

Fort Hancock 21st Century Advisory Committee
Meeting Summary
April 11, 2014

The Fort Hancock 21st Century Advisory Committee (Committee), chartered under the Federal Advisory Committee Act (FACA), held its tenth meeting April 11, 2014 at the Sandy Hook Unit of Gateway National Recreation Area (Gateway), in the Chapel.

Welcome and Opening of Meeting

Jennifer Nersesian, Superintendent of Gateway and Designated Federal Officer (DFO) for the Committee, opened the meeting at 9:15 am. She stated that the park was looking at next steps concerning the development of a Request for Proposals (RFP) for the adaptive reuse of dozens of historic buildings at the Fort Hancock Historic Landmark District, located in Gateway's Sandy Hook Unit. It is a big process with a lot of details, and she is looking forward to moving ahead.

Department of the Interior Facilitator Robert Fisher did not attend the meeting; therefore, Committee Co-Chairs Gerard Glaser and John Reynolds jointly facilitated this meeting. Reynolds provided an overview of the agenda for the day.

Report by RFP Working Group and Gateway Business Office

Glaser mentioned that Pam McLay of Gateway's Office of Business Services and Partnerships would lead discussion about the RFP, including the parameters of a formal RFP as defined by a draft Table of Contents (TOC) developed by the park with the RFP working group. It is up to the park to fill in what is under the headings but the Committee must make sure everything is covered, including areas where more information is needed.

McLay described the eight sections of the draft TOC, shown in its entirety as Attachment B of this document.

Lynda Rose asked what would happen if someone is unable to complete a project while underway due to illness. Answer: The park will determine whether leases are transferable, and consider this as a term of the RFP.

McLay noted that the RFP Work Group perceived patterns in the uses of specific areas at Fort Hancock solicitations collectively. (A map of these possible concentrations of building uses appears as Attachment C of this summary.) It is important for NPS to include in any proposal what future investments the park proposed for Sandy Hook . There are also needs to be considered in alignment with the park's General Management Plan, which will be released this spring. These needs include: gas (currently unavailable at Sandy Hook), resiliency, utilities, seawall, information technology (IT) infrastructure, post-lease management structure, transportation, current and future emergency services available (EMT/FIRE/Safety), interface with visitors to the park.

Most important section is the selection criteria, which will state how applicants will be measured against other proposals. Financial capability of each proposal must be clear and must state a scope of the proposed use which is compatible with the NPS mission. Applicants must understand how to respond to

the proposal by writing a clear project description, including plans and specifics. The NPS was encouraged to include a timeline for the RFP.

Exhibits for the RFP will include all building profiles and sample NPS lease template.

McLay asked the committee to consider this draft as a recommendation to the park. Reynolds asks the committee to do so.

Michael Holenstein asked whether the park could make clear what the minimum renovations will be required for each building and whether nominal repairs are acceptable in some cases. He later clarified that he was concerned with exterior rehabilitation at a mechanical level and a building structure level, which he believes could be standard from building to building so that the historic landscape could maintain a uniform, accurate appearance.

Reynolds seconded the idea. He pointed out that each lessee will have a separate agreement with SHPO and NPS regarding their leased property but, if you have to wait until you negotiate your lease to determine what those things are, it will take too long. Therefore it is reasonable to have a standard in place to avoid later issues.

Holenstein suggested that the park have a minimum standard at 90% from which we can negotiate down when there is proof that something does *not* need to be done. Pete McCarthy, unit coordinator of the Sandy Hook Unit, noted that the Interior Secretary's Standards for Rehabilitation (which can be found at <http://www.nps.gov/tps/standards/rehabilitation.htm>) specify character-defining considerations for each structure. Blanket standards are not easy to establish because each facility requires its own programmatic agreement.

McLay asks if there is a "worst case scenario" against we can measure (i.e., a maximum we expect a proposed lessee to spend, where anything that comes in less than that is to the advantage of the lessee). McCarthy pointed out that government costs to rehab are significantly more than the private sector and we need to assess whether we are measuring against government costs or costs estimated in the private sector (what is the worst case scenario re: government estimate vs. average cost in private sector).

Reynolds asks if the working group can get a move on this.

Nersesian agreed that the park can identify some basic criteria for rehab requirements (example: if the original fabric is deteriorated beyond 50%, certain changes will be allowed), in coordination with the New Jersey State Historic Preservation Office (NJ SHPO). The park should discuss next steps with SHPO. This can take place once the GMP is signed, which the park expects this spring.

Reynolds believed that tensions between requirements for historic preservation and what the RFP needs to articulate can be made acceptable to both parties. Dan Saunders from NJ SHPO (also a committee member who was unable to attend this meeting) must consider all of this as it makes a difference to the RFP.

Shawn Welch asked if private contractors have to follow the Davis Bacon Act, which requires the government to pay the prevailing local wages on projects and might increase rehab costs for leaseholders. Answer: No, Davis Bacon does not apply to private leaseholders.

Nersesian mentioned that reconstruction, rehabilitation, and restoration are different and distinct as defined by the Secretary's Standards. For Fort Hancock's buildings, the need is not restoration or reconstruction. We need a common understanding of the common level of facilities and the distinction we must make between reconstruction and rehabilitation requirements. At the same time, this project must be financially feasible, or everybody loses leaseholders, the park, taxpayers, visitors.

