RFEI are a concession contract and a lease.

Uses of federal land under National Park Service management must meet certain criteria. For Canarsie Pier, this means that the proposed use must:

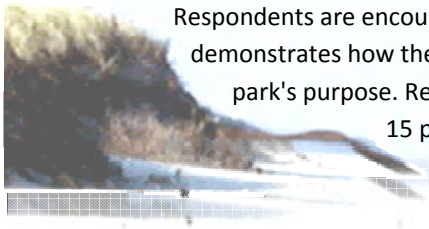
- not degrade or unduly impair the park's resources and values;
- be compatible with the programs of the NPS;
- be consistent with the purposes established by law for the park area in which it is located; and
- insure the preservation of any historic property involved with the proposed use.

Additionally, the proposed use must follow all applicable local, state and federal laws, such as health, safety, food handling, and labor and employment law. Proposed uses may, if implemented, be subject to environmental and historical compliance.

Gateway NRA is currently developing a general management plan (GMP). The GMP is designed to guide the park's management for the next twenty years. The GMP process considers ideas from many different people and groups, including the general public. These ideas are matched with scientific information and analysis. Impacts to the social, cultural and natural environments in the park and surrounding areas will be taken into consideration. All of this input will be used to present a written draft document that will be available for public comment. After all comments are received and considered, the GMP will be finalized.

The new GMP, once approved, may affect what uses are allowable at Canarsie Pier. Updates on the GMP process, including dates for open house events and information on how the public can provide input, are available on the park's web site (www.nps.gov/gate).

Submission guidelines



Respondents are encouraged to provide input that demonstrates how their concept will support the park's purpose. Responses should not exceed 15 pages total. The NPS is particularly interested in receiving:

- Transmittal letter indicating the name of submitting company or organization, legal structure, and contact information for person(s) authorized to represent the submitting company or organization.
- Description of the reuse concept for the assigned property at Canarsie Pier, including anticipated rehabilitation and site improvements, type and estimated square feet of all uses, estimated parking requirements, and a description of the type of visitor experience.
- Conceptual-level description of financial structure for proposed use. This may be stated in broad terms and may include desired instrument for occupancy (e.g., lease, concession, etc.), general design for compensation to the NPS (e.g., ratio of capital investments vs. cash payments) and anticipated requirements such as lease term in years.
- Any other pertinent points or conditions.
- Please indicate in your submission whether you would like the NPS to retain your contact information and notify you of future Requests for Proposals concerning Canarsie Pier.

Please submit two (2) original copies of your response to the Request for Expressions of Interest by June 7, 2010. In addition, respondents are encouraged to submit an electronic copy of their proposal in any format. All submittals become the property of the National Park Service. The NPS may choose all or part of the content of one or more responses to the RFEI for further consideration and possible development into a public solicitation that the NPS then would advertise to the public, inviting all qualified candidates to submit proposals for the operation. Submittals should be sent to Business Management Division; Gateway National Recreation Area; National Park Service; 210 New York Ave; Staten Island NY 10305; or by email to Barbara_Repeta@nps.gov.

The NPS will acknowledge your submission after receipt. Within 90 days of the submission date the NPS will provide a publically available description of the next steps in the process and notify all respondents by email. Due to the extreme variability of requirements associated with the different instruments for occupancy, the NPS cannot at this time estimate the date a competitive opportunity would be issued or the anticipated date for occupancy.

DRAFT Significance Statements

As part of Gateway's GMP process, it has created four draft significance statements which will define what is most important about the park's resources and values.

Significance Statement I: *Gateway contains an assemblage of coastal ecosystems formed by natural features, both physical and biological, that include barrier peninsulas, estuaries, oceans, and maritime uplands. The habitats that comprise these ecosystems, so rare in such highly developed areas, support a rich biota that includes migratory birds, marine finfish and shellfish, plant communities, and rare, threatened, and endangered species. These features provide opportunities to restore, study, enhance, and experience coastal habitats and ecosystem processes.*

Significance Statement II: *The park includes one of the largest and most complete collections of military installations and fortifications in the country, dating from the Revolutionary Era through the 20th century. These installations served as the military defense of New York, America's largest city. This long period of military presence has yielded one of the most extensive collections of historic military architecture in the national park system.*

Significance Statement III: *The maritime resources of Gateway include the first federally sponsored lifesaving station in the country and the oldest working lighthouse in the United States. These resources served to protect ocean commerce and enhance the safety of the busiest American seaport.*

Significance Statement IV: *The vast and diverse park resources at the gateway to the most densely populated region of the United States provide an abundance of outstanding recreational and educational opportunities.*

Gateway National Recreation Area

www.nps.gov/gate

All photos are NPS photos unless otherwise noted.

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