

Fort Hancock 21st Century Advisory Committee
Meeting Summary
February 28, 2014

The Fort Hancock 21st Century Advisory Committee (Committee), chartered under the Federal Advisory Committee Act (FACA), held its ninth meeting February 28, 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 Acting Designated Federal Officer (DFO), opened the meeting at 9:15 a.m. and welcomed everyone. Jennifer Nersesian stated that she is interested in moving forward on this joint project that will benefit both the park and the visiting public.

DOI Facilitator Robert Fisher did not attend the February 28 meeting; therefore Co-Chairs Gerard Glaser and John Reynolds jointly facilitated this meeting. John Reynolds provided an overview of the agenda for the day.

Update on Gateway National Recreation Area's General Management Plan (GMP) - Jennifer Nersesian

The GMP is the official document that guides the vision of the park for the immediate future. Hurricane Sandy had a devastating effect on Gateway and the efforts to rehabilitate the park had to be incorporated in the GMP. The final GMP or Record of Decision is expected to be completed in April 2014.

In the aftermath of Hurricane Sandy, the Superintendent is concerned in serving the visiting public at Gateway at a higher level. Some questions she raised included:

- How does Gateway protect the natural and cultural resources of the park?
- How does Gateway increase visitor opportunities and visitations to the park?

The general public has had many opportunities to express their ideas regarding the GMP during several open house forums over the past few years.

Follow up Items from the 1/10/14 Meeting: RFEI Submission Letters / Historic Gardens at Fort Hancock

Letters have been recently sent out to all people who submitted responses to the recent Request For Expressions of Interest (RFEI). These letters thanked people for their ideas, and also gave them information on the next steps in the process of preserving Fort Hancock's historic buildings and landscape.

Gateway's Historic Architect Marilou Ehrler stated that the location of the historic gardens at Fort Hancock was not located on maps, but might be found using historic photographs. There was

some speculation that these gardens were located near Fort Hancock's Mess Halls or residential housing areas. Planting "Victory Gardens" in the United States was a national priority in the 1940s.

Presentation on RFP Working Group Process – Pam McLay & John Reynolds

The Request For Proposals (RFP) Working Group is comprised of the following Committee members: Gerard Glaser (Chair), John Reynolds, Shawn Welch, Daniel Saunders, Frank Nolan, Linda Cohen, Michael Holenstein and Bill Wilby. NPS members in the RFP Working Group included Pam McLay and Robert Vohden.

An RFP is a document to elicit bids from potential vendors (developers) for a product or service—in this case, to issue a lease(s) for the redevelopment of buildings at Fort Hancock. The Working Group examined several proposals by other organizations to determine their best elements and use them. Links to the RFPs below are on the Committee website at http://www.forthancock21stcentury.org/meeting_materials/february_28_2014.

Review of Sample RFP documents – Pros and Cons

NPS 1999 RFP – Fort Hancock

- The format was too cumbersome. Make our format similar to RFEI including evaluation criteria, with links to the resources.
- Individual building data should be on a link, not included within the RFP itself.
- Provide better information on utilities and services – Detail estimate for the "Service District Fee".
- Give park visitation statistics
- Give information on transportation and access
- Describe future NPS capital projects – utilities, seawalls, docks, etc.
- Provide data on historic treatment requirements – building permit process
- Give information on Americans with Disabilities Act (ADA) compliance
- Consider revising an "Application" – Checklist and Narrative to allow prospective developers to respond similarly.
- Requirement of additional flexibility in evaluation criteria for individuals and larger developers.

NPS Valley Forge Kennedy Supplee Mansion RFP

- Required a detailed "Improvement Plan" including accurate estimate of costs.
- Included draft lease attachment; not appropriate for Fort Hancock because of broad range of proposals solicited.
- Included excellent insurance requirements, which may be different depending on building uses.
- Offered the mansion "As is".