Glaser stated that articulating character-defining features is complicated but must be done. He wanted to hear from some potential applicants on the issue. Nersesian said that character-defining characteristics of the buildings have been available to the public all along and the park will continue to make those available. Glaser cautioned the park to be obvious about it and direct inquiries to someone who can answer questions.

McLay explained that questions from the public always arise in connection with RFP-related site visits. Those questions will be collected and published. It is easier to collect questions and publish the information so that everyone has the benefit of the answers.

Glaser points out that we don't want to be in a situation where one applicant is held to different standards than another. McLay states that SHPO must consider different treatments in its PA.

The timing of a release of the RFP was a cause of concern. Reynolds stated that the park should issue an RFP sooner rather than later. Potential applicants are getting antsy and waiting results in a loss of momentum. Nersesian pointed out that the park is waiting on the GMP.

Holenstein said the RFP should identify minimum standards and corresponding requirements up front. To do otherwise would create a "quagmire" of administrative difficulty and slow the pace, unless we do not expect to address more than one or two buildings a year. He urged a standard that stated, "This is what you must do and if you can do better, great!"

Guy Hembling observed that buildings' exteriors seemed to be the priority in terms of preservation: roofs, windows, porches, new wiring and HVAC. Thereafter, the applicants can address the other components of the interior. The park and the committee cannot figure out the overall cost, but can address the above. That way, proposals can consider the underlying financial considerations required by facilities before they can be adaptively reused. He urged focus on exterior rehabilitation as a priority.

Holenstein moved to recommend the draft TOC for the park to use in developing the RFP. Welch seconded; consent was unanimous.

Action Items from Last Meeting

John Warren, external affairs officer at Gateway's Sandy Hook Unit, presented a revised map showing possible concentrations of building uses as suggested by RFEI responses. Reynolds observed that the

map needed a title that made it clear that these were not prescribed by the committee but had arisen organically from trends of REFI responses and that these concentrations were open to discussion, amendment, or revision.

Warren pointed out the status of action items from the last meeting. This list is uploaded to the committee website. A summary of minutes from the last meeting is being circulated among committee members and will be placed on the website once it receives final approval by committee members.

A presentation on Historic Tax Credits is pending for the next FACA meeting, where a speaker from DOI will also discuss the Secretary's Standards. We will notify anyone who responded to the RFEI.

Estimating costs for experts and appraisals are pending. Outreach to surrounding municipalities will be ongoing.

Bill Wilby asked if there a target date to release RFP. He understands we have been set back but time is of the essence. Warren noted that the park wants to issue a strong RFP but also recognizes the importance of keeping the momentum going. Nersesian stated the park does not have a target date yet, but her sense is that an RFP could be ready by late summer/early fall. McLay added that, since we now have an outline, the park will put it out as soon as we can. We can start drafting sections of the RFP now, and the GMP considerations are not likely to hold up progress.

Reynolds asked if there is anything the committee would like to pass on.

Holenstein stated that he operates best under deadlines and believes they are important in determining what you can live without. He suggested a target date for issuing the RFP.

Reynolds pointed out that "each item of the RFP TOC can become a career" and asked the NPS to set a nearer goal by which this can be accomplished. The perfect need not become the enemy of the good.

Wilby said that we move to a goal rather than focusing more on the process. Karolyn Wray and Lynda Rose agreed. Rose asked if the committee should give the NPS a deadline.

Reynolds thought that an earlier date than late summer or early fall was needed. He also noted that Gateway's business office has lost staff and Nersesian is reaching out to Golden Gate National Recreation Area. Still, he urged the park to push hard to meet a deadline. Without making the date a mandate, he asked that the minutes reflect that the committee is anxious and wishes to have a deadline. Wilby said he understood that everyone works hard but thinks we start drawing lines through tasks that are not necessary for the RFP.

Reynolds stated that the park should write the whole RFP and circle back to areas missing information.

McLay responded that the park would use the TOC as a draft/work plan and start filling in a draft RFP. We will report out on the work plan at our next meeting. The GMP will be done by the next meeting, and the historic tax credit expert will be at the next meeting but the financial commitments we are seeking require information we do not yet have. The park will not "reinvent the wheel" and will use

prototypes that are already out there. There is, however, missing information that the park needs to identify what is truly necessary to ensure a successful RFP.

Holenstein asked what a reasonable time period is to have an RFP.

McLay stated that, while she takes the lead on this project, there are a lot of components that we have no control over.

Glaser points out that we do not need to wait for GMP or historic tax credits to start drafting the RFP.

At this point, the committee took a ten-minute break.

After the break, Warren passed around a list for committee members to add their names and contact information in case other committee members wanted to contact them for non-committee issues. The list was entirely voluntary and not part of committee business; therefore, it will not be shared outside of committee members who voluntarily sign up to be on the list themselves.

Jeff Bryant, an NPS employee working on leasing issues for the Northeast Region (NERO), introduced himself to the FACA group. According to Bryant, NERO is currently working on 75 leases. Parks create an initial document, after which NERO assists the park with the RFP. Both co-chairs thanked him and ask him to convey to the NERO Regional Director that this is the most important project in the region. Nersesian noted that Regional Director Michael Caldwell plans to attend the next committee meeting.

Sandy Recovery, Five Year Program, Funding Proposals and Secretary's Standards

Sandy Hook Unit Coordinator Pete McCarthy presented the current state of repairs after Hurricane Sandy as well as the long-term goals for the unit. His PowerPoint is on the committee website.

Recovery after the superstorm included three phases. Through each phase there were pitfalls due to damage and unforeseen conditions.

Phase 1 was to restore basic operations (open park, water, sewer) by May 1, 2013 and to get staff into offices. Critical infrastructure components had been ruined and almost all infrastructure took a hit. Water, sewer, and electricity were offline for months. After January, rudimentary water /sewer were back in place. The sewer plant and control areas had been under four feet of water. Phase 1 allowed for manual operations. Sand was piled as high as six feet in the parking lot and there was a ten foot dune in the middle of the main road. Bathrooms were needed before the park could be opened to the public. All fixtures had to be removed and cleaned out or replaced. The visitor center, a historic Life Saving Station, had been badly flooded and remains offline; visitor center operations were moved to The Lighthouse Keepers Quarters. Ferry dock parking lot took a hit (washout/erosion/sinkhole) and the gangway and dock had to be reinstalled. Horseshoe Cove bridge was reinstalled and fisherman's' beach had to be reopened (using sustainable materials such as bluestone gravel instead of paving). Providing basic space for maintenance staff meant moving offices or work areas from flooded buildings to new areas (Building 130 maintenance equip shop, 437 maintenance building, mule barn for B&U). Beach Centers needed to be cleaned out along with Building 58, which is used by interpretive staff. To

competitively hire staff for summer needs, some seasonal housing had to be repaired for lifeguards and visitor use assistants. McCarthy pointed out that leases in place before the storm required the park to get access (roads) and basic services up and running.

Phase 2 of the recovery has just started. Phase 2 cost is estimated at \$35 million; money from Hurricane Sandy needs to be obligated. Key components include:

1. Finish water plant rehab;
2. Relocate maintenance facility. This area had 5.5 feet of water and was accessed for awhile only by boat. A location for a new maintenance facility has been narrowed down by a value analysis to two locations. This facility alone could be a 20 million dollar project.
3. Rehabilitate Building 102 as dorm space, since Buildings 119 and 120 are no longer fit for use after the flood. It is hoped that Building 102 will be in use by summer 2015.
4. Rehabilitate Visitor Center at Spermaceti Cove (the former Life Saving Station) in a resilient manner. Alternatives include moving utilities to a higher elevation and elevating the building itself up. The park wants to keep this building intact and to continue to use it for visitor services.
5. Restoring employee housing on site is critical if the park is to have emergency services available to current and new leaseholders 24 hours a day. The park will start with required employees in fire suppression and law enforcement.
6. The Holly Forest boardwalk will be rebuilt by the summer of 2015.
7. Seawall repairs are required in back of the chapel.
8. Relocation of dispatch center to FOWA has occurred/consolidated.
9. Repair of MUP, removal of beach debris, IT infrastructure, all completed or underway.
10. Repairs of two porches on Officers Row (Buildings 7 and 17) and repair of History House (Building 1) are underway. At History House, an electrical panel has been brought up to the first floor. Heating needs to be elevated.

Some questions arose:

- *Will all the porches be rehabilitated?* Answer: The repair of two porches now underway by NPS will establish best practices for repairs in general. We do not yet know if funding will allow repairs of more porches. Other buildings are a higher priority because they will help the park provide critical services to visitors and leaseholders.
- *Who is allowed to use Building 102 dorms?* Answer: They are intended for NPS seasonal employees, so that the park can operate in a safe manner. The dorm will also be available to support park partners with limited space during the summer beach season, and more space during the off season.
- *What about the Seagulls Nest (a former restaurant located at Parking Lot D) and other concession buildings?* Answer: They need a lot of work and are being considered by the business division as possible leases. Meanwhile, food services are being provided through mobile vendors who have submitted requests to work with the park this year.

- *If initial damage has been discovered to be worse than it was immediately after Sandy, will it be repaired with Sandy funds?* Answer: Yes. Residual and collateral damage is being funded with Sandy funding.

FIVE YEAR PLAN: There are currently 191 projects in the NPS' Project Management Information System (PMIS) system requiring funding in the amount of \$89.5 million. They range from education programs to roof replacement. Sandy-funded projects (\$60 Million) are also entered into this system but are separate from the 191 projects mentioned above. McCarthy showed the list of sources from which funds are requested throughout the NPS (and points out that we have to compete for those funds).

What are we funded (where funds are approved but not yet appropriated) for over the next five years?

1. Expand education parkwide.
2. Water Taxi Service and Internal Shuttle
3. Rec Fee Demo (funds from parking fees, covering lifeguards, beach operations, repairs parkwide)
4. Cyclical Maintenance (use Youth Conservation Corps)
5. Cultural Resources and Cataloguing Archeology

Questions:

- *Will trash collection (the park has a Carry In/Out policy) will be enforced?* Answer: There is no longer a third party addressing the trash collection in beach plaza. The easiest way to address it is to get money for trash removal in spite of previous success with carry in/out prior to Sandy. NPS will be able to deal with this issue better in summer 2014. LEs can issue summons/fines.
- *Is there a historic risk factor in going from budgeted to appropriations?* Answer: There is a risk associated in instances with sequestration and nothing is guaranteed. However, we feel solid in requesting the funds. It is true that long term detriment is high and short term funding effects on NPS as a whole are detrimental. Also, Congress has not funded the recently approved pay raises, which then must be paid via existing park operating funds.
- *Are there facility maintenance considerations in appropriations?* Answer: Project based, repair, rehab, and maintenance, as well as daily operations and cyclical maintenance are parts of different appropriations that are "fenced." This means that money cannot be moved between accounting categories within an appropriation.
- *There is a question about operations and maintenance vs. restrictions on building (in effect).* Answer: Operations and maintenance functions are not always funded through congressional appropriations, but they can also be funded using other sources of non-appropriated funds such as recreation fee charges and lease charges.