Governors Island RFP (Trust for Governors Island)

- Resource has similarities to Sandy Hook.
- The RFP format is excellent.
- Included transportation access information (Ferry Operation)
- Provided a professionally created master plan which included:
 - a list of all their current tenants (the NPS is not the only tenant);
 - a lease terms sheet; respondents may note modifications, if any;
 - good information on construction and capital maintenance plan budget required with submission;
 - what utilities are available;
 - \$260 million dollar investment for site access, utilities, infrastructure and improvements, so the public knows what the NPS is proposing to fund.

San Francisco 20th Street Historic Buildings RFP

- Had a narrowly focused RFP
- Asked for strict requirements for respondents such as:
 - 5 years' experience in commercial real estate
 - proven track record of historic rehabilitation
 - required \$100,000 earnest money with proposal
 - clearly stated reasons proposals will be deemed non-responsive
- Respondents needed to develop a timeline for steps after their RFP was selected.
- Due diligences was clearly the respondents' responsibility

Presidio West Crissy RFP

- Designed to find a high quality cultural institute to occupy the site.
- Tenants had to abate lead paint and asbestos.
- The division of responsibilities between Trust/Lessee was clearly described.
- A summary of known environmental issues was provided.
- New buildings must conform to provided design guidelines.

Golden Gate Residential Master Lease RFP

- Targeted master developers to take on numerous buildings.
- Required the establishment of a maintenance reserve.
- Established sublessee criteria.
- Set experience requirements for project managers.
- Additional buildings can be added to the lease over the life of the lease.
- Grouped historic treatment of like structures.
- Prior to the RFP, significant investment in a majority of buildings; some turnkey ready.

Definition of Fort Hancock Redevelopment Concept

One organization (NPS or third party) would be responsible for the planned redevelopment of the land and infrastructure of Fort Hancock. If NPS fills that role, it would oversee individual

applications, and if a third party (called a “Master Developer” in real estate) would fill that role, then individual applicants may be able to obtain a sublease from the third party. This would include, but is not limited to, infrastructure and utilities within the land assignment, site preparation and planning, environmental issues or concerns, historic preservation requirements and treatments, and appropriate tenant mix consistent with park mission and goals.

The NPS redevelopment concept maps (RFP Maps) should include:

1. A NPS and current partner(s) map
2. A RFEI response map (by use)

Role and Responsibilities for Redevelopment

NPS or Master Developer	Individual Users
Understand strategic reuse goals and objectives and means of how the plan will meet and implement those goals and objectives	Understand reuse objectives and how their individual plan will implement those objectives
Demonstrate a Development Phasing Plan that can subsequently be supported through a Capital Improvement Plan.	Rehabilitation and maintenance plan for your individual use including the ability to carry ongoing routine maintenance and capital improvements.
Analysis of potential synergistic land uses and tenant relationships that acknowledges current tenant mix.	The proposed use is consistent and complements the NPS Redevelopment plan including acknowledging exterior public access. Individuals may propose limited interior public access and programming, but not required.
Identify financial capability and sound financial plan including funding sources, financing options for infrastructure and facilities development, and additional resources needed to implement the plan.	Identify financial capability and sound financial plan including funding sources, financing options for proposed rehabilitation including funds needed for routine maintenance and capital improvements.
Provide components of the team (see functions below) and how the project can be moved from inception to long-term completion and execution.	Provide components of the team and how you will rehabilitate the facility through completion.

Functions and Services for Redevelopment

Professional expertise and their respective capabilities and responsibilities must be provided for in the Redevelopment project. Resumes will be required. Either NPS or a Master Developer would

be responsible for providing this expertise to individual user/sub lessee. The primary objective is to not only rehabilitate the historic structure, but to ensure that at the end of the lease period the structures will be returned in good condition.

Services	Function
Historic Architect	Ensure rehabilitation of all structures meets Secretary's Standards
Construction Project Manager(s)	Supervise repair and maintenance, including coordinating a systematic building permit process
Engineer	Civil- Schedule of development performance and schedule of development based on current and future infrastructure at FOHA. Identify funding needed for future infrastructure costs.
Attorney	Lease and sublease negotiation/execution/administration. Lease compliance
Budget	Financial and property reporting. Collection of rent, Service District fees, utilities per NPS cost recovery policies.
Asset/Maintenance Managers	Develop capital maintenance plan. Identify cyclic maintenance needs and make repairs. Manage tenant requests for repair. Review maintenance plans for all leased property and determine compliance and or legal remedies. Provides maintenance capabilities commensurate with responsibilities.