UPDATES ON HISTORIC TREATMENTS:

The Interior Secretary's Standards for Rehabilitation in 36 CFR 67 require us to retain and preserve the historic character of a property.

Character-defining features were defined for most Fort Hancock buildings and can be found in the 1999 Fort Hancock Rehabilitation Guidelines, which is posted online at the committee website. See http://www.forthancock21stcentury.org/real_property. Highlights include:

- Officer Row Buildings and Barracks: Configuration of main floor rooms, stair hall railings, pressed tin ceilings
- Exterior of Buildings: Brick and Stone Wall, Stone Sill, open front porch, wood doors and windows, roof and cornices/trims
- Buildings 23, 24, 25: cornices, wood trim
- Also: fireplaces, railings, main spaces

During the last effort to save Fort Hancock, the park developed a draft Programmatic Agreement (PA) with SHPO which, to our knowledge, was never signed by the parties involved. It needs to be updated and reviewed by SHPO by this fall. Each lessee may have his/her own separate PA. Current paint plan is under review with SHPO and will be done by the time the porches are done mid-summer. A historic sign plan is already in place. A Cultural Landscape Plan was approved in 2006 and can be found online here: http://www.forthancock21stcentury.org/real_property.

More questions:

- *What does it mean to update the 2005 PA Draft with SHPO? Will the features themselves be up for consideration or is it that the conditions of the buildings will be updated?* Answer: Condition of the buildings will be updated. Glaser commented that we already know what we have to preserve.
- Reynolds asked: *What is the schedule for working on PAs? Is anyone working on a standard set of PAs? Can we discuss the schedule by which we can have this reviewed by Dan Saunders (of NJ SHPO)?* Answer: The park is not ready to have SHPO review anything. Nersesian commented that, as soon as we have the Record of Decision approved for the GMP, we can sit down with SHPO and start mapping the progress we hope to make with SHPO.

Permitting process:

NJUCC has been adopted by Sandy Hook (since 2005), SOI Standards for Historic Property, Section 106, NJ Rehabilitation Code. All this information will be posted to the committee website.

FOHA Staffing Plan includes Historic Architect, Construction Project Manager, Engineer, Budget Analyst, Attorney, Asset Managers (Cyclical Maintenance). Will also include law enforcement (LE), fire staff, fire inspector, laborers, electrician, pipefitter.

Reynolds asked if any of these positions exist yet. McCarthy replied no, they do not. Reynolds asks if these positions will be funded out of new money. McCarthy answered yes and that the funding can come out of cost recovery.

Nersesian wondered how these positions could be folded in while providing for economic opportunity to leaseholders. She asked if the business division or Sandy Hook Unit has considered the staffing costs for the operations proposed. McCarthy said the positions would cost \$1.2 million on an annual basis.

Holenstein observed that the marginal square foot cost per unit (gross sf) based on numbers they have is \$8 per square foot (psf). He said that \$8 psf for a common area service charge is reasonable. This works out to just over \$4,000 per month on all buildings.

Nersesian asked the committee, what is the threshold? What is not a reasonable cost? Holenstein replied that fair incremental costs are eaten by the provider. NPS must endure the expense until we get “leased up.” Nersesian asked, what is the realm of reason? Holenstein said that \$1.8M split out over the space we have (towards costs for water, sewer, LE, fire, street lighting, electricity) is reasonable—\$10 per square foot is reasonable.

Costing Work Group report by Shawn Welch

This work group is revisiting the costs of Sandy Hook, with macro level cost factors. In the U.S. Army, historic structure escalator is a factor of 1.5 to 2 times the standard commercial cost factor.

Welch, who is a senior leader assigned to the Army staff as an installation management officer, is familiar with Maximo, a commercial off the shelf facility management system that is the operating system for the NPS’s FMSS (Facility Management Software System) used by the NPS to cost projects and aggregate project costs all the way up to the national level. The Park can get an accurate number of what it costs to repair buildings but updating costs for the entire real property holding of Gateway will likely require the park to hire engineers (or consultants) to input the information that Maximo can rely on to come up with the costs and to generate work orders.

The Army looks at building by category groups (barracks, for example) and category codes (use of facility, i.e., use of the barracks (category group) for the type of use (housing, supply, weapons, etc.)). The Army and Department of Defense also use a FCI (facility condition index). Welch thinks our FCI numbers are low because full building assessments have not been performed on all buildings. The public should not be deluded that this can be done on the cheap. The deferred maintenance numbers the NPS has are not accurate across the real property portfolio (some buildings are better evaluated than others); and even many of those updated post Sandy are now already out of date due to subsequent damage from lack of repairs.

Welch recommends that the park:

- Update FMSS for the buildings that are going to be available.
- Be sure to let public know that this is a more detailed restoration than they may envision but it will be costly in any event (in spite of some public discussion that private entity/individuals can do the rehab cheaper).

Holenstein wants the committee to talk about property management as time goes forward. We do not want 37 different types of heaters, fireplaces, etc. There should be uniformity so that when the buildings

are rehabbed and ultimately transferred to another lessee, there is a measure of consistency. That also makes buildings easier to maintain by the NPS. Welch concurred that standardization is important for brands of equipment so that maintenance and costs can be maintained.

Holenstein added that figures should be updated and made available for consideration—to develop cost estimates for various building types with minimum costs and make them available. The committee approved this by consensus.

DFO's Update on GMP, Other Committee Business

GMP: Nersesian reported that the GMP would be released April 18, with publication in the Federal Register on April 25 and 30-day period runs. When the Record of Decision (ROD) gets signed after the 30 day period, one of our first actions will be to sit down with NJ SHPO, where the park has signed a broader PA. We will meet with SHPO ahead of time to get the process going.

Nersesian read from the proposed GMP and pointed out a red area depicted in the GMP zone, which indicated a rehabilitation of cultural resources. Zoning through the FOHA District is what is envisioned in GMP. (Green = Natural Zone, Red= Historic.) Preferred alternative prefers a more robust visitor experience, without compromising preservation, and enhancing the quality of visitor services.

- *The proposed GMP does not identify leasing for private residences. Will it be prohibited?* Answer: Not in terms of the GMP, so long as it results in preservation of a cultural resource.

Reynolds observed that objection to the leasing program by any individual (private use of government land and facilities) may not sit straight with the GMP preferred alternative. Perhaps GATE should consider a comment to the ROD addressing this issue.

McLay pointed out that leasing authority can only be used when property is deemed excess to park purposes. Once it is a leasing initiative, then any use—so long as it is compatible with the mission of the park—is permitted and appropriate.

Nersesian explained that the GMP establishes the direction in which we want to move but does not address the details which require a more site level implementation planning process. If there is a real radical departure, the park must address it on the germane level. It does not require what is considered a variance in typical zoning actions.

Updates on status of the committee: NPS has reauthorized the committee, which was originally established for a two-year period which will expire on April 25. The Interior Secretary has signed the reauthorization and it will be filed on the appropriate date so that the committee can continue to function without interruption. Nersesian is calling members to confirm that they are willing to continue serving.

Wilby asked about expiration of the terms of eight committee members and whether new members can be recommended. It was explained that committee members' terms vary, with 12 members having three year terms and the remaining eight having two year terms at the outset. This is a common practice

so that the entire committee does not need to be replaced every three years. Members who wish to continue to serve must apply the same way as anyone else. Those details will be released once the call for nominations is ready to be published in the Federal Register.

Taxes: GATE and Middletown Township are meeting to talk about taxes that may be applicable for leaseholders and also on construction code-related issues that may arise.

Consultant: As mentioned in the previous meeting, a consultant (the former head of NY Economic Development Commission) visited Sandy Hook last week. He will share his recommendations soon.

The committee recessed for lunch, resuming business at 1 PM for the public comment period.

Public Comments

Unless otherwise indicated, comments are summarized and not taken from prepared notes submitted to the committee. Comments are reported as given and not necessarily supported or opposed by the committee.

Richard King: This local resident lives in Middletown Township. King helped get a national register designation on his community's clubhouse. He is a lawyer (administrative law – customs and trade). He believes that the period of significance for Fort Hancock is WWII. If you eliminate his proposed use as a private residence the NPS should consider whether it is discriminatory, and leasing will destroy the cohesiveness of what was a single operating unit.

Also, on the map, NPS should consider charitable and nonprofit use which would better serve the area and put them all together in an area away from the ferry and commercial area.

Also, roof, trim and other common materials should be addressed up front. The park should find out up front how many tin ceilings, cast iron materials it requires up front so perhaps they can be purchased in bulk if they are hard to obtain materials. People interested in rehab should be told what materials they must use up front and the cost should be addressed up front.

Perhaps NPS can set up work study program putting people back to work, using a local pool of people at a reasonable cost.

Main point: Watch out on excluding individuals from private residential use because it will open NPS up to lawsuits.

After other speakers had appeared, King returned to make additional comments.

King is a fan of the former heavy industrial maintenance area, which before Hurricane Sandy was the NPS maintenance area, which is in a flood district, and is worried that buildings in flood zone will be knocked down but realizes that NPS cannot spend money to remove them. He thinks people should make proposals and this should be included in the RFP – and no one should assume the buildings will be knocked down. The NPS and FACA should consider a way to salvage the buildings which are beautiful from an Architectural Standpoint.

Paul Taylor: Identified himself as a member of the Army Ground Forces Association (AGFA), a volunteer organization involved with military history interpretation at Sandy Hook. Resident of Monmouth County and has helped restore battery Gunnison for the last 12 years and urges us to bear in mind the national landmark status and wants us to guard against destruction of any historic structure. If you include in a plan that you will allow for demolition by neglect that is what will happen and he urges us to keep in mind the importance of this place and not to include the loss of these buildings. He has been a lifelong student of history and was the supervisor for New Jersey state historic sites. His group is committed for the long haul to preserve Fort Hancock.

After other speakers had spoken, Taylor returned. Fort McKinley in Portland, Maine was the most successful adaptive reuse he has seen. If we are looking for successful models, look at Fort McKinley, which is half the scale of Fort Hancock and is well preserved. Sandy Hook, a peninsula, is practically an island, so the Fort McKinley model might serve here very well.