Resources for RFP

1. Historic Treatment – Major Components. *NPS Lead?*
2. Service District Fee and Common Area Expenses- Fire, Law Enforcement, EMT, Common Maintenance, Trash Removal, Road, Water and Sewer. *NPS Lead?*
3. Infrastructure- Current and Future.
 - a) IT- Satellite is the current option, future IT is uncertain. The park owns all the phone lines. *NPS Lead?*
4. RFP Table of Contents - RFP Workgroup will provide Draft
5. Evaluation Criteria and Panel - Can Committee members join RFP evaluation panel as technical advisors?
6. NPS should consider hiring a professional consulting firm to draft the RFP.
7. Need for expert consultants in real estate, financing and insurance.

RFP Working Group Progress

- The RFP Working Group needs to find the ideas that are necessary for a great RFP. The work of putting together a new RFP is about 60% complete.

- The RFPs from Governors Island and Golden Gate are good examples we can learn from. The RFEI will also help us to put together a good RFP.
- Since Fort Hancock's buildings are recognized as a national historic landmark, we need to preserve this historic factor in our RFP.
- Listing a "table of contents" and having clear criteria (being objective) will help us putting together a good RFP.
- Even though the park constructs the RFP, the RFP process needs to be flexible to consider individuals' and master developer's proposals.
- We currently have RFEI responses from several people, but no responses from master developers. We might need a document in the RFP with possible concentrations of building uses to allow for a correct, well thought out plan of what we want.
- Gateway has a GMP and a site plan for Sandy Hook; we need a market in order to plan ahead. The RFEI response map is helpful.
- The future redevelopment of Fort Hancock's buildings is influenced by the current users. What is the major goal of the NPS that we want to bring to Fort Hancock?
- The RFP master plan needs to have a clear overview of the goals. We need to use some of the ideas from the RFEI responses.
- We should not give up the "good RFP" in search of the "perfect RFP". We don't need to discuss the RFP any more, we need to write the RFP now, and not lose our momentum.
- The park needs to check what it would cost for new phone lines, Wi-Fi, and utilities to give prospective developers a basic infrastructure cost: "X" dollars per square foot.
- What year do we go back to, in order to use as a guideline for future developers?
- Are there staging phases in place for redeveloping: (one master developer for all buildings versus an individual who only wants to develop 1 – 2 buildings)?
- Procurement procedures need to be put in place. What cycle do we need?
- We should decide if we want a master developer or an individual to develop a group of buildings. One master developer shuts out an individual developer.
- Another idea was that we should be flexible to look at all proposals and not shut out individual developers, when one master developer is chosen. The master developer might be able to incorporate proposals from individual developers.

Status Update on Historic Treatments for Fort Hancock – Pete McCarthy

The park wants to replace historic porches that were destroyed by Hurricane Sandy. There are guidelines (Rehabilitation Guidelines) for defining historic features such as tin ceilings, columns, fire places, paint colors, etc., and how they should be repaired. These guidelines provide character defining features for the interiors and exteriors of buildings and landscape characteristics.

The park has a former agreement with the State Historic Preservation Office (SHPO). We have a draft PA with the New Jersey SHPO from the Sandy Hook Partners era. The Committee needs to be careful what we place on the Committee website regarding rehabilitation guidelines. What was acceptable in 2005 is no longer acceptable in 2014. Pete McCarthy will try to digitize these historic documents by April 11 so the Committee members can see them. The park needs to have realistic expectations regarding rehabilitating houses at Fort Hancock and not be too specific on what elements need to be repaired. For example, we should not say that "Building X" should have this

type of window installed. The park needs to be clear on what the RFP says on building replacement, so the developer(s) can know what the rehabilitation expenses are.

Presentation on Information Technology Infrastructure at Fort Hancock – Joe Grissman and Pete McCarthy

Question raised from the Committee: Will the lessee(s) have access to a 21st century IT infrastructure at Fort Hancock? Joe Grissman, Chief IT officer for Gateway, hopes so.