Ann Lutkenhouse: Identified herself as a member of AGFA. Through FACA, AGFA has learned that entire peninsula is the Fort Hancock national historic landmark. That should be promoted in everything we do. Think West Point, Fort Monroe, Gettysburg, Fort Hancock: they are all historic landmarks. Promote this in literature and be proud of the history that is here. Everyone needs to be proud of the history which is an important element of GATE's enabling legislation. Let's remember the cultural resources and historic resources and get that into the public's awareness while developing the historic landmark. The mission has to continue to preserve and this group is prepared to help with providing the interpretive element, volunteers which come from a wide region come in for longer term events. The ability to be here for more than a couple hours a day is important and they strongly encourage the Building 102 rehab be earmarked for use by volunteers and not exclusively seasonal employees.

Donna Cusano: Identified herself as a member of AGFA. Fort Hancock is a national landmark. The history of the landmark district at Fort Hancock, she noted, stays here all year round. Beaches and fishing are seasonal but the history is always here and that is what it makes it different from any other beach in the state of New Jersey. This history should be on an equal footing with all other programs at Sandy Hook. All the volunteers from AGFA need housing during work weekends and major events. Many of them come from great distances: some from one hour away, some from three or more hours away. AGFA has a lot of pride at what they have done at Battery Gunnison. They have put sweat equity into the battery and would like people to enjoy it.

Christopher Egan: Identified himself as a member of AGFA. From Sayreville and attended the Marine Academy of Science and Technology, a Monmouth County high school which is located at Sandy Hook. He has watched the slow decay of buildings. Would the NPS allow a building from the 1860s at Gettysburg to fall apart? The longer NPS waits, the worse it gets and the harder it is to repair. In addition to what he does with AGFA, Egan works with a group of vets that can talk to the public about the Nike missile sites and the cold war. The World War II vets are fast leaving us and it is up to us to do the interpretation. Fort Hancock has a wide history military wise. When you look at our nation's history, Fort Hancock has more importance as a military site than what kind of birds live here. Some of the greatest threats to our country were defended from Sandy Hook. The idea of coming to Fort Hancock without

having a place to stay is difficult for volunteers who wish to work to preserve Sandy Hook. The volunteers must have housing to continue. Why stop volunteers who enjoy working on historic facilities worth saving? People do not know about the historical resources. If they did, more would show up and enjoy the Fort Hancock NHL and military history. History is a draw for visitors.

Anthony Valenti: Current and admin officer at Fort Miles in Cape Henlopen State Park in Lewes, Delaware. They only have one stretch of road with a few buildings with one battery open to the public – others lost to decay. It is the most visited state park in Delaware because of the battery. If Sandy Hook could capitalize on its experience the way they have in Fort Miles, it would be a great success. Use history as a draw for visitors.

Betsy Barrett: Identified herself as chair of Sandy Hook Foundation. Regarding building out the structures, there is one concern the committee should think about and take forward – consider a pool of builders, contractors, which are specialists in historic rehab to lessees so that parameters are spelled out to a group of qualified contractors, restoration architects, which are known by NPS and SHPO. It is a more sensible route to go. The contractors and sub-contractors would know all the systems and requirements. Don't try to figure it out in house and don't allow individuals to undertake the projects themselves as lessees.

Dan Smith: Smith thanked the committee for resources of FACA and putting things on the line. He is trying to think of ways to get involved. He is a lifelong shore resident. He is working with a number of people and groups to see what kind of involvement he can join in on. Smith is glad to see life being breathed into the fort but thinks the rules in place right now go against breathing life into the fort. It would be a shame to have to let buildings go because they cannot be rehabbed. Let's reclaim the past and look to the future. Having to go back through pictures to find evidenced of vegetable gardens in the 1920s to determine whether someone can have a garden is ridiculous. We might have individual buildings be successful but we can't move forward if we stick to the rules as they were.

Wilby asked Smith: I hear what you say in terms of costs. We run the risk of not getting projects done because those restrictions represent a cost. If the costs were set for a period of time to overcome the risk to you, would that offset the cost of the project?

Smith answered: There are a lot of places you could spend \$1 million and not know if you are getting it back, but this place is a huge risk. Fort Hancock has a "front seat to climate change." Do you have to rehab all the buildings here at once? Smith has not been able to help figure out how to make it work. He has not even accounted for rent payments; he is just trying to get back the million dollar investment he would have to put into the project to get it started.

Welch: If it were viable to get additional resources, such as grants, would it be better? For example, if being able to closely follow a known and documented historic activity, the lease holder may be able to compete for grants and support from the government or other entities.

Smith: Talks about this love for the Officers Club (Building 114) and the amount of work it would require to save this decaying building and how it is not feasible. He thinks that even if there were 50 buildings here that could be rehabbed, there are still 50 that would not be rehabbed.

Welch requested that Smith write his comments on the FACA webpage so that the committee can consider them further. Welch spoke of long term viability when you work within the Secretary's Standards and stressed that speaker should make observations in writing on the site backed by numbers.

Welch talks about Fort Casey and Townsend and Stephens in Puget Sound and Columbia River in which vast majority of buildings are in use (they are all state or local park buildings). In state and private control there are a number of sites that are in use and are fairly nice but do not have the same cachet as Fort Hancock nor are they NHLs.

Wilby noted that he believed today's comments were exceptionally good.

Holenstein asked about financial capability as item 5b under the draft RFP TOC outline, which address financing, and asks what will determine whether NPS will subordinate. McLay clarified that we do not make tax credit determinations we just provide the information on qualifying for the tax credits. Holenstein again mentioned subordination.

Glaser noted that, in the RFEI process, we made it clear that people were free to submit proposals for any building outside of the 35 buildings identified. Have we considered this in terms of the RFP?

The public comment period ended at 1:45 pm.

Closing the Meeting and Final Thoughts

Glaser addressed some of FACA's accomplishments over the last year. A written summary was distributed; it is Attachment D on this summary and is also available on the committee website. He suggested we include it on the FACA website (and welcomes comments). Reynolds has no comments. The group agrees to post it.

Welch noted the National Historic Landmark language on the draft of the new printing of the Unigrid brochure for Sandy Hook Unit. He notes that adding the name of the district is a cultural shift in how the peninsula is interpreted to the public.

The next meeting is scheduled for Friday, May 30, to be held at Twin Lights Historic Site in Highlands, N.J. (The Sandy Hook Chapel will not be available for the next three meeting dates because it will be used for weddings.)

Joshua Laird, commissioner of the National Parks of New York Harbor, stated that he is looking forward to working with the strategic planner he and Nersesian have engaged.

Nersesian closed the meeting at 2:15 pm.

Attachments

- A. List of Attendees**
- B. Draft Outline for Table of Contents, Request for Proposals**
- C. Map, Possible Concentrations of Building Uses**
- D. Interim Summary for Committee Work**

Attachment A

Fort Hancock 21st Century Advisory Committee Meeting #10 – April 11, 2014 Attendance

Committee: Lillian Burry, Linda Cohen, John Ekdahl, Mary Eileen Fouratt, Glaser Glaser, Guy Hembling, Tim Hill, Mike Holenstein, Dr. Howard Parish, John Reynolds, Lynda Rose, Shawn Welch, Bill Wilby, Karolyn Wray.

National Park Service: Jeff Bryant, Karen Edelman, Joshua Laird, McLay McLay, Nersesian Nersesian, McCarthy McCarthy, Suzanne McCarthy, John Warren.

Public: Betsy Barrett, Donna Cusano, Paul Cusano, Richard C. King, Anne Lutkenhouse, Dan Smith, Paul Taylor, Anthony Vilanti, Chris Worthington.

Draft Outline for REQUEST FOR PROPOSAL (RFP)

- I. EXECUTIVE SUMMARY
- II. THE DEVELOPMENT PARAMETERS
 - a. Background History- Gateway Historic Information and Opportunities
 - b. NPS Objectives
 - 1) Preserve the building(s) & historic landscape without negative impact on environmental resources or existing recreational uses
 - 2) Create a community of interest that would enhance park use and mission as well as nearby communities
 - 3) Planned Development – Individual, Master Developer or Combination of both Individual or Master Developer
 - c. Lease Terms
 - 1) Lease Term
 - 2) Fair Market Value (FMV) Rent
 - 3) Common Area Maintenance (CAM) charges
 - 4) Insurance
 - 5) Proposed Lease Management Structure
 - d. Current Tenants/Occupancy
 - e. Buildings Available
 - f. Project Requirements: Historic Preservation, Historic Treatments, Applicable Building Codes, Environmental Review, Building Permit Process, Design Requirements, Floodplain, Sustainable Design, Signage, and Construction Requirements.
- III. NPS FUTURE INVESTMENTS ON THE PENINSULA
 - a. General Management Plan
 - b. What is our capital plan for Sandy Hook ? (Natural gas, Electricity, Seawall, Docks, Water, IT Infrastructure etc.)
 - c. Resiliency
- IV. Sandy Hook UNIT OPERATIONS
 - a. Unit Organization /Post Lease Management Organization
 - b. Transit (Ferry, Car, Bike)
 - c. Current Services
 - d. Utilities
 - e. Access
 - f. Visitor Procedures and Security
 - g. Emergency Services
- V. SELECTION CRITERIA
 - a. Qualification and Experience
 - b. Financial Capability
 - c. Compatibility with NPS vision for Sandy Hook (General Management Plan)

- d. Project Schedule

VI. PROPOSAL REQUIREMENTS

- a. Project Description
- b. Financial Offer
- c. Plans & Specs
- d. Construction Schedule
- e. Operating Plan
- f. Specific Qualification
- g. Proposed Lease Terms