Hurricane Sandy escalated the park's IT access problems at Fort Hancock. There is a Verizon owned microwave tower on the north end of the peninsula. Almost all data and voice service coming into Sandy Hook comes through this microwave tower. Microwave communication is the transmission of signals via radio using a series of microwave towers. Microwave communication is a form of "line of sight" communication, because there must be nothing obstructing the transmission of data between these towers for signals to be properly sent and received.

- A large copper cable runs from Verizon's microwave tower to NPS owned- Building 26. This is Verizon's Demarc (Demarc or "Demarcation Point," the point at which the public switched telephone network ends and connects with the customer's wiring.
- Almost all of the buildings in Fort Hancock campus are connected via direct burial copper cable (varying sizes and capabilities) back to Verizon's Demarc.
- Verizon has worked on the existing cable to restore some voice and data services, but they will not repair any copper cable that was destroyed.
- Pre-Sandy, this frame was in the basement of Building 26. For a year after Sandy, Verizon worked on moving this frame to the first floor. They repaired it to the current state it is in today.
- This Verizon frame continues to service NPS assets as well as within Fort Hancock with data T1 circuits and plain old telephone service.
- Sandy Hook is comprised of buildings that predate modern infrastructure. Most buildings have some copper cable to them already, but we do not really know the state of this cable if the building was not occupied.
- Since Sandy, Verizon has made it clear they are not supporting (repairing) the current infrastructure, though they will restore service where feasible.
- They have used the viable cable to bring service back up, but a lot of this cable is failing and cannot be used.
- There is no telling how long the working copper cable will continue to work.
- NPS has hired an Architect-Engineer (A/E) firm to do an assessment report for the park to renew and repair the communications infrastructure for the Sandy Hook peninsula. This report is due in June 2014, and will tell us what our best communication options are.
- The hope is that this assessment will bring us to the table with Verizon on expanding its fiber presence here on Sandy Hook.
- NPS has agreed to allow Verizon to build a 4G LTE tower here on Sandy Hook. This will expand the cellular capabilities here immensely.
- We are working on a separate project to run the first leg of fiber from the Verizon microwave to Building 26.

- Options for voice and data on Sandy Hook: If it exists to the building, T1 data service and “plain old telephone” (POTS lines) from Verizon
- Reliable where copper cable is in good shape. One disadvantage – reliability is an unknown.
- Sandy Hook does currently use satellite for data communications at one site.
- NPS has in the past used “HughesNet” Satellites with excellent results.
Many of the residential units here at Sandy Hook used “Direct TV” as their Internet and satellite TV provider. One disadvantage of satellite is it can be affected by bad weather.
- Up to 10x faster than T1
- Reliability and speed will only get better with the new 4G tower
- Routers equipped with wireless and wired capability, good for networking or setting up Wi-Fi hotspots
- Versatile enough to use “Magic Jack” or “OOMA” technology for phone service
- Relatively inexpensive. One disadvantage is that, it is only as good as its coverage area.
- Companies like TowerStream and Infinity install microwave technology completely independent of companies such as AT&T and Verizon.
- Before Hurricane Sandy, Verizon invested in Gateway’s communication infrastructure. After the hurricane, Verizon no longer does it.
Microwave technology is a high capacity, cost effective, and reliable service. One disadvantage is that it depends heavily on line-of-sight, so not all areas will not have it available. Best case scenario but could be years to complete.
- The Park Service plans to upgrade as much as possible to a fiber infrastructure.
- Part of the plan is to put enough fiber or conduit in place for other entities to tie back to.
- Major disadvantage is cost and currently we do not have all information for the full scope of work involved.
- Are we going to be able to attract developers with our communication system? The NPS doesn’t want to be a service provider. We need to build the infrastructure so Verizon can give us their service.

Public Comment Period

Jeffrey Egan – He favors the individual developers’ plans noted in the RFEI process, although he doesn’t believe they will have the necessary financial resources to follow through and redevelop the buildings at Fort Hancock. On the other hand, the master developer does have the resources, but Jeffrey Egan thinks it is riskier for them to sub-let to the individual developers. He believes it is better to have a lease with the NPS, than for the master developer to sub-let out.

Tom Polk – Preserving Fort Hancock’s buildings is a once in a lifetime task. He wants the terms “Fair Market Rental Value” clarified. According to him, a 4-bedroom unit at the Presidio in San Francisco costs \$4,000 a month, while a “Captain’s Quarters” unit in the same location rents for \$12,000 a month. He has general questions regarding the RFP process: How long is the lease limit for? Do I negotiate the limit term with the NPS? If I rehabilitate a house, would I be able to install an elevator in it? He thinks our RFP process will take too long, and he is now ready to redevelop a house. Tom Polk stresses that the information in the RFP needs to be very clear, so the developer(s) doesn’t get involved in a project that is unrealistic to complete.

Richard King – He has viewed all the Fort Hancock buildings. He thinks there should be a list of all the buildings, indicating which ones are currently used by partners, and which ones are vacant.

Sheryl Widell – She is originally from New Jersey, and was a former preservation officer. In the Presidio RFP, the Presidio Trust is a federal agency, and it was also the master developer. She encourages the park to have historic tax credits in the State Historic Preservation Office. There is a 20% discount for a historic tax credits. There should be individual consultations for each building. Some buildings need ADA compliance, and could receive a tax credit. All buildings at Fort Hancock need to follow the Department of Interior's building standards. The Presidio Trust developed a small amount of buildings at a time, instead of trying to develop all their buildings at once.

Future Work for the April 11 Meeting – Overall Goal to Advance the RFP

1. Reactivate the Cost Working Group – Person responsible: **Shawn Welch**
 - 1a. Explain the buildings assessed in the Costing Group report.
 - 1b. Update look at the costing report
2. Map of the entire NHL and uses with the GMP overlay – **Mark Christiano**
3. Summary of historic tax credits program presentation – **Marilou Ehrler**
4. Review the NPS lease template – **Pam McLay & Robert Vohden**
5. Review the historic building guidelines – **Pete McCarthy**
6. Create RFP evaluation rubric – **Rob Vohden & Pam McLay**
7. Do a presentation on the “pros” and “cons” regarding having a master developer versus an individual one.
8. Bring in a NPS sample lease along.
9. Experts needed for RFP – **Rob Vohden**
 - Attorney
 - Financial Analyst
 - Insurance Expert
 - Appraiser – **Michael Holenstein**
10. Strategic Consultant – **Joshua Laird & Jennifer Nersesian**

FOHA Appraisal Working Group – Pam McLay & Michael Holenstein

- NPS will reach out to committee membership (in private), to determine interest in continuing – **Jennifer Nersesian**
- Target date for RFP – **Pam McLay**
- Investigate NPS appraisal for structures at Fort Hancock – **Robert Vohden**
- RFP Table of Contents – **RFP Working Group**
- Define the common service fee – **Pete McCarthy**
 - Catalog NPS expenditures to be recovered
- Building permit process – **Pete McCarthy**
- Staff needed by NPS to manage Fort Hancock – **RFP Working Group**
- List of funded NPS projects for Hurricane Sandy recovery, maintenance and construction – **Pete McCarthy**

- Reach out to Middletown Township
 - Taxes on services – Police, Fire Fighters – Hold
 - Opinion of County Tax Assessor - Hold

Robert Vohden has accepted an offer by the U.S. Army Corps of Engineers in Manhattan, New York. His last day of work at Gateway will be on Friday, March 21, 2014.

Attachments

A. List of Attendees

B. List of Materials Distributed to the Committee

Meeting Summary approved by Committee Co-Chair, Gerard Glaser

Signature: _____

Date: _____

Attachment A

**Fort Hancock 21st Century Advisory Committee
Meeting #9 – February 28th, 2014
Attendance**

Committee:

National Park Service:

Public:

Attachment B

**Fort Hancock 21st Century Advisory Committee
Meeting #9 – February 28, 2014**

List of Materials Distributed to the Committee

1. Meeting Agenda
2. Copies of Sample RFPs