VII. NPS RFP PROCESS

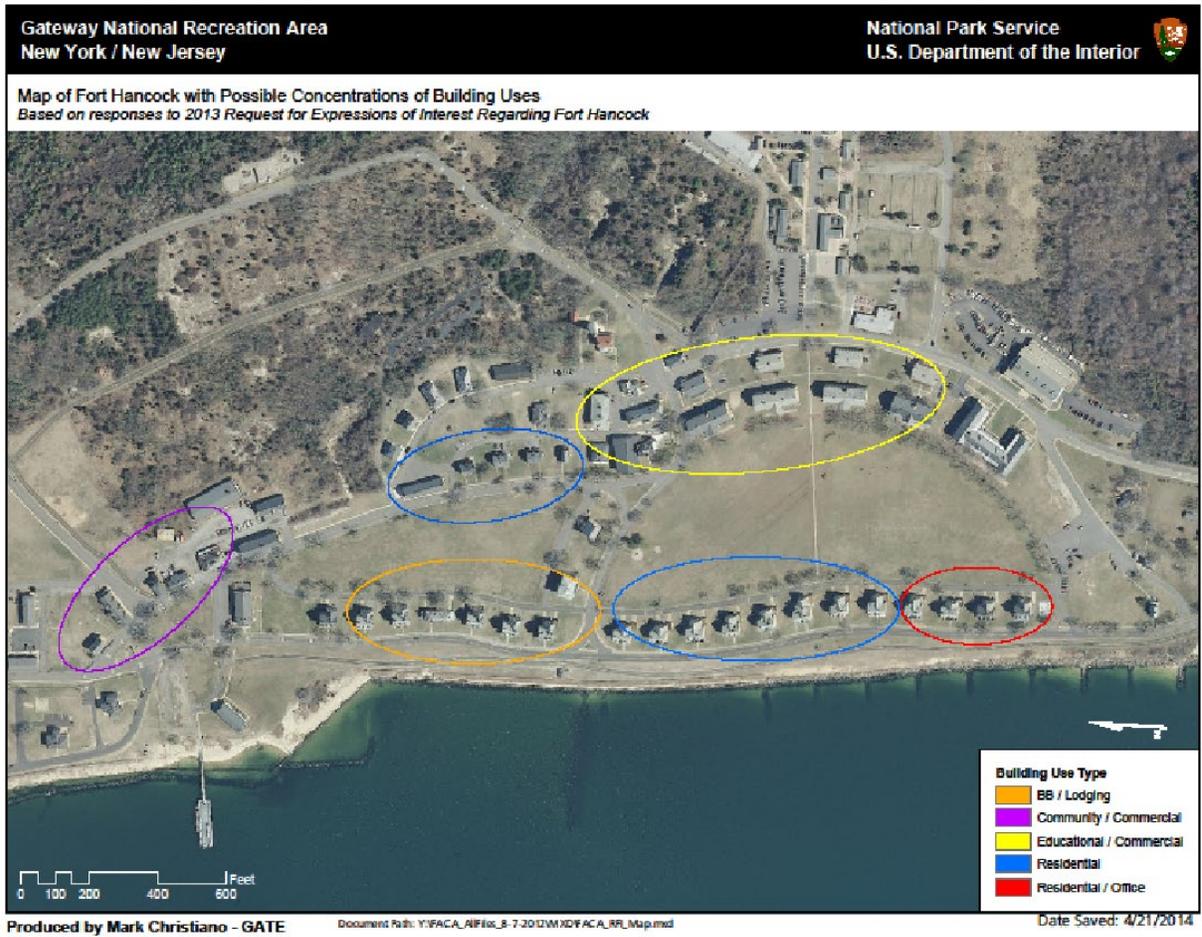
- a. Timeline (or maybe process—doesn't commit us to time)
- b. Due Diligences
- c. Maybe who to contact on our side?

VIII. Exhibits

- a. Building Profiles
- b. Sample NPS Lease Template

Attachment C

Map of Possible Concentrations of Adaptive Reuse at Fort Hancock



Fort Hancock 21st Century Federal Advisory Committee Interim Summary

The first meeting of the Fort Hancock 21st Century Federal Advisory Committee was held on January 23-24, 2013 – just three months after Hurricane Sandy made landfall at Sandy Hook. The committee soon reached consensus that the most appropriate way to preserve the historic structures of Fort Hancock was through a lease program that would enable adaptive reuse of the buildings.

To support its efforts, the committee established working groups that informed the committee's deliberations and laid the groundwork for developing a formal Request for Expressions of Interest (RFEI). These groups

- Defined the committee's overall vision for Fort Hancock;
- Reviewed and analyzed park data on the valuation real property;
- Examined potential flood insurance requirements;
- Developed mechanisms for community outreach, conveying information about the Fort's military history, and;
- Drafted materials for inclusion in a Request for Expressions of Interest (RFEI) that would invite adaptive reuse ideas.

The committee's *vision* for Fort Hancock emphasizes the need to find practical, long-term solutions that preserve and enhance the Fort Hancock Historic Landmark District. It also preserves the serenity of Sandy Hook and maintains it's standing as an ecological oasis and as a prime recreational destination for millions of visitors. The vision also calls for preservation of the *historical context* of this site as a military facility once tasked with the protection of New York Harbor and development of the US Army's weapons of war.

Cost analysis of park data about *real property* offered perspective on the wide range of financial considerations critical to successful adaptive reuse of the facilities. In addition to restoration costs, operating and maintenance and repair costs were also evaluated. In the aftermath of Hurricane Sandy, reports about *flood insurance* (its coverage and potential costs) served as a reminder to potential lessees about requirements to protect their investments and park property.

Community Outreach activities engaged both traditional and social media to spread the word about adaptive reuse opportunities at Fort Hancock. Stories concerning the RFEI were published in the New York Times, Asbury Park Press, Star-Ledger and Two River Times. A Facebook page was created. Publicity from the October 2013 publication of the RFEI led to more than 150 individuals attending open houses and to 41 written responses from interested individuals, educational institutions and profit and not-for-profit organizations.

Work over the past year has provided a strong foundation for the preservation of Fort Hancock. The committee enters its second year assisting the park in the development of a formal *Request for Proposals* for adaptive reuse of these historic structures so that they may serve the nation in the 21st century